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**Report on the
Workshop on Basic Education Programs**

*Kadoma, Zimbabwe
January 17-21, 1994*

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*United States Agency for International Development
Africa Bureau ARTS/HHR*

EXECUTIVE SUMMARY

Over the past six years, the Africa Bureau has increased its investments in basic education tenfold. This effort has required USAID staff to develop programs quickly, and to manage them often in relative isolation from each other. To consolidate lessons from this experience for current and future programs, the Bureau organized the Workshop on Basic Education Programs in Kadoma, Zimbabwe from January 17-21, 1994.

Key workshop objectives were to: 1) provide USAID staff opportunity to network on education sector issues; 2) contribute to Agency guidelines for improving sector performance; and 3) assure professional development through presentations by guest experts on key topics identified by participants; and

To focus workshop discussions, AFR/ARTS/HHR prepared a draft report on the Bureau's approach to sustainable sectoral reform in the 1990s. This piece both defined and analyzed Bureau experience with basic education over the past six years. Participants received the report prior to arrival in Zimbabwe, and came prepared to provide feedback as part of the workshop agenda.

The complete report will prove useful as general guidance on sectoral non-project assistance, as well as specific guidance for basic education. In the coming months AFR/ARTS/HHR will complete this report, develop applied research plans prescribed by workshop participants, and identify and design future fora where USAID staff can share and further discuss the lessons learned in Kadoma with a wider circle of host country and donor counterparts.

Workshop Participants

At the workshop design stage, participants deemed that this activity should bring USAID staff together to critique program experience and effectiveness from a USAID perspective. As stated above, it was hoped that this analysis would serve as a basis for later consultation with host country and donor counterparts.

Representing all of the Bureau's basic education programs (including one under design), fifty-two participants hailed from Benin, Botswana, Ethiopia, Ghana, Guinea, Lesotho, Malawi, Mali, Namibia, South Africa, Swaziland, Uganda, the REDSO offices in Abidjan and Nairobi, the U.S. Department of Education, G/R&D/Education, and AFR/ARTS/HHR. While there was lively participation from Southern Africa regional legal staff, much missed were regional contracting and AFR/DP representatives unable to attend. Among the participants were guest experts, including macro-economist from the Development Studies Program faculty, who kept everyone aware of the "big" development picture of which education is part.

Workshop Proceedings

USAID Zimbabwe Mission Director, Ted Morse, officially opened the workshop by sharing his years of experience with policy reform and institutional strengthening. He highlighted the importance of careful sector analysis prior to design, and capacity building for sustainability after program completion. He stressed that in his experience crisis situations often had opened windows of opportunity for significant policy reform.

Energized with these opening remarks, participants tackled a program of plenary, panel, and small group sessions focused on the following topics: a framework for analyzing educational reform (meant to serve as a reference for all workshop discussions); program design; conditionalities under non-project assistance; institutional capacity building; donor collaboration; impact assessment; and research identification and prioritization.

Guest speakers, who were available during the entire workshop, made state-of-the-art presentations on social marketing, policy dialogue, evaluation methodology, pupil assessment, and teacher training, all fuel for debate. In addition, a session on research gaps identified topics for future AFR/ARTS/HHR support, such as: participation in policy dialogue, country ownership of reform efforts, and school-level quality improvements. Voluntary early morning, meal-time, and evening sessions gave participants opportunities to present and discuss topics outside the formal program, which explored such subjects as: methods for monitoring compliance with non-project assistance conditionality; strategies for increasing girls' access and retention; school-level programs for dealing with AIDS prevention; and USAID/W rightsizing efforts.

Workshop support staff kept a written record of discussions, which provided the basis for this workshop report and will assist in the completion of the draft document distributed before the Kadoma meeting.

Key Workshop Concerns

Throughout the proceedings issues arose for USAID/W follow-up. At the last brainstorming session on future directions, participants highlighted these concerns:

- a. *Role of basic education in the "new" USAID:* All participants were alarmed at the low visibility basic education appears to have in the strategic planning of the "new" USAID. The absence of written strategies for basic education is puzzling. Without written mandate and guidance, how will Missions be able to program funds for the long term sectoral support on which the Bureau's current basic education programs are premised?
- b. *Guidance for policy reform:* Mission experience with programs which aim to bring about education sector policy reform suggest the need to develop specific Agency guidelines on: 1) pre-design analysis and participation of stakeholders; 2) design elements and processes, including non-project and project assistance mix, and setting phased conditionalities; 3) donor collaboration; and 4) impact analysis and evaluation, including accountability and oversight.
- c. *Mission management load and technical assistance constraints:* The management load for programs which combine non-project assistance and project assistance is heavier than for those which are strictly project assistance. Non-project assistance requires policy dialogue based on a sound grasp of all aspects (political, technical, financial, etc.) of an education system, a well-informed and considered strategy for supporting education reform, and regular consultations with reform stakeholders, including policy makers, community leaders, and other donors.

To cover all these bases, education officers require close collaboration from FSN and PSC staff. Recent signals from Washington concerning the elimination of PSCs appear to

undermine this capacity. In addition, talk of a stricter interpretation of contractor "conflict of interest" guidelines suggest that in the future a technical contractor may work on only one phase of a program, that is to say either design, implementation, or evaluation, whereas experience suggest that continuity of specialized professional expertise through multiple phases is most conducive to success.

- d. *Contracting services and options:* These must become more expeditious if the Agency is to implement its basic education programs effectively and within the time frames expected. In addition, Agency shortage of funds for central basic education support projects is problematic. A case in point is the year long delay in launching phase two of the Advancing Basic Education and Literacy (ABEL) project, and the fact that for the past few months Missions have had just one education IQC to call on for short-term help.
- e. *Basic Education Indicators:* Participants generally felt that the Agency is expecting too much too soon from Bureau basic education programs. Most of the programs have large non-project assistance (NPA) components, which assume a long-term commitment to education reform in countries whose education systems usually are in a state of current, and/or recent collapse. Given constant pressure from all sides to show people-level impacts in the short-term, these NPA programs can appear to be unsuccessful, when in fact they are accomplishing intermediary steps to people-level impacts. Increased Agency recognition of process, or "leading education indicators" (like "leading economic indicators"), which highlight policy changes, institutional development, and school-level improvements, would help to paint a more accurate and encouraging picture of sector progress.

Workshop follow-up

AFR/ARTS/HHR will bring the issues listed above to the attention of those who can positively influence them. In addition, AFR/ART/HHR will: a) finish the report on the Bureau's approach to sustainable basic education reform in the 1990s; b) hone and vet with Missions topics for future AFR/ARTS/HHR research; and c) pursue workshop recommendations to organize various professional fora for USAID staff and counterparts.

Conclusion

The Kadoma workshop was rich because each participant donned a variety of hats (facilitator, presenter, critical listener, devil's advocate). Special thanks are due to USAID Zimbabwe for their warm welcome, the Bureau Missions, and REDSOs for programmatic and financial backing, the Support for Analysis and Research in Africa (SARA) project for excellent conference logistics and facilitation, and AFR/ARTS/HHR/ RSSA and Improving Educational Quality (IEQ) project staff for designing a program which dealt with thorny issues creatively and constructively. The challenge at hand is to plow Kadoma learning back into our basic education programs across sub-Saharan Africa.

TABLE OF CONTENTS

EXECUTIVE SUMMARY	1
LIST OF ACRONYMS	6
PURPOSE AND ORGANIZATION OF THE REPORT	7
Purpose	7
Organization	7
OVERVIEW OF THE WORKSHOP	8
Purpose	8
Objectives	8
Planning and support	8
Principles	9
Participants	9
Physical setting	10
Basic education report	10
Proceedings	10
Participants' and organizers' evaluation of the workshop	11
Summary of concerns raised	13
Workshop follow-up	14
RECORD OF WORKSHOP SESSIONS	15
Session 1: A framework for education reform	15
Session 2: Factors influencing education reform	23
Session 3: Strategies for policy dialogue	30
Session 4: Donor coordination	32
Session 5: Testing to learn, learning to test	35
Session 6: Conditionality and tranche review	37
Session 7: Strategies for improving classroom instruction	41
Session 8: Capacity building: Strengthening government institutions	43
Session 9: Impact assessment and evaluation	46
Session 10: The process of design	50
Session 11: Strategies for improving equity: A case study of Bangladesh	55
Session 12: Policy dialogue or policy marketing: A case study of Benin	58
Session 13: The process of design (conclusion)	60
PARTICIPANTS' CONTINUING NEEDS AND INTERESTS	63
Messages to Washington	63
Research and analysis interests	64
Summary of issues that merit further analysis	71
Annex A: LIST OF PARTICIPANTS	
Annex B: AGENDA	
Annex C: INVITATION	

LIST OF ACRONYMS

ABEL	Advancing Basic Education and Literacy
AED	Academy for Educational Development
API	Assessment of Program Impact
BOP	Balance of Payments Support
BQS	Basic Quality Standards
CRT	Criterion-Referenced Testing
DAE	Donors to African Education
DFA	Development Fund for Africa
EMIS	Education Management Information System
EOPS	End of Project Status Indicators
FQL	Fundamental Quality Level
FSN	Foreign Service National
GER	Gross Enrollment Rate
IMF	International Monetary Fund
IQC	Indefinite Quantity Contract
MOE	Ministry of Education
NGO	Non-Governmental Organization
NPA	Non-Project Assistance
PA	Project Assistance
PRISM	Program Performance Information for Strategic Management
PSC	Personal Services Contractor
PVO	Private Voluntary Organization
TTC	Teacher Training College
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
USAID	United States Agency for International Development

PURPOSE AND ORGANIZATION OF THE REPORT

Purpose

The purpose of this report is to provide a complete record of the discussions at the workshop for USAID education officers in Africa that took place in Kadoma, Zimbabwe in January 1994.

- First, the report is intended to give those who attended a complete record of presentations and discussions that took place during formal sessions. Participants raised issues, related experiences, and offered guidance in situations that USAID officers are facing, and this record should help recall what was said at the conference.
- Second, the report will provide the many education professionals concerned with USAID programs and projects who did not attend the conference a summary of what took place.

Organization

The report is organized in three main sections.

- The first section gives an overview of the conference: its purpose, format, setting, agenda, and outcomes.
- The second section is a detailed record of the formal sessions of the workshop: the information presented, the format of the session, discussion by participants, and evaluation by participants. For the most part, this record is based on notes transcribed during the sessions by the ARTS/HHR technical support staff. In some cases (Capper, Bryant and Schwartz) the presenters have provided summaries of what they said.
- The third section describes two activities designed to solicit from participants their specific interests in the analytical agenda of ARTS/HHR and in support for Mission education programs from USAID/Washington.

Attached to the report are a list of workshop participants, the agenda, the invitation to participants, and a list of acronyms used in the report.

OVERVIEW OF THE WORKSHOP

Purpose

Over the past six years, the Africa Bureau has substantially increased its investment in basic education. Despite guidance from principles and tenets presented by the DFA, this effort has required USAID staff to develop programs quickly and to manage them often in relative isolation from each other. To consolidate lessons from this experience for current and future programs, the Bureau organized the workshop at Kadoma.

The purpose of the workshop was to examine the current state of USAID's experience supporting basic education reform programs in Africa, and formulate recommendations on how to maximize the impact of our efforts through improved design, management, and evaluation of the education programs.

Objectives

The specific objectives were to:

- Discuss and develop strategies for: i) supporting policy and program reform in the education sector, ii) strengthening government institutional capacity, and iii) affecting education quality at the classroom level through improving instructional systems (methods, materials, assessments, training).
- Analyze the particular case of non-project assistance as a modality for supporting educational reform, and distill lessons learned regarding the design and management of such programs in NPA programs.
- Discuss Agency approaches to assessing program impacts (especially in the context of non-project assistance) and to conducting program evaluations.
- Develop specific recommendations for improving the process and content of the design of basic education programs.
- Establish a purpose and objectives for a follow-up conference on basic education reform with host-country personnel.
- Contribute to the formulation of the Africa Bureau framework for research on basic education, and establish consensus on research priorities.

Planning and support

The workshop was planned and organized by the staff of the USAID Africa Bureau ARTS/HHR based in Washington, D.C.: Julie Owen Rea, Ash Hartwell, Karen Tietjen, Joe DeStefano, Diane Prouty, Joy Wolf, Gretchen Hummon, and Juan Bentin. The Support for Analysis and Research in Africa (SARA) project also provided organizational and logistical support. The proposal for the

workshop was made in June 1993, and recommendations about the focus, timing, site, central issues, and format were solicited and received in July and August from USAID education staff in African countries with basic education programs. Based on the positive responses from the Missions, a planning meeting was held in September with SARA and Gary Engelberg of Africa Consultants International (Dakar, Senegal) who agreed to be the workshop facilitator. The time and place for the workshop was finalized in September. SARA contracted Judy Sherman in Harare to provide logistical support prior to and during the workshop. Continuous communication, both through memos, visits, and telephone conversations with the field contributed to the program content and design. In November, an intensive two-day planning session finalized details for the objectives, content, processes, and resource persons. All details and the draft report, Basic Education in Africa: USAID's Approach to Sustainable Reform in the 1990s, were sent to participants and resource persons in early January. Throughout the workshop, AFR/ARTS/HHR staff, Juani Bentin, Gretchen Hummon, and Dena Duerbeck, provided outstanding around-the-clock administrative and logistical support.

Principles

The workshop was organized around the principles of:

- *Participation*, in which the experiences and insights of all participants are shared;
- *Constructive analysis*, focussing on those issues over which we have some influence and developing shared perspectives on constructive strategies;
- *Creativity*, making the process challenging, fun, and productive.

Participants

The 52 participants of the workshop included:

- The professionals who manage education projects of USAID Missions in Benin, Botswana, Ethiopia, Ghana, Guinea, Lesotho, Malawi, Mali, Namibia, South Africa, Swaziland, Uganda, and the REDSO offices in Abidjan and Nairobi. These people included human resource development officers, personal service contractors, foreign service nationals.
- Representatives of other USAID/Washington offices: G/R&D/ED and the Development Studies Program;
- Resource people with specific areas of experience and expertise;
- Africa Bureau analysis research and technical support staff.

Annex A provides a complete list of participants.

Physical setting

The conference took place at the Kadoma Ranch Motel and conference center in Kadoma, Zimbabwe. Participants were lodged in guest cottages, ate meals in the dining room, and met in the large and small meeting rooms and outdoor small group areas of the conference center. The isolated setting and common dining facilities allowed participants to talk informally outside of formal meetings.

Basic education report

To help focus workshop discussions, AFR/ARTS/HHR had prepared a draft report on the Bureau's approach to sustainable sectoral reform in the 1990s. This report both defined and analyzed the Bureau's experience with basic education over the past six years. Participants received the report prior to their arrival in Zimbabwe and came prepared to provide feedback and additions as part of the workshop agenda.

Proceedings

Julie Owen Rea introduced the workshop on Monday afternoon by welcoming participants and describing its objectives. She introduced Gary Engelberg, who discussed the workshop's format and schedule.

On Monday evening, USAID Zimbabwe Mission director, Ted Morse, officially opened the workshop by sharing his years of experience with policy reform and institutional strengthening.

Main sessions

The main sessions were held between 9:00 am and 5:00 pm each day. These were the main substance of the workshop. Though each session was highly structured, most encouraged and allowed ample time for everyone's participation. Several sessions included small group activities, in which participants had been pre-assigned to groups. Some featured a main speaker; others were panel discussions. The topics of these sessions are listed here, and they are described in detail in the next section of this report.

- A framework for education reform
- Factors influencing education reform
- Strategies for policy dialogue
- Donor coordination
- Testing to learn, learning to test
- Conditionality and tranche review

-
- Strategies for improving classroom instruction
 - Capacity building
 - Impact assessment and evaluation
 - The process of design
 - Strategies for improving equity
 - Policy dialogue or policy marketing
 - The process of design (conclusion).

Additional sessions

In addition to the main sessions, a number of sessions were organized at 8:00 a.m. and at 8:00 p.m. Many, though not all, participants attended each of these sessions. They were presentations of:

- Country programs:
 - Mali, by Freda White-Henry and Chahine Rassekh
 - Ghana, by Habib Khan and Stan Dery
 - Botswana, by Murray Simon and Edward Hantel
 - Uganda, by Christine Kiganda
- EPICS, a planning tool, by Christina Rawley
- AIDS education in Zimbabwe schools, by Judy Sherman
- Girls' education in Malawi and Guinea, by Joan Larcom, Sarah Wright, and Karen Tietjen
- Conditionality, by Karen Tietjen and Joe DeStefano
- USAID "rightsizing" efforts

On Friday noon, Julie Owen Rea closed the workshop by thanking the organizers and participants.

Annex B contains the official workshop agenda.

Participants' and organizers' evaluation of the workshop

Participants received a form in their initial packet of materials that they were asked to use in order to evaluate each session. They gave a quantitative assessment on a 1 (low) to 4 (high) scale of each session. On this scale, the overall scores for the sessions ranged from 3.62 to 2.87. The average score was 3.32.

Participants were also asked to remark on how useful the overall workshop was, how useful each session was, and what questions were left unanswered. This section summarizes the evaluation of the overall workshop by both the participants and the organizers -- the ARTS/HHR Education staff. Participants' evaluations of individual sessions are summarized in the next section, which presents the process and conclusions of individual sessions.

Many participants praised the workshop as one of the best planned, most organized and smooth workshops they had ever attended. It was "professionally and personally satisfying." One liked the "combination of methods," another, the "good mix of visuals and activities, different modes of presentation." They praised the efforts of the presenters, the facilitator, and the support staff. The workshop succeeded in "team building" and "good consensus on issues in NPA." Some favored the country sharing, some the matrix exercises, and some the presentations on evaluation, social marketing, and so on.

The organizers agreed that the sessions were highly interactive and provoked excellent discussions. Some participants and organizers felt that the panel sessions would have been more effective if field-based education officers had been given even more responsibility for organizing them.

A few participants echoed a comment that "too much of the conference was about NPA and, while useful, much more should have been on presentation of research findings on basic educational reforms, i.e., what works best in an area, e.g., teacher training." "I liked presentations by resource people -- bringing new ideas in the education field." Some of the organizers thought participants may not have recognized that the workshop's principal focus was intended to be on planning and management problems and solutions rather than on technical state-of-the-art presentations. In future conferences, the nature of -- and limits to -- what is to be covered may have to be stated more clearly.

The organizers felt that planning had been thorough and that much thought had been given to what to focus on and how to encourage participation in the sessions. Even though the organizers used an iterative process to interact with education officers in the field, both the organizers and participants suggested more participation from the full group in setting the agenda and creating the matrices.

Some would like to have seen less distinction between the organizers and the participants. They would like field-based officers to take a more equal share of "ownership" of the direction of such a conference, recognizing that there are trade-offs in planning by long distance. At some point, the benefits become overshadowed by the obstacles. Some planning can be delayed until participants arrive at the workshop site, but more time must be allowed for the event.

Also in regard to planning, the organizers found the help of an outside facilitator in their planning - - as well as in conference sessions -- to be invaluable.

The facilities, service, and administrative and logistical support were judged excellent. Some commented that it was advantageous to be in a remote site, away from other demands and attractions, though some would have liked to have been closer to Victoria Falls.

Participants and organizers wished for more free time to review materials and talk informally. Some participants wanted additional sessions. One would have liked another country-group work session, and another, more special interest groups. One suggestion was to use the entire week (Monday through Friday) for the workshop rather than spending Monday morning and Friday afternoon in transit.

Finally, a number wished for more time to work together during sessions. "I felt like we often failed to get into the 'deep' treatment of issues in the sessions -- although some of what was missed in formal sessions was made up in informal discussion....I regret that discussions rarely got to the mechanics of how to do the things we were talking about."

Summary of concerns raised

Throughout the workshop, a number of concerns were raised related to USAID/Washington's support of Missions' education programs. This summary of those issues reflects questions and issues that arose during the formal and informal sessions.

- *The role of basic education in the "new" USAID:* Participants were alarmed at the low visibility basic education appears to have in the strategic planning of the "new" USAID. The absence of written strategies for basic education is puzzling. There is no strategy specifically addressing basic education, and current strategies have little mention of basic education. Without written mandate and guidance, how will Missions be able to program funds for the long-term sectoral support on which the Bureau's current basic education programs are premised?
- *Basic education indicators:* Participants generally felt that the Agency is expecting too much too soon from Bureau basic education programs. Most of the programs have large NPA components, which assume a long-term commitment to education reform in countries whose education systems usually are in a current or recent state of collapse. Given constant pressure from all sides to show people-level impacts in the short-term, these NPA programs can appear to be unsuccessful, when in fact they are accomplishing intermediary steps to people-level impacts. Increased Agency recognition of process, or "leading education indicators" (like "leading economic indicators"), which highlight policy changes, institutional development, and school-level improvements, would help to paint a more accurate and encouraging picture of education sector progress.
- *Guidance for policy reform:* Mission experience with programs that aim to bring about education sector policy reform suggests the need to develop more specific and helpful Agency guidelines on (1) pre-design analysis and participation of stakeholders; (2) design elements and processes, including NPA and project assistance mix and setting phased conditionalities; (3) donor collaboration; (4) and impact analysis and evaluation, including accountability and oversight.
- *Mission management load and technical assistance constraints:* The management load for programs that combine NPA and project assistance is heavier than for those that are strictly project assistance. NPA requires policy dialogue based on a sound grasp of all aspects

(political, technical, financial, etc.) of an education system, a well-informed and considered strategy for supporting education reform, and regular consultations with reform stakeholders, including policy makers, community leaders, and other donors.

To cover all these bases, education officers require close collaboration from FSN and PSC staff. Recent signals from Washington concerning the elimination of PSCs appear to undermine this capacity. In addition, talk of a stricter interpretation of contractor "conflict of interest" guidelines suggests that in the future, a technical contractor may work on only one phase of a program, that is to say, either design, implementation, or evaluation, whereas experience suggests that the continuity of specialized professional expertise through multiple phases is most conducive to success.

- *Contracting services and options:* These must become more expeditious if the Agency is to implement its basic education programs effectively and within the time frames expected. In addition, Agency shortage of funds for central basic education support projects is problematic. A case in point is the year-long delay in launching phase two of the Advancing Basic Education and Literacy (ABEL) project, and the availability to Missions of only one education IQC to call on for short-term help during the past two months.

Workshop follow-up

The AFR/ARTS/HHR staff who organized the workshop pledged to bring these issues to the attention of those who can positively influence them. With this in mind, the staff will:

- Complete the report on the Bureau's approach to sustainable basic education reform in the 1990s;
- Hone and vet with Missions topics for future ARTS/HHR research;
- Pursue recommendations to organize professional fora for USAID staff and counterparts.

RECORD OF WORKSHOP SESSIONS

Session 1: A framework for education reform

- Monday, 2:30 p.m., Ash Hartwell
- The *purpose* of the session was to introduce a framework for analyzing the process of education reform.
- The *format* was large and small group discussion. Following Ash's presentation of a framework, participants broke into small groups, and upon return, shared their findings with the large group.

Ash emphasized that this workshop is about reform, which is broader than NPA. He presented the goals of USAID's education programs, the principles of the new program approach -- non-project assistance (NPA), the steps taken by USAID to accomplish their goals, and the overall goal of education reform.

The goals of USAID's education programs are:

- To link the development of the education sector to macro-economic conditions and policies.
- To support restructuring of resource allocations to favor primary education in order to build the human resource base required for long-term development.
- To increase access, equity, efficiency and quality.
- To achieve the ultimate, people-level objective of improved household welfare.

The principles of the new program approach include:

- Finance provided to support a national program of education sector reform.
- A systems approach to educational change, based on the vision of improved learning conditions.
- A primary focus on institutional development to create the national capacity to deliver service to schools.
- Donor coordination, a critical element to coordinate and maximize investments in the education sector.

To accomplish this, USAID has:

- Increased the level of funding going to education in Africa.
- Increased the number of countries receiving USAID education support.
- Adopted the NPA modality as a way of supporting and influencing major policy reform (in the 11 African countries with USAID education programs, 8 have NPA). Sixty-six percent of education funds are in programs funded by NPA.

The overall goal of these programs is

Sustainable system-wide reform aimed at increasing the number of children--girls as well as boys, in rural as well as urban areas--entering and completing school with the skills and knowledge that will prepare them for their productive and reproductive roles.

Ash then presented a **theoretical framework** for looking at how USAID's program efforts support change. (See Figure 1: Context and Elements of Education System Reform.)

As illustrated in Figure 1, education reform is imbedded in an economic and political context, a bureaucratic culture, and cultural values and ideology. The highest level of policy work is at the government level. Statements of policy are often just lip-service. Most of the work takes place at lower levels--regional and local institutions and programs.

Feeding in school is the contribution of the community. The state of child, health, welfare and nutrition, roles of parents and community leaders are important and affect the child's learning capacity. The model does not show what happens when the learner leaves the school, although this impact of the education system is an important people-level impact.

Government policies are not easily implemented in every school. The education system has been described as a set of "loosely coupled" institutions. For a reform to succeed, changes in line with new policies must take place at every level in every institution, including every school.

Small group exercise

Ash solicited examples of achievements made in the USAID education programs and placed each one in the appropriate column of the theoretical framework: Policy, Institutions, School/Class, or School-level Outcomes. (See Figure 2: Examples of achievements in education programs.) He selected three examples for the purpose of the exercise. Participants, who were already seated in small groups, were assigned one achievement and asked, "What has happened, or has to happen, at each level of the education system to ensure sustainable reform?"

Figure 1

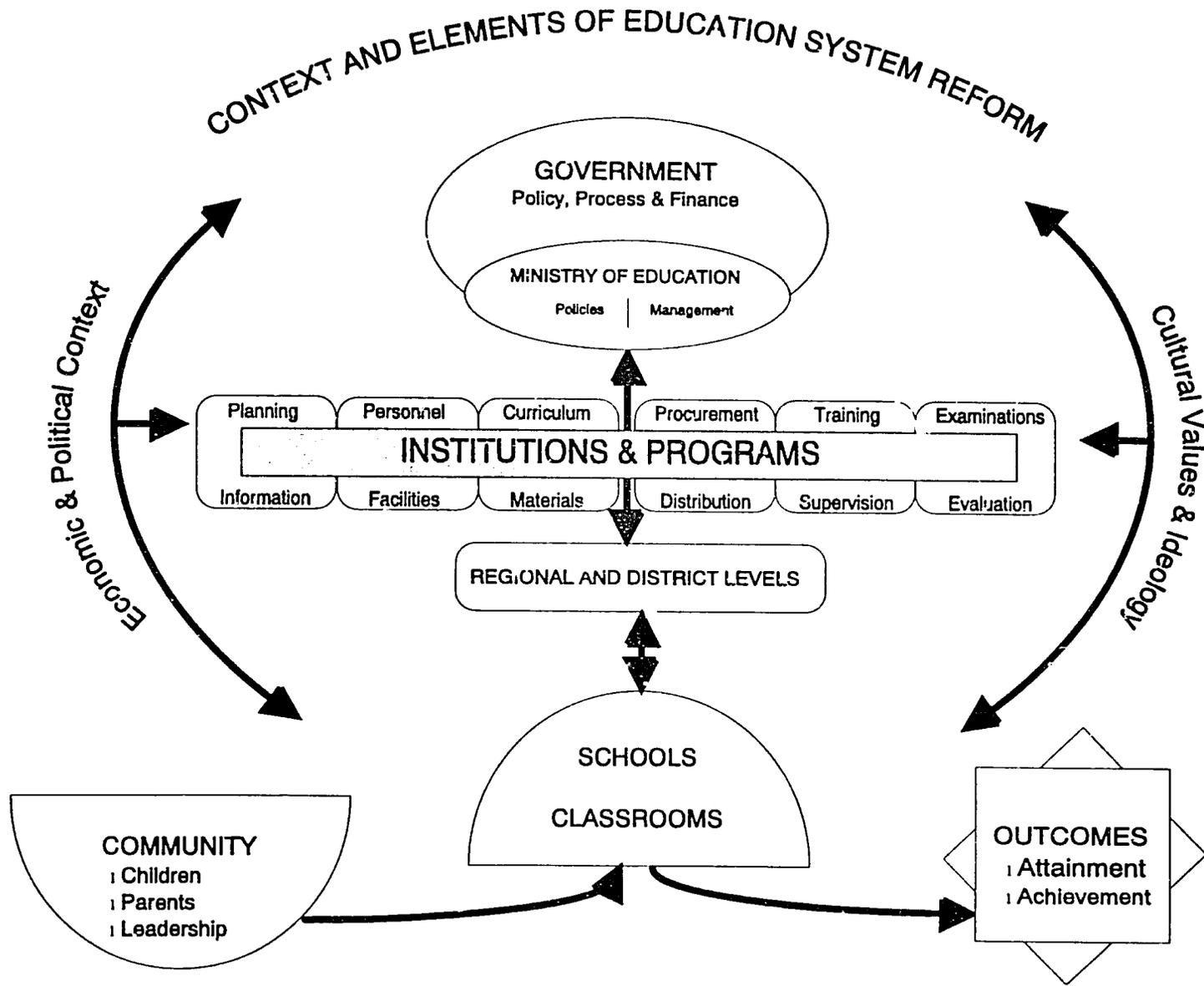


Figure 2: Examples of Achievements in Education Programs

POLICY	INSTITUTIONS	SCHOOL/CLASS	SCHOOL-LEVEL OUTCOMES
<p>Mali: 25% to education, 35% to Basic Education. Law passed that Ministry will recognize the legitimacy of PVO and private sector involvement with Basic Education.</p>	<p>Guinea: Ability of Guinea to develop budget, receive 85% of what they request. Ministry developed capacity to prepare and get budget in order. By the end of the year govt decided to reform salaries of civil servants by 40%. This was accomplished through dialogue with government.</p>		<p>Malawi: Through the GABLE program in Malawi, the net enrollment of girls increased more than boys.</p>
<p>Lesotho: People working with teachers to improve quality.</p>	<p>Ghana: In 3 years time, all of decision-making will be decentralized. They created 110 school districts and 110 directors, 33 masters. Out of 110, 90 have been filled. Program of decentralization being implemented.</p>		<p>Namibia: The change in language policy reflected in the way teachers teach. Phased in year by year. The teachers are teaching in that language, instructional materials are produced in that language, students are taking tests in that language.</p>
<p>South Africa: The ANC has just published a report that intends to establish policy of education for all.</p>			

Large group discussion

The six groups returned to the large-group meeting room and reported the activities at each level of the system that were necessary to sustain the achievement being studied. Figure 3 shows the products of each of the six group's discussion.

Figure 3: Activities required to sustain an achievement related to reform

Groups 1 and 2: The achievement studied was a law passed legitimizing private involvement in primary education.

POLICY	INSTITUTIONS	SCHOOL/CLASS	STUDENT-LEVEL OUTCOMES
<ul style="list-style-type: none"> - Law legitimizes private involvement in primary education. - Allocate resources and enact legislation. 	<ul style="list-style-type: none"> - Information system to monitor impact. - Develop structures for interaction between private schools and government. - Create administrative structure/apparatus. - Plan and budget for expanded system. 	<ul style="list-style-type: none"> - Schools accept increased government intervention. - School Management Committees to oversee resource use and mobilize/organize community and parents 	<ul style="list-style-type: none"> - Monitoring and Evaluation.

(Group 2 did not fill out the matrix.)

Figure 3 (cont.): Activities required to sustain an achievement related to reform

Groups 3 and 4: The achievement studied was a rational sectoral budget

POLICY	INSTITUTIONS	SCHOOL/CLASS	STUDENT-LEVEL OUTCOMES
<ul style="list-style-type: none"> - In order to implement systemic change, there must be an office to collect and analyze data. - Govt must adopt transparent financial system nationwide. 	<ul style="list-style-type: none"> - Rational sectoral budget. - Offices with authority to operate (collect and analyze data, budget, audit etc.) Manageable units with system-wide accountability. - System that is data based at the school level. 	<ul style="list-style-type: none"> - Provide reliable data and have the capacity to analyze it. 	<ul style="list-style-type: none"> - When discussing student-level outcome must discuss whether the money made any difference. - Make sure change happens within the classroom. - Need CRT to indicate if change is happening. - Spot check if nation-wide testing is impossible.
<p>There should be:</p> <ul style="list-style-type: none"> - Clear policy on educational guidelines and resources particularly promotion and repetition. - Adequate and justifiable posts. - Donor coordination on funding levels and targets. - Equity for rural/urban, girls and marginalized groups. 	<ul style="list-style-type: none"> - Rational sectoral budget. - Should be training or management of training of people in educational system. - Prompt and accurate feedback - Coordination between different ministries to ensure efficiency etc. - Financial transparency and accountability in development of budget. - Underlying this is complete set of ed. statistics, enrollment outcome, etc. so that people have access and can determine number of schools, resources etc needed. **What steps are being undertaken by ministry to achieve universal enrollment? 	<ul style="list-style-type: none"> - Track classroom resources to find out what is available for students and teachers. - Gathered and organize data so that it is accessible. 	<ul style="list-style-type: none"> - Find out what parents can afford to pay for fees. Token fees should be considered. - Try to eliminate attrition. What is necessary to keep children in school. - Opportunity costs.

Figure 3 (cont.): Activities required to sustain an achievement related to reform

Groups 5 and 6: The achievement studied is net enrollment increase for girls

POLICY	INSTITUTIONS	SCHOOL/CLASS	STUDENT-LEVEL OUTCOMES
<ul style="list-style-type: none"> - Broad commitment to gender equity in primary/basic education. - Should be a national consensus, a bi-partisan agreed upon decision. If you are trying to encourage donor involvement, NGOs etc. Must consider -Increased resources to account for new policies; teachers, materials to support expansion. - Elimination of fees for girls. - Support for alternative or community girls' schools. - long-term need to provide incentives beyond primary 5. 	<ul style="list-style-type: none"> - Institute gender-sensitive curriculum; textbooks, instructional materials, teacher training etc. - Information system to monitor policy implementation and continue to collect data. - Must see policy as a dynamic one. - Must continue to extract relevant information for sustainability. - Must have methods/capacity to monitor community demand changes 	<ul style="list-style-type: none"> - School site distance to be reduced. - Physical facilities, bathrooms, etc. need to be provided. 	<ul style="list-style-type: none"> - Net enrollment increase for girls.
<p>Analyze what the priorities are:</p> <ul style="list-style-type: none"> - Lower fees, don't require uniforms, subsidize transportation etc. - Eliminate punitive pregnancy policy - Get parents involved in school 	<ul style="list-style-type: none"> - Increase quality-enhancing inputs. - Train ed. personnel, parents etc. - Increase school places 	<ul style="list-style-type: none"> - Improve facilities - Alter schedules - Family life, sex education - Keep input-student ratio constant or improve it. 	<ul style="list-style-type: none"> - Net enrollment increase for girls.

Some of the large-group discussion centered on the usefulness and completeness of the framework itself. Some participants commented on items they thought the framework did not take into account: quality, equity, relevance, assumptions, and resources. Some thought the framework implied that reform is initiated at a national level, while in some countries, such as Mali, it has been initiated at the grassroots level. Someone pointed out that causality in reform is not linear, and that reform has rippling impacts throughout the system.

The framework also prompted more discussion of the nature of reform. It is a complex process, and government leadership is essential. Where is the best place to intervene? At what level? How do we create linkages between levels? How do we track success through achievements along the way (before reaching student-level outcomes)?

Participants' evaluation and further interests

Participants rated the session 3.30 on a 4-point scale. Their comments revealed no trends among participants' evaluation of the session. A few suggested they would have liked to have been more involved in planning the session (one said the whole workshop), including creating the matrix, deciding what incidents to study, and linking the session to the purpose of the workshop. Three wanted more information: linkages between macro economic reforms and sectoral reforms; donors' and recipients' political ethics; the fit between countries' educational reform agendas. One said the exchange with other countries was useful, and one said the matrix created in the exercise would be a good resource document.

Session 2:

Factors influencing education reform in terms of the key stakeholders

- Tuesday, 9:00 a.m., Ash Hartwell
- The *purposes* of the session were to identify major factors influencing education reform and to establish reasonable expectations of what USAID can accomplish.
- The *format* was large and small group discussion. Following Ash's presentation of a framework, participants broke into small groups, and upon return, shared their findings with the large group.

Ash began by recapping the previous day's discussion, acknowledging that the matrix has many dimensions which are impossible to depict visually. He stressed that the matrix is not meant to be read left to right. Change happens simultaneously at different levels and the system is loosely coupled. He also noted that issues of relevance, quality, and equity came up and are important to discuss.

One participant observed the need to distinguish between public and private systemic, sustainable change. Education runs the gamut between public and private so we must consider it on all levels. Another commented that changes can occur at the school level that don't relate to policy. For example, giving homework doesn't require a change at the national policy or institutional level. How can such a change become systemic? Change can occur systemically if institutions are in place to encourage change and have environments that nurture positive change.

Small group exercise

Ash asked the small groups to consider what factors influence the reform process: constraints, problems, opportunities, positive forces?

Using the framework presented on Monday with the levels of educational change: policy, institutions, school/class, and student-level outcomes, he added a second dimension: that of stakeholders. The stakeholder groups identified for the exercise were (See Figure 4: *Factors Involved in Educational Reform*):

- Community and parents
- Students
- The private sector (PVOs, businesses, etc.)
- Teachers
- Ministries of education (central and regional offices)
- USAID and other donors
- The central government (cabinet, parliament, finance, planning, etc.)

He assigned to each small group one set of stakeholders and asked them to identify up to five critical factors (positive or negative) at each level of change (policy, institution, etc.) in relation to the stakeholder group. For example, for USAID, the pressure of reporting on people-level impacts tends to underplay the time and level of effort needed to analyze strategies and support institutional reform. The groups had 45 minutes to work through the exercise.

Large group discussion

Each completed row of the matrix was then placed on the wall, and participants were given 30 minutes to study the entire matrix. They were to note the following:

- Factors entered that you would like to have clarified (meaning or rationale for entering);
- Ideas that come to mind for other critical factors;
- Any thoughts about the process of educational reform that the matrix evokes on
 - education reform in general
 - USAID assistance to/involvement in education reform in particular; and
- Any problems related to the use of the matrix that arise during the exercise.

Figure 4: Factors Involved in Educational Reform

STAKE-HOLDERS	POLICY	INSTITUTIONS	SCHOOL/CLASS	STUDENT-LEVEL OUTCOMES
<p>PRIVATE SECTOR (Group 6)</p>	<ul style="list-style-type: none"> - Legality: Existence of tax status; criteria for quality; easy application; contracting ability - Enabling extra-legal environment (non-harassment -> cooperation) 	<ul style="list-style-type: none"> - Institutional capacity (notion of overhead fees for management, instit. strengthening; donor overhead attitude; endowment/independence/sustainability; diversification of donors) - Mechanism for cooperation (govt/NGO arrangements for possibly take to scale; or govt pay NGOs to take to scale) - Tractability/sectarianism 	<ul style="list-style-type: none"> - If implement. own program, soundness of approach - NGO acceptability by principals (teachers) at school level, acceptability at comm. level based on past performance, level of desperation/need if NGOs not there <p>KEY: Monitoring and evaluation (also next level); Inform parents and donors</p>	<ul style="list-style-type: none"> - Quality - Access/Equity (partic. countries with low access, marginal population) - Efficiency (flow indicators) - Sense of community (willingness to partic., fees, maintenance) - Outreach to parents
<p>COMMUNITY, PARENTS & STUDENTS (Group 1)</p>	<ul style="list-style-type: none"> - Policy for community involvement - Policy concerning universal access - Policies related to special populations and/or problems (e.g., age, gender, grade retention, handicap, pregnancy & drop-outs, etc.) 	<ul style="list-style-type: none"> - Presence and effectiveness of community organizations - Community mobilization program - Community perception of system effectiveness - Institutional responsiveness to community - Student organizations 	<ul style="list-style-type: none"> - Facilities availability - PTAs - School fees - School management capacity - Availability of pedagogical resources 	<ul style="list-style-type: none"> - Community demand for education - Community awareness of value and utility - Children's active learning - Opportunity costs

STAKE-HOLDERS	POLICY	INSTITUTIONS	SCHOOL/CLASS	STUDENT-LEVEL OUTCOMES
USAID & OTHER DONORS (Group 4)	<ul style="list-style-type: none"> - Flexibility of Donors - Consistency in Donor Policy and Strategy - Clarity of Communication - Convergence between donor agenda and gov't. agenda - Political stability/will - Broad social consensus (beyond those in power) 	<ul style="list-style-type: none"> - Technical and Managerial Capacity - Operational Transparency/ Accountability - Resources (human and capital) - Flexibility/ Responsiveness/ Relevance - Authority matching responsibility and resources 	<ul style="list-style-type: none"> - School-based management capacity (resources and transparency) - Quality of teaching and other inputs - Initiative/ Innovativeness - Community Involvement and Commitment - Level of congruence of stakeholders' expectations of schooling 	<ul style="list-style-type: none"> Child readiness - Opportunity costs - Desire/innovation - Relevance of curriculum - Measurement of learning (baseline data, indicators) - Socio-eco-cultural & physical environment of children
TEACHERS (Group 3)	<ul style="list-style-type: none"> - Conditions of service (retirement, placement, leave, etc.) - Language of instruction - Career path scheduling (gender/equity issues) - Professional standards (conduct) - Educational standards (class size, books/pupil, etc.) - Assessment 	<ul style="list-style-type: none"> - Training Upgrading (in-service/pre-service) - Supervision - Support systems/ Logistics - Teacher involvement in curriculum development, etc. 	<ul style="list-style-type: none"> - Working conditions (physical plant, living conditions, levels of resources) - Classroom management 	<ul style="list-style-type: none"> - Attitudes toward teaching - Community involvement - Socio-cultural practices and understanding
MINISTRY OF EDUCATION (Group 2)	<ul style="list-style-type: none"> - Volatility--changeover in personnel and policy direction - Legitimacy of policies/stakeholder participation - Well-defined sector strategy - Resources available to implement policy - Political will to implement policy 	<ul style="list-style-type: none"> - Management--ability to budget and track expenditures - Timely availability, analysis, use and dissemination of data - Use of information for planning/monitoring - Training of personnel - Openness to dialogue/fear of clients 	<ul style="list-style-type: none"> - Teacher attendance - Infrastructure/ Management - Materials - quality and availability- Quality of teaching - Community linkages - Degree of autonomy 	<ul style="list-style-type: none"> - Class size/organization - Language of instruction - School calendar and class time - Capacity to assess (what and how to assess) - Learning readiness: mental and physical systems to address - Amount of violence

STAKE-HOLDERS	POLICY	INSTITUTIONS	SCHOOL/CLASS	STUDENT-LEVEL OUTCOMES
GOVERNMENT (Group 5)	<ul style="list-style-type: none"> - Commitment/Political will to reform - Governance - Economic Environment (Macro terms of trade, debt/deficits, stabilization, struct. adjustment; Micro and sector policies/ programs) - Public participation in public policy - Level of public part. in political process - Political orientation - Decentralization - Devolution 	<ul style="list-style-type: none"> - Financial/Admin. Capacity - Regulatory Structure - Leadership - Horizontal/Vertical institutional arrangement (cooperation, coordination) - Structure of government/private cooperation 	<ul style="list-style-type: none"> - Political agenda influence on specific school facilities - Language policy - Public service messages/ideology reflected in curriculum - Government mandated student activities (e.g., community service) 	<ul style="list-style-type: none"> - Health/nutrition policies/programs - Labor laws

Participants had the following comments on the matrix itself:

- Francine Agueh: We need to look at factors controlling or factors controlled by a stakeholder. Can you control factors or not? If you can't influence or control a factor, you need to decide whether or not to invest energy in it.
- Patrick Fine: Consider capacity of personnel, availability of training and other resources.
- Luis Crouch: Maybe we should include under stakeholder a mechanism for policy dialogue. It is important to include media, military leaders, and churches because of potential influence.
- Bill Mvalo: The private sector could be developing parallel reform system to government's reform system. There is no mechanism to allow for this to have a specific and positive impact. The degree of acceptability of private sector programs to government and vice-versa.
- Ron Bonner: We need to include teacher's unions under "teachers" or perhaps add "teacher's unions" as possible stakeholders.
- Michel Welmond: The government's ability to stand up to donors is important to discuss. (Group responded that it is covered under consistency of government donors.)
- Joanne Capper: We left out quality of textbooks, curriculum, assessment. (Participants pointed out numerous places where they felt it was covered.)
- Victor Levine: The "level of desperation" is important factor to consider for all people involved in the process.

The matrix prompted the following comments on the reform process:

- Habib Khan: Policy reform is very complex. Many factors influence success. It is easy to talk about and difficult to implement.
- Sam Samarasinghe: The resources required to address factors are extremely high compared to the wealth of countries.
- Luis Crouch: Many education sector reforms modeled after success of macro structural adjustment reforms. They require a high degree of implementation capacity.
- Sam Samarasinghe: Factors that come up often (school, culture, community involvement, resource availability) are not restricted to one section.
- Jeanne Moulton/Ash Hartwell -- Jeanne: Conflicts between stakeholders don't jump out. Ash: Maybe because we have looked at this from USAID perspective, not the perspective of the stakeholders. The degree of conflict of complementary relationship between stakeholders affects effectiveness.
- Sam Samarasinghe: Can you bring up sector reform if you don't have macro reform?

-
- Brenda Bryant: Noticed redundancy across stakeholders. Quality issue that recurs but definition of quality changes depending on who is defining it. Degree of consensus among stakeholders is an important issue.
 - Joanne Capper: There is a need to define/articulate what quality is.
 - Freda White-Henry: We must consider policy makers' openness to dialogue and fear of clients. Their attitudes will allow this process to happen or not.
 - Karen Tietjen: Notice the outcomes at the student level that you don't see in logframes, APIs, DFA reports, etc. We should take these seriously, look at them more closely, and create new indicators of change from what we have put together.
 - Christine Kiganda: Notice the complexity of intertwining factors. We can never anticipate all outcomes. Enough flexibility in the design is needed.

Ash concluded the session by pointing out that we need to ask what can USAID leverage and what is beyond USAID's control? What is the strategy that makes sense--in terms of all possible ways reform can be supported? How can USAID develop the best way to go? What are the strategies to determine constraints?

Participants' evaluation and further interests

Participants rated the session 3.56 on a 4-point scale. Two participants found the matrix, *Factors Involved in Educational Reform*, excellent; three found flaws: it was too theoretical ("concepts did not relate to actual cases and experiences"), too constricting ("left out 50 percent of reality"), and not useful ("didn't find myself referring to it during the week").

In terms of the substance of reform, one expressed interest in "how to overcome setbacks and integrate contingency factors in the implementation plan." Another said the partnership between government and the private sector ought to be clearly understood in the reform process.

Session 3: Strategies for policy dialogue

- Tuesday, 2:00 p.m., Luis Crouch
- The *purposes* of the session were to introduce the concept of policy dialogue and to demonstrate a presentation to policy makers on the importance of investing in education using computer-generated visual aids.
- The *format* was a presentation to the large group, in which questions were encouraged throughout.

Luis began by comparing bad policy in the body politic with substance addiction in the physical body. It has a pleasant kick; it is painful to quit; its use is not entirely rational; strong will is needed to quit, as are instruments to aid in quitting; the body is not forever free of the temptation to return. He defined policy dialogue as a set of systematic strategies to induce self-motivated (not conditionality-motivated) policy changes.

Luis also drew the analogy of "cargo cultism." After World War II, some Pacific islanders believed they could continue to get the material goods being brought in by the U.S. Navy if they built more runways. Policy makers and donors sometimes live with the illusion that they will improve their education system if they simply purchase textbooks (or something similar). In other words, form is mistaken for process.

Policy dialogue is not the same as negotiation: in a good policy dialogue, both sides win; it is not a zero-sum game. Policy change occurs when the political body is in a crisis mode. If a donor wishes to be involved in policy formation, that donor must be constantly present as it is occurring. Donors cannot fly in and out for brief visits and expect to influence a long, slow process.

Policy dialogue must be indigenous (requires a deep historical understanding), endogenous (external forces help set the agenda and react to the agenda) and continuous. Policy dialogue takes time, and donors have a small role to play. A donor's timeline of three years for major policy changes is ridiculously short. Luis suggested that NPA may be no more than "bribing" the government.

Policy support systems have four components:

<i>Data Systems</i>	---->	<i>Analysis System</i>	---->	<i>Dialogue System</i>	---->	<i>Decision</i>
EMIS		Budgeting		Workshops		Implementation
Survey		Projects		Press		
M&E		Statistics...		Computer Graphics		
Tests						
Census...						

USAID projects often rely on one component--the EMIS--without having the other components in place. This reliance might be seen as a supply-side system: the supply of data will produce policy

change. In fact, the arrows must go the other direction as well: policy makers must have a demand (need) for data.

Data Systems <---- *Analysis System* <---- *Dialogue System*

Luis then did a brief presentation of a computer simulation model that had been developed for South Africa and further elaborated for Bolivia to examine policy options for educational reform. The model looks at tradeoffs between boosting participation, quality, and financing. It provides clear decision choices for policymakers in these key areas.

Participants' evaluation and further interests

Participants rated the session 3.55 on a 4-point scale. Five gave high praise for the session: it presented "thought-provoking" and "useful" ideas. Two would have liked to have more time for discussion with the presenter. One would have liked to see an African case, and one commented "the speaker should have stressed that this is only a tool to provide information...but that the real constraint to reform may be factors other than a simple lack of understanding."

Four raised particular issues on which they wanted to learn more:

- How to go about getting data, training to give a similar presentation, and the length of time needed to create a similar product
- How to handle a dialogue situation of frequent changes of ministerial positions
- Philosophical, anthropological aspects of "unknown" areas
- Whether to hold a dialogue at design or implementation stages.

Session 4: Donor coordination

- Tuesday, 4:15 p.m., Patrick Fine and panel
- The *purposes* of the session were to explore the role of donor coordination in relation to USAID's education programs, define its purpose, identify the means/methods of coordinating used in the programs, and discuss the particular problems--both conceptual and operational--posed by donor coordination and how they have been or could be solved.
- The *format* was a panel discussion, led by Patrick Fine, with Michel Welmond (Benin), Sarah Wright (Guinea), Freda White-Henry (Mali), and Habib Khan (Ghana).

Patrick opened the session by asking the panelists to address these questions:

- Why--if at all--is donor coordination needed?
- Based on the programs, what are the varying definitions of donor coordination (information-sharing, coordinated programs, partnership, co-financing, etc.)? What are the roles other donors play in USAID's education programs?
- What are some of the different mechanisms the programs have used to promote donor coordination?
- To what extent have these mechanisms worked?
- What problems have arisen in the realm of donor coordination? Can these problems be classified in different categories? (differing technical agendas, power plays, incompatible modalities, etc.)
- What has been or can be done to overcome these problems or to improve donor coordination?

He distinguished between donor *coordination* (planned complementary efforts that, at worst, don't detract from each other) and *collaboration* (working together on the same tasks).

Habib talked about USAID's relationships with the World Bank, ODA, Unicef, and the EEC in Ghana. He initiated a donor coordination group, to which the deputy minister is invited. It meets regularly and has been effective.

Sarah discussed USAID's work with the World Bank and the French Cooperation Agency (FAC) in Guinea. They also have donor coordination meetings, but the ministry does not play an active role. USAID's relationship with the World Bank has resulted in good coordination of effort, but the French seem to resent the presence of Americans and try to control what other donors, including USAID, do. USAID is urging the government to play a stronger role in coordinating donors.

Michel said that, in Benin, despite the presence of the French, the World Bank, and UNDP, USAID is the only donor to have a major program in basic education. UNDP and the FAC have tried

unsuccessfully to set themselves up as intermediaries between the government and donors. The Beninois have rejected these moves and have facilitated donor collaboration "on the ground."

Freda reported that, in Mali, because USAID has for several years has been more active in basic education than other donors or even government, it has, by default, become viewed as the central point of activity in this area. The World Bank launched a huge support program some years ago, but pulled out because Mali didn't meet the conditionality. Now they have no permanent World Bank advisor. The FAC has asked USAID for permission to enter the primary education sector, and the two donors have begun a cordial working relationship.

After the presentations by panel members, participants entered the discussion by raising the following points and questions:

- Bernie Gagné: The technical assistants of the FAC are cooperative and helpful. The next level up is different. He doesn't know whether or not the TAs inform their bosses of the collaboration with USAID.
- Patrick Fine: That sounds like collaboration, not cooperation.
- Julie Rea explained the work of the Donors for African Education (DAE).
- Freda White-Henry: Information coming out of DAE working groups are useful for field people.
- Ash Hartwell: The DAE is meant for collaboration at the regional level, not country by country, but the working groups vary.
- Patrick Fine: How useful is super-national donor coordination on the technical level?
- Bernie Gagné: Americans are popular in Mali because we work with the Malians with the intention of leaving the project with them. The French work alone.
- Patrick Fine: Four of the five countries on panel have donor groups. In all those countries, USAID initiated it. Why is USAID initiating this?
- Joe DeStefano: How much of that is tied to our approach and that we are working on sectoral reform? We need to see what everybody else is doing. New point: USAID seems always to follow the World Bank; now the Bank is moving toward projectized work. Are we going to follow?
- Habib Khan, Freda White-Henry, and Sarah Wright all said that in the field USAID isn't following the Bank at all. USAID is the leader.

Patrick drew conclusions from the discussion.

- The benefits of donor coordination are the division of labor (we'll take primary and you take secondary), common strategies and information sharing, and amelioration of competition

among donors. Donors need to face government resistance to coordination and their inclination to play donors off one another.

- Mechanisms of coordination include formal meetings and working together at the technical assistance level.

He reiterated questions that had been raised during the session:

- What's the government's responsibility for coordinating foreign assistance? If we turn it over to them, we disempower ourselves.
- What happens when the other donor lets you down?

Participants' evaluation and further interests

Participants rated the session 3.31 on a 4-point scale. One criticized the panel for not being diverse and representative (of DAE, project officers, FSNs). One thought there were "too many stories," and another would have liked more on "programmatic related issues, e.g., benefits/risks of joint conditionality."

Eight respondents cited additional information they want:

- Strategies for effective donor collaboration and coordination
- DAE/Mission service structures
- Ways to convey information in a hurry
- How to deal with constraining factors of collaboration
- The role of the host country
- The exact modalities of bank collaboration, e.g., extent to which USAID staff participate in the meetings the visiting Bank task master holds when in country, including the wrap-up
- The issue of territorial interest and cognizance of such.

Session 5: Testing to learn, learning to test

- Tuesday, 8:00 p.m., Joanne Capper
- The *purpose* of the session was to present the importance of developing an appropriate testing component of a reform and to introduce materials Joanne has prepared to help ministries develop such tests.
- The *format* was a presentation supported by printed materials distributed to participants and overhead slides. Questions and answers were frequent.

Joanne has summarized her presentation as follows:

There is now compelling evidence from both developed and developing countries that testing influences what is taught and learned. This is particularly true in developing countries where students' lives are so influenced by whether or not they pass the selection examination that determines whether they go on to the next level of schooling. Educational policy makers can take advantage of the power that tests have to influence teaching and learning. This requires that they first understand what good teaching and learning are. In order for students to have learned something, they must understand what they have learned and must be able to use, or apply, what they have learned. Much of what goes on in classrooms is rote memorization and not real learning as defined above. If tests are redesigned to promote deep-level understanding and the application of knowledge, then it is more likely that instruction will promote these also.

However, in order to be fair, tests must also measure what is contained in the curriculum and textbooks. Unfortunately, most curricula are tremendously overburdened. Many primary curricula in developing countries have as many as 20 subjects. This means that, in order to cover the curriculum, teachers must skim over the content of all 20 subjects. Nothing is learned to a deep level of understanding. Instead, learning is superficial. The same problem occurs in many textbooks, in part, because there is no research-based guidance for writing good textbooks. The research exists, but not in a form that is useful for those responsible for either writing, selecting, or evaluating textbooks.

Joanne gave participants an annotated bibliography of research on textbooks, examples of tests typical of those currently used that promote rote learning, and examples of state-of-the-art tests that promote deep-level learning and application. She reviewed the steps policy makers must take to use testing as a policy tool. In conclusion, she showed a videotape of an instance of performance testing, or testing in support of learning.

Participants' evaluation of the session

Participants rated the session 3.05 on a 4-point scale. One respondent thought this was a "most interesting" session, and two others said it could have used more time. One would have liked to challenge the speaker's assumptions more. Several said that it should have been contextualized to Africa and were skeptical about its applicability to Africa.

Eight respondents wanted more information in this area:

- Findings of latest research that was referred to
- Using achievement as an impact indicator
- How to apply on a pilot basis and find support for this kind of approach in French
- How this type of testing impacts program and teaching/learning methodologies
- Under present circumstances, the meaning of test results to USAID and recipient countries' MOE management staff
- Effectiveness of new methods
- How to persuade or MOEs that these most advanced Western approaches are in fact suitable for their students. Need some convincing material on differences among teaching practices--specifically amount of classroom punishment (violence)--and pupil performance on criterion-referenced tests
- Why African countries are designing and administering their tests the way they do.
- Presentation of other student assessments.

Session 6: Conditionality and tranche review

- Wednesday, 9:00 a.m., Joe DeStefano and Karen Tietjen
- The *purposes* of the session were to establish consensus on the purpose and use of conditionality, introduce a tool for assessing compliance, results, and utility of conditions, and get a lawyer's view of "compliance" and some guidelines for its interpretation.
- The *format* was large and small group discussion. Following the presenters' definitions of the purpose and use of conditionality, participants broke into small groups, and upon return, shared their findings with the large group.

Joe and Karen asked participants to brainstorm the purpose and use of conditionality. Responses were the following:

- Leverage decision making
- Benchmark for performance
- Sustainability
- Motivate, links to promise of the funds
- Accountability to USAID/Washington
- Device to trigger disbursements/administrative necessity which justifies disbursement
- Change the institutional structure
- Allows access to policy dialogue table (potentially)
- Force articulation of particular policy reform/operationalize commitments or policy on hand

Conditions are multi-dimensional in their use. Maybe we should be looking at reform from a variety of angles. Conditions have several purposes and there are many ways of looking at them.

Small group exercise

Participants were already organized into country groups. The presenters asked the group to select one of the conditions stated in USAID's agreement with the government to use in the exercise. Each group was asked to answer the following questions:

- What was the condition?
- Why was it a condition (rationale)?
- What happened?
- What was the result?
- What was your reaction to what happened?

Large group discussion

The results of three of the groups' discussions are presented in Figure 5.

Figure 5: Analysis of conditions

CONDITION	RATIONALE	COMPLIANCE		ACTION
		LETTER	INTENT	
<p>GHANA: GOG will allocate 6% of recurrent budget to textbooks excluding donor funding</p>	<p>Sustainability; USAID won't finance something the government should finance itself.</p>	<p>Yes, 6%. Ron: Seems they DID NOT meet the letter, but DID meet the intent.</p>	<p>BUT they used donor funds; suspicion that it came from EEC, but they can't trace it</p>	<p>In Ghana's case, 15% (507) of their budget came from outside sources, and USAID didn't want to penalize them for that. Also, they can't trace it. Have not yet disbursed, but chances are they will (depending on the lawyers).</p>
<p>MALAWI: 2nd tranche -- Govt. has increased utilization of TTCs through admission of day students.</p>	<p>To increase supply of teachers</p>	<p>NO. Govt. has reversed the procedure USAID put in place. They haven't introduced the day TT programs.</p>	<p>BUT have split TT component into two sections -- field and residential -- which HAS increased the supply of teachers.</p>	<p>Hope to amend to disburse. Expect that after shortfall of teachers is met, a policy change will take place, possibly allowing day students.</p>
<p>GUINEA: To increase expenditures to ed. overall to 25%, to primary ed at 35%, to non-salary recurrent costs to US\$4 per pupil.</p>	<p>Sustainability</p>	<p>YES. 26% to education. 36% to primary ed. US\$11 to non-salary recurrent costs (per pupil).</p>	<p>Yes for 26%. Yes for 36%. Unsure of non-salary costs. How much of it was actually spent on students?</p>	<p>Disbursed first and second tranche. Doing tech. assessment of primary sector. Asked one of the experts to look into how the US\$11 break down.</p>

Comments

Patrick Fine commented that the matrix should include an initial column, Policy Objective, making transparent for everyone the context and purpose of the condition. Freda White-Henry added that such an initial column is critical. Do we know what we're talking about? Is the required information available? What kinds of tools do we need to track compliance?

A lawyer's view

Margaret Alexander, the attorney in USAID's regional office in Swaziland, was introduced. She remarked on the following issues in designing and monitoring conditionality.

- What is the lawyer's role in designing conditionality?

Technical staff, not lawyers, have discretion in the amount of NPA disbursed to governments and the conditions for its disbursement. Lawyers can help the technical people think through the rationale of their design. There are no clear legal guidelines on how to design conditionality. The NPA guidelines are the only documented guidance. As a rule of thumb, the policy required by the government should be "worth" the dollars disbursed for meeting it. In judging whether or not the government has met the conditionality, technical staff must make the case on technical grounds. The only legal base is that the government has "met the form and substance satisfactory to USAID." You must document your grounds for judging compliance. If you have questions about the judgement, state them in an Action Memorandum. Use sound discretion and document your decisions.

- How do you ensure that the government meets the intent as well as the letter of the condition?

Use some source of data other than what's in your own head for determining whether the intent of the condition has been met. Find evidence that it has or has not been met. If compliance with one condition is questionable, you must determine the value of compliance with that condition relative to compliance with the entire conditionality. If it is only one of many, strict compliance may be of less concern than if it is one of few.

In Ghana, Habib was not sure if the government had met the intent of the conditionality, although it had met the letter. Margaret advised him to be clear in his own mind what the intent was, and to judge compliance accordingly.

- How can you build flexibility and room for revision into the conditionality?

You can build flexibility into the design of the conditionality. One such means is "rolling conditionality," which allows for amendments depending on actual progress. Another is language such as "or such standards which USAID may agree to in writing." Be familiar with the internal government processes required to adopt and implement policy so that you can be precise about points of flexibility.

Participants' evaluation and further interests

Participants rated this session 3.31 on a 4-point scale. One commented that the analysis of NPA was a revealing exercise, and that the matrix produced in the session should provide some useful concrete lessons. It's "good to know what goes wrong and what works best," said another. One thought the lawyer was helpful, and one thought the host country viewpoint was not articulated sufficiently.

Some respondents wanted to pursue this topic:

- More on relationship between macro and micro sector economic spheres and what objectives NPA hopes to achieve
- More on the question of discretion
- How to program NPA funds--constraints and opportunities for different options
- Does conditionality really promote program effectiveness? What is the effect of inconsistent use of conditionality by donors on the overall evolution of the programs?

Session 7: Strategies for improving classroom instruction

- Wednesday, 10:45 a.m., David Cross
- The *purpose* of the session was to present sound methods of pre-service teacher training.
- The *format* was a presentation to the large group, followed by questions and answers.

David pointed out that a good teacher is formed from birth on, and that when the teacher enters the classroom, he or she is the result of a lifetime--not two or three years--of education. Therefore, basic education is critically important, because primary school teachers are teaching the future parents of the whole nation and the whole labor force. The quality of teachers largely determines the quality of education. Any flaws in any section of education affects the quality of future teachers. If we are going to intervene we need to start with basic education.

Unfortunately, much teacher training does not distinguish between methods appropriate for higher levels and those for primary schools.

He asked participants to work in small groups to define the characteristics of the ideal teacher. The groups produced the following: high commitment, competence in subject matter, classroom management skills, respect for student and self, pedagogical skills, motivation, caring, awareness, professional growth, inspiration, intellectual engagement, consistency, learning ability, literacy skills. We should use these characteristics to define a teacher training curriculum.

Teacher training colleges should not be in the business of teaching subject matter knowledge. They should teach pedagogy. In the Ivory Coast, 70 percent of the time is spent on pedagogy and 30 percent on subject matter. A teacher training curriculum should include lessons in

- Pedagogic techniques (brainstorming, etc.)
- Materials development
- Classroom management skills
- Professional knowledge
- Applied theory (simple techniques to ascertain child's abilities).

David discussed the trade-offs between in-service and pre-service training. He believes strongly that no one should enter the classroom without pre-service training. One cannot intervene and help untrained teachers in the classroom. In-service training courses should be accompanied by academic credit and a certificate.

He described his method of advising a trainee who is practicing in the classroom. He sits with another trainee while watching the lesson, and discusses with him or her the performance of the practicing trainee. The observing trainee debriefs the practicing trainee. Thus, trainees also learn to be observers. If possible the lesson is videotaped and the advisor watches it closely with the trainee. This kind of clinical supervision can be expensive, though it is possible to keep costs down.

David distributed a set of observation instruments he uses in advising. Above all, the trainee should know what he or she is being observed on. Comments should help the trainee relate his or her performance to the objectives of the lesson.

During the brief question and answer period, Ash Hartwell raised the issue of the relative costs and benefits of pre-service and in-service training. Someone asked what the minimum amount of time needed for pre-service training, and David responded that he would not put someone in the classroom with less than three months of training.

Participants' evaluation and further interests

Participants rated this session 3.02 on a 4-point scale. Several suggested that the session didn't address the realities of teacher shortages and untrained teachers in the classrooms.

Nine respondents asked for more information in this area:

- How to manage a large classroom while "individualizing" instruction
- How to implement decentralized in-service teacher training centers in regions
- Does this approach support the kind of learning that can be tested under Capper's testing system?
- What support can teachers' unions give their members in their professional development?
- How much attention should be given to budgetary considerations for in-service training?
- What research has been done to improve classroom instruction?
- What guidelines are there for the preferred length of teacher training in a particular country or region?
- What has research found on pre-service v. in-service teacher training?

Session 8: Capacity building: Strengthening government institutions

- Wednesday, 2:00 p.m., Don Foster-Gross and panel
- The *purposes* of the session were to explore how institutional capacity can be strengthened at the national, regional, and school levels.
- The *format* was a panel discussion, led by Don Foster-Gross, with Jack Urner (Lesotho), Christine Kiganda (Uganda), David Evans (South Africa), and Michel Guedegbe (Benin).

Don opened the session by asking the panelists to address these questions:

- How do you identify the organizations with which you have to collaborate? How do you assess the channels of communication--both horizontally and vertically?
- What cultural norms influence linkages and exchanges of information, etc.?
- What strategies can a donor develop to facilitate the process of identifying blockages, creating links, exchanging information, and developing capacity?
- How can technical assistance be structured to develop capacity particularly in reference to counterparts?
- How can the donor help the government strengthen (or create) links with other stakeholders including the private sector, parents, etc.?
- How can the donor assist the MOE in expanding effective pilot (or school-specific) innovations on a system-wide basis (going to scale)?

Michel Guedegbe said that the overall objective of the education program in Benin is sustainable reform. They have five action plans (human resources, budget resources, equipment, training, and organization). The plans require decentralization. The project component is designed to help build capacity. In the planning phase, technical assistants helped train counterparts, and there is continual contact with counterparts. USAID education officers have faced and solved several problems:

- To overcome resistance to innovation, they have established trust.
- To mobilize local counterparts, who are civil servants, they have provided incentives.

David Evans said that in South Africa USAID funds now go directly to NGOs, and that the Mission's involvement is phased to keep in step with the nation's movement toward the new, anti-apartheid era.

USAID uses several means to build NGO capacity:

- It provides skills in evaluation and monitoring through projects like IEQ.

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- It builds into grants requirements such as training disadvantaged staff, overhead that provides working capital to develop staff and institutions.
 - It provides grantees with funds through Purchase Orders to train managers.

USAID intends to train 50 key officials each year (or to double this number each year?) in development of management and information systems, etc.

Christine Kiganda reported that the Ugandan government is committed to reforming the education sector, and that USAID is focussing on the primary subsector. The education program focuses on capacity building, and the project component supports those institutions with this focus. The contractor staff is working with local counterparts to develop curriculum, management training, and materials. They are working with the World Bank to replace the existing centralized, pre-service teacher training system with one that is decentralized and shifts more emphasis to in-service training. They are equipping a teachers' resource center.

Jack Umer raised the question of which office in the ministry must take responsibility for meeting conditionality? In Lesotho, the planning office doesn't have the resources to do this. USAID's conditionality is based on the ministry's five-year plan. Some tranches have over 30 conditions precedent, putting a big load on both USAID and the government in terms of monitoring compliance.

Following presentations by panel members, participants entered the discussion by raising the following points and questions:

- Sam Samarasinghe: Sometimes we create a second level of bureaucracy to handle the paperwork associated with USAID's program.
- Christine Kiganda: In Uganda we used existing organizations to improve conditions.
- Michel Guedegbe: The focus of USAID program in Benin is to help the Regional Director operate with more autonomy; decentralization will result.
- Karen Tietjen: USAID Missions have access to a wide range of technical assistance. Do you feel you have enough? And do you feel that technical assistance would be more helpful if T.A.s didn't have to chase after performance conditions? Christine responded that in Uganda, the project component deals only with technical assistance, not NPA. Michel responded that, in Benin, the Mission does depend on technical support for NPA. David suggested that USAID needs mechanisms to streamline purchase orders for small amounts of technical assistance. It takes as much work to purchase \$50 thousand worth as \$5 million worth of technical assistance.
- Habib Khan: What are you doing to improve infrastructure? Michel responded that the equipment component is important. David responded that office equipment, etc. is accessible in South Africa; infrastructure is less of a problem. Christine responded that the World Bank is providing buildings and equipment to the ministry for primary education.

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- Ash Hartwell: Some USAID technical assistance strategies are counterproductive. What strategies might be developed to enhance leadership capacity in education institutions?
 - Joe DeStefano: Is there a totally different approach to this?
 - Margaret Alexander: Perhaps more technical assistance can be found within the host countries.
 - Michel Welmond: New organization and commitment has made a difference in the relationship between USAID and the Benin government.

Participants' evaluation and further interests

Participants rated this session 2.87 on a 4-point scale. Five mentioned shortcomings in this panel. Three said it lacked analysis of various approaches: a classification scheme with pros and cons to each approach; differences between capacity building, consolidation, and sustainability). One recommended that panels not be held after lunch.

Two asked specific questions:

- What can be done besides technical assistance?
- What concrete efforts are undertaken to strengthen host country educational training and research centers to ensure replicability and sustainability after the life of the funding?

Session 9: Impact assessment and evaluation

- Wednesday, 3:15, Brenda Bryant
- The *purposes* of the session were to focus on evaluation as an opportunity and to look at how one can bias the evaluation process toward success.
- The *format* was a presentation to the large group; questions and answers were welcomed throughout.

Brenda gave an overview of her presentation:

- The context of evaluation
- Issues that arise in trying to evaluate program
- The fourth generation approach (using Namibia as a case study)

In describing *context*, Brenda said that the education system we evaluate is an extremely dynamic system, with continuous interactions among multiple levels and many stakeholders. Payoffs or results occur at the end of a long stream of activity, and it is important to be able to define the preconditions for payoff in order to manage the program and correct problems along the way.

She proposed ten issues for USAID to consider with the client **before** bringing in an evaluation team:

- 1) **What is the client's (the Mission's) experience with evaluation?** Has it been positive or negative? Helpful or not helpful? Is there receptivity to the evaluation or a reluctance to be candid? How do other stakeholders, such as the ministry, feel about the evaluation? Are they able and willing to participate? One way to develop a workable scope for the evaluation is to involve the stakeholders in drafting the terms of reference and in stating the objectives and outcomes expected of the evaluation. Local personnel may be assigned to be an active part of the evaluation team.
- 2) **What is the purpose of the evaluation?** Usually there are many (sometimes competing and conflicting) purposes for an evaluation. It is important to be clear on the purposes and to set priorities. The more explicit you are the more likely you are to get the kinds of results you are looking for. Purposes include:
 - Document the project: developing a record of the program and its implementation
 - Monitor progress: examining implementation against the original design
 - Test hypotheses: determine if some assumptions made at the design stage are holding up

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- **Measure results:** assess accomplishments in quantitative terms; test progress against a set of defined standards
 - **Give advice:** provide feedback to decision makers about the program and about perceptions of the program. Evaluators may or may not advise directly on tranche release. This needs to be decided ahead of time and needs to be clear to everyone.
 - **Encourage policy dialogue:** creating opportunities for various stakeholders to identify and discuss issues and solve problems
 - **Improve management:** provide feedback that is specific to program management.
- 3) **What should you include in the evaluation?** What is its scope? Do you want to look at all levels of the system? (e.g., classroom level to policy level?) All stakeholders? Are you looking at the capacity of the system or how it is performing? Many times we end up only describing capacity because it is a lot more difficult to look at performance. Are capacity or performance indicators already established, or will the evaluator help establish them?
 - 4) **Do you have data on what you are interested in evaluating?** Is there is a monitoring system in place that is collecting data? A team cannot put together a monitoring system in four to six weeks. The quality of the data is what the team will have to work with.
 - 5) **Be sure all the stakeholders are included.** They all need to understand the terms of reference for the evaluation.
 - 6) **Make sure milestones are realistic.** There is a real danger of expecting results at the classroom level before the reforms are put in place and children have had sufficient time to progress through the "reformed" system.
 - 7) **Be clear what the burden, what the expectations are for all stakeholders involved.** Meeting and documenting expectations for the reform program has proven to be a paperwork burden in many cases, especially for ministries of education. Try to keep paperwork in line with "business as usual" in the ministry. Make clear standards of acceptability so that, for example, if a deliverable is an action plan, the dimensions of that plan are agreed upon.
 - 8) **The client may need to be flexible.** A major evaluation tends to produce new ideas and to engage in a bit of redesigning. Is the Mission comfortable with the potential for changes? How much flexibility is realistic?
 - 9) **Be clear about the role of impact indicators.** If they are most concerned about impact, what is their definition of impact and what are the indicators related to this definition? If impact is at the "people level," then indicators are needed for tracking at that level. (Note: Though we should monitor indicators such as student performance, setting arbitrary targets for student performance gains is not useful.)

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- 10) **Evaluation schedule is something over which you have control.** Process evaluation should occur at the start of the program and continue throughout its implementation. Front load evaluation activities early in the program.

Brenda moved on to describe the approach of fourth generation evaluation, which is often linked to "participatory" and "qualitative" approaches to evaluation. Fourth-generation evaluators start with the premise that there is no objective reality. Everything is subjective, is a construction that we've come up with by interacting with one another. We're interesting in building a consensus on what is, rather than an objective truth. Looking for common understanding and agreement among people. The only way we can build this is interactively. No one person can make a judgement independently and objectively.

Within the fourth-generation approach the evaluator can incorporate quantitative and qualitative methods of data gathering and analysis. What distinguishes fourth-generation evaluation is that the process of analysis and interpretation is widely shared among stakeholders. It requires an evaluator who is comfortable working in all types of groups. It needs to be facilitated and is intended to be facilitative.

In conducting an evaluation using the fourth-generation approach, Brenda begins with the USAID individual who requested the evaluation and goes through what needs to be addressed. Then she goes to all the other stakeholders. The issues must be mutually agreed upon. Some issues get resolved during the gathering process) You're looking for redundancy, for issues that surface over and over again.

The evaluator is very much a part of the process, not an objective of value.

Participants asked questions:

- What went wrong in Namibia? Brenda responded that in Namibia, not all the stakeholders had been included in the process. USAID's lawyers were left out, and they raised unresolved issues after the others had come to agreement.
- Victor Levine: Fourth generation evaluation sounds like marriage counseling. Brenda responded that an evaluation does not create new problems. It's a mirror back on the process itself. Any evaluation approach will have problems if there are problems in the design and implementation phases.

Participants' evaluation and further interests

Participants rated this session 3.62 on a 4-point scale. One respondent thought the session was "super," and two said they wanted to follow up in their own countries. Three would have like more discussion on more traditional evaluation techniques and Missions' experience with them, and on impact indicators. One thought there was too much emphasis on Namibia. One said that "an opportunity was definitely missed here to have the several Missions with upcoming evaluations to huddle separately with Brenda to discuss any specific problem/procedures."

Two asked for more specific information:

- The difficulty of obtaining truthful, whole-picture information from local authorities. The dangers of being bluffed where there is no in-country education specialist who actually gets into schools and training colleges on a regular basis.
- How do we draw conclusions and relevant recommendations from the kaleidoscope of perceptions and opinions?

Session 10: The process of design

- Thursday, 9:00 a.m., Karen Tietjen and Joe DeStefano
- The *purpose* of the session was to examine the basis for decisions about the main building blocks of program design.
- The *format* was a small group exercise followed by large group discussion.

Karen and Joe asked participants to work in their small groups (organized by country) to reconsider the decisions about the design of the program now being implemented. Specifically, participants were to look at the level of relative NPA and project financing, the NPA conditionality, the nature of project assistance, areas of technical assistance, and the contracting mechanism used. They offered a hypothetical project design to illustrate the nature of the small group exercise (see Figure 6). For each building block, they were to indicate changes they would suggest today and, for each change, factors influencing that decision.

Figure 6: Project design elements (hypothetical data)

BUILDING BLOCKS	DECISION	FACTORS
LEVEL OF FINANCING	100 M	- severe underfinancing - funds available - macro-constraints
NPA	NPA (up) 75%	- require balance-of-payment support - costly reform - critical policy changes require big \$\$
PROJECT	PA (down) 25%	- targeted inst. support and capacity building - limited absorptive capacity - want govt to assume primary financial responsibility, not project
CONDITIONS	Few rolling conditions or LOI Policy oriented	- limit reporting requirements - periodic negotiation as needed and structured policy dialogue - avoid bogging down conditions in implementation details
NATURE OF PA	Teams of Long-term TA. Limited short-term. No training. Equip. for cap bldg. Spec. fund.	- up-front development of key systems - flexible response for targeted needs - non-productive and mgmt headache (trng) - other equip. needs purchased through budget - to fund one time special activities
AREA(S) OF TA	Finance Planning Teacher and headmaster trng	- key institutions to assure resource flows for quality improvement - headmasters and teachers as focal points for improving quality
CONTRACTING MECHANISMS	Buy-in	- facilitates contracting and cuts down time to field team

Large group discussion

The small groups reported back, and the presenters recorded their decisions, country by country, on a matrix (see Figure 7).

Figure 7: Summary of decisions on design building blocks

BUILDING BLOCKS	DECISION
LEVEL OF FINANCING	<p>INCREASED</p> <p>Namibia: Increased level of financing because of lack of institutional capacity.</p> <p>South Africa: US\$200M over 2 years because of political imperative from US govt, need for reform in Host Country, and because it is the engine for the region.</p> <p>Ghana, Benin: Running out of money; need to reach community.</p> <p>Ethiopia, Malawi: Need to signal support for overall reform in govt.</p> <p>Guinea: Need to signal support and demonstrate overall success of program up to date.</p> <p>Swaziland, Mali: Start-up, large balance of payments needed, sustainability, continuous assessment from phase-down.</p> <p>Benin: Additional stakeholders</p> <hr/> <p>STAYED THE SAME</p> <p>Uganda: Don't want to decrease or increase it, satisfied with progress to date in policy objectives</p> <p>Botswana: Sufficient funds for project awaiting precise date</p>
NPA	<p>INCREASED</p> <p>Ghana: BOP still needed, urgent short term needs best satisfied through NPA</p> <p>Malawi: Ministry of Finance and Education have shown new commitment through GABLE</p> <p>Ethiopia: Can achieve sustainability, financial mechanisms in place for flow to regions finances</p> <p>South Africa: See NPA as low and increasing and PA as high and decreasing. Host country contracting with NGOs to increase private services with government, enabling govt to access private sector and move gradually into the management of project.</p>

BUILDING BLOCKS	DECISION
	<p>DECREASED</p> <p>Guinea: Pending USA political directive not to continue with NPA</p> <p>Mali: Time frame too short in Washington and political uncertainty.</p> <p>Namibia: The NPA is there but not dispersed. Government is unab' to perform to satisfaction to USAID. Take the time for policy dialogue and anal' is (Mali)</p>
PROJECT ASSISTANCE	<p>INCREASED</p> <p>Ethiopia, Ghana, Lesotho, Malawi, Mali, Guinea, Benin: Weak capacity of host country at the national, Institutional and lower-levels, strengthen capacity building.</p> <p>Benin: Support stakeholders, need to show results on the ground. Frustration among US and host country stakeholders.</p> <p>Ghana: Have specific requests like technical assistance (MIS) and enhance capacity to spend.</p> <p>Malawi: New initiative needs more TA -- Nonformal community schools.</p> <p>Mali: Expansion, to achieve more people-level impacts.</p> <p>South Africa, Ghana: In new reform, strong NGO provides innovative programs and want to preserve this momentum and facilitate the linkage between govt and NGOs</p> <p>Namibia: re-establish trust</p> <p>Uganda: satisfied with level of impacts, govt can't support any more, donor collaboration means that USAID doesn't need to take full burden.</p>
CONDITION-ALITY	<p>INCREASED</p> <p>Ghana: Special covenant made into condition, to give covenant on equity more teeth/ more explicitly a condition, modification of existing one to establish textbook revolving fund.</p> <p>Ethiopia: Boost quality inputs</p> <p>South Africa: Stakeholders outside government, few and rolling conditionalities</p>

BUILDING BLOCKS	DECISION
	<p>STAYING THE SAME</p> <p>Guinea: Try to have policy leverage in the project and have receptivity in the H.C.</p> <p>Benin: Host country capacity, level of intent needs to be clarified, avoid using conditionality to meet USAID administrative needs.</p> <p>Mali: No NPA, our strategy is to provide some support. Geographic Strategy, leverage Ministry to work with other donors.</p> <p>Swaziland: Conditions phasing out, no NPA end of project - Govt has met project CPs.</p> <p>Botswana: 20 Conditions to be met by 1996-97--too many, out of date, hard to meet. USAID is becoming a participant in micro-managing the Ministry of Education. We need to cut down because of time lost on documentation and to relieve the burden on the Host Country govt.</p> <p>Namibia: Focus on system-level impacts rather than student level.</p> <p>Ghana: Conditionalities are no longer needed.</p>
AREAS OF TA	<p>LONG-TERM</p> <p>Guinea, Ethiopia, Botswana, Benin, Uganda: On going presence to affect policy change and institutional change.</p> <p>Ghana: Lack of host country expertise in specific area, sustain quality, covering phase out of other donors.</p> <p>SHORT TERM</p> <p>South Africa: Specific needs being met.</p> <p>Guinea: Need for flexibility and use for as needed basis.</p> <p>Ghana: To consolidate accomplishments of long-term TA.</p> <p>Namibia: Lack of absorptive capacity. Avoiding substitution of civil service, to avoid undermining institutional capacity.</p> <p>Benin: Using local TA, increase local capacity.</p> <p>GRANTS AND NGOS</p> <p>South Africa: Limited number of schools to demonstrate how to make system better. Pilot demonstration with assistance and then move on to resource center and labs.</p>
CONTRACT MECHANISM	

The discussion raised the following points:

- Policy objectives need to be clear; must have involvement of mid-level, host-country people in determining conditions; stakeholders need to be involved.
- Patrick Fine: We should not be focusing on conditions but on policy objectives. If you have 10 policy objectives, you know you have too many. Maybe building block should be policy objectives rather than conditionalities.
- The optimal balance of NPA and project assistance varies from country to country and from time to time.
- Rolling conditionality (making future conditions dependent on the degree of compliance with those that precede them) provides flexibility as a program proceeds.
- What is the optimal number of conditions for each policy objective? Some thought that less is better.
- Patrick Fine: We don't always have to use NPA to influence policy. We can also write conditions precedent.
- Jeanne Moulton: Perhaps conditions precedent are more appropriate when the ministry of education can meet them without reliance on other parts of the government, such as the ministry of finance.
- We need to help the ministry use conditionality as leverage in increasing their budget. Some don't understand that the government-at-large is benefiting from NPA dollars as a result of the ministry's compliance with conditions.
- How do we conduct high-level policy dialogues revolving around conditions?

Participants' evaluation and further interests

Participants rated this session 3.03 on a 4-point scale. Two noted that the time was not long enough to discuss all the issues. One thought that participants should have generated design issues and identified effective strategies. Two said the matrix exercise was not helpful (to the field), though small group discussion was. One said comparison with other projects was useful, but would like to have discussed trends and common issues at more length. One would have liked to discuss policy objectives as prerequisite to conditionality.

One asked "How, through what process, by what means, and with what degree of success could these 'redesigns' be carried out?"

Session 11: Strategies for improving equity: A case study of Bangladesh

- Thursday, 2:00 p.m., Beverly Schwartz
- The *purpose* of the session was to present the basic concepts of social marketing and to illustrate their application in a recent program in Bangladesh
- The *format* was a presentation to the large group using overhead slides, with questions and answers.

Beverly introduced the concepts used in social marketing activities by describing what happened in the Female Secondary School Assistance Project in Bangladesh, a government/World Bank project attempting to increase girls' participation in secondary school by addressing the social influences on girls' participation.

The following summary is derived from Beverly's forthcoming article in *Forum* magazine.

Social marketing is a planning process that promotes voluntary behavior change based on building beneficial exchange relationships with a target audience for society's benefit. It entails these concepts:

- Clarity of program Mission and individual objectives
- Situational analysis
- Formative research
- The exchange principle
- The cost-benefit analysis
- The marketing mix
- Intervention strategies
- Evaluation
- Sustainability strategies.

She described the Bangladesh project, which will attempt both to improve the quality and attraction of schooling for girls and to reduce the economic pressures that keep girls from attending school.

- To improve the school setting, the project aims to increase the number of teachers and the proportions of female teachers in grades six through ten. School water and sanitation facilities will be upgraded or constructed. An occupational-skills component will train girls for commercial employment.
- To help families pay the costs of girls' schooling, the project plans to provide a graduated stipend for girls who enroll, attend, and graduate from secondary school.

The project has already disseminated information about these changes. But sustaining girls' enrollment involves developing a community environment that supports girls' education, a process that challenges existing community norms. To achieve this purpose, the project introduced the

Female Education Awareness Program, which adopted a social marketing strategy to reach these goals:

- An increase in girls' secondary school enrollment
- Positive long-term changes in family and community values regarding the benefits of educating women.

To reach these goals, the program staff conducted research to identify the primary and secondary audiences for information about the value of girls' education and benefits that would accrue to the primary audience from changing behavior. These benefits would have to compel them to overcome existing barriers to changing behavior. The primary audience consists of those whose behavior is chiefly responsible for girls' enrollment in school; the secondary audience is those who influence the primary audience.

They found that the primary audience is the girls' fathers. Even though most fathers stated that their daughters' schooling was a joint decision, the data revealed that the father's decision determined the daughter's educational future. Those who have the most influence on the father's decision are community leaders and elders, brothers, and wives, in that order.

The compelling benefits to fathers of educating their girls seemed to revolve around the family's financial well-being. Fathers favor secondary education when they see it as helping their daughters find work, improve their marriage prospects, reduce their dependence on the parents, and bring the family fame, respect, and honor.

Based on this information, the program staff focussed the social marketing strategy on messages to fathers and community leaders that communicated the benefits of girls' education in terms of the family's well being and the health and welfare of the community.

During and after her presentation, Beverly answered questions about social marketing and about the Bangladesh project.

Participants' evaluation and further interests

Participants rated this session 3.44 on a 4-point scale. Two respondents said this was the "best" presentation; it clearly described social marketing. One said that "social marketing has tremendous implications for use in education" and suggested that it would have been useful for the group to brainstorm ways to apply social marketing to various aspects of education. Another wished that Missions with upcoming social marketing components could have met separately with Beverly to discuss them.

Four had specific requests for more information:

- The link to overall reform and the education of girls.

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- Social marketing is a good approach in program design and implementation. What is the equivalent in program evaluation--participatory or Fourth Generation evaluation?
 - Since the evidence concerning the benefits of girls' education is so overwhelming, how should governments in a developing country handle the issues where culture is holding back this store of human resources?
 - The interrelationship with the BRAC effort.

Session 12: Policy dialogue or policy marketing: A case study of Benin

- Friday, 8:00 a.m., Michel Welmond and Luis Crouch
- The *purpose* of the session was to look at the circumstances in which policy dialogue or policy marketing activities are appropriate.
- The *format* was a presentation to the large group, with questions and answers.

Michel identified the main constraints on implementing policy reform in Benin: USAID is having problems initiating change within the structure of the ministry: the administrators lack the skills to make things happen, they can't mobilize resources and don't know how to use them or to track expenditures. The ministry will not appoint counterparts; they resist filling positions. Despite mobilization of stakeholders, there has been no follow-up because of a lack of organization and slow flow of information, etc.

Luis responded with an analysis of the situation in Benin and a proposed strategy. In spite of its statements about intent to reform and its plan to reform, the ministry does not act because it feels no pressure to do so. A strategy USAID might consider is to list all of the politically active groups that might pressure the ministry to move. Look within the ministry as well as beyond it. Don't consider the ministry to be monolithic; there may be interested and influential individuals inside who can be persuaded to bear pressure. Look outside the ministry and identify those who have a stake in improving the education system: university student unions, civil society associations, teacher unions, captains of industry (banking and insurance companies, for example, need educated personnel), etc. Commence a dialogue with them. Convince them that it is in their interests to have an educated labor force, which requires an improved education system.

Support an NGO or foundation which provides direct services as an example to the ministry of education. Get the captains of industry and the press to support the foundation. This organization can both help and put pressure on the government. USAID can provide technical assistance to this NGO or foundation.

Some participants raised concerns that conspiring with organizations was not appropriate for USAID. Luis responded that this strategy requires subtle and delicate handling, not brute indiscretion, but that it is not inappropriate.

Participants' evaluation and further interests

Participants rated this session 3.56 on a 4-point scale. One respondent thought this session should not have been terminated at the expense of wrapping up the session on design. Another commented that Luis's and Michel's presentations were not connected to each other.

Respondents asked for more information in this area. One asked for Luis's paper on this, if one exists.

- More applied examples
- How this model has worked and how it could be applied to the African context
- Information on foundations
- What can USAID (as a bilateral institution) do to affect the relationships between state and civil society?

Session 13: The process of design (conclusion)

- Friday, 10:00 a.m., Karen Tietjen and Joe DeStefano
- The *purpose* of the session was to summarize and draw conclusions from the previous day's session on the design process, and discuss options and strategies for planning and designing USAID education programs.
- The *format* was a presentation to the large group, with questions and answers.

Karen and Joe reported their summary and conclusions from the matrix developed by participants in the previous day's session:

Level of financing:

- Most groups increased financing; no one decreased and one held the same.

Reasons for increasing financing:

- The government is supporting the reform (this is a sine qua non for intervention in the sector)
- Relative success to date
- Need for institutional capacity building.

NPA:

- No pattern: some increased, some decreased, some stayed the same

Reasons for increasing NPA:

- Need to help alleviate macro-constraints--balance of payments (Note that BOP, not sectoral shortfalls is the official reason for NPA, but NPA guidance calls for support of sectoral development)
- Improve sustainability by passing funds through government budget.

Project assistance:

- No country decreased project assistance

Reasons for increasing PA:

- Weak host country capacity (9 countries)

-
- Need to show results and people-level impacts (NPA takes time, which frustrates Agency and some stakeholders)
 - Critical against French (most unprecedented).

Reasons for staying the same:

- Ministry's low absorptive capacity

Conditionality:

- More countries want fewer and rolling conditions (to avoid management burden and out-of-date conditions)
- If resource allocation is not a critical policy issue, there may be no need for NPA
- NPA is an administrative burden on USAID and government.

Nature of Project Assistance:

- Long term technical assistance is necessary for institutional capacity building
- Need for long term assistance to maintain field presence to influence policy
- Short term is good for flexibility, responding to special needs
- More use of local consultants.

Following the summary, participants commented on some of the findings.

Level of financing:

- Patrick Fine: We are asked to determine a monetary value of NPA on the basis of what is required for a sectoral reform. This is a subjective assessment of the worth to the government of the policies related to the reform. It is not supposed to be based on implementation costs. But the amount of NPA is really based on balance-of-payment support. Uganda gets \$83 million because they are in so much trouble financially. As you get into NPA, and you have some momentum, is the same amount of money really required to maintain the reform activities? Does the program ever have a life of its own? Patrick thinks the government will continue to support reform without NPA, so why should we spend taxpayers money on it?
- Joe DeStefano: You always ask the question, "Could we have gotten that change for less money?"
- Sam Samarasinghe: You should focus on whether or not you are getting things done in the sector, not on their BOP problems.

NPA:

- Ruth Buckley: The conference paper (*Basic Education in Africa: USAID's Approach to Sustainable Reform in the 1990s*) points out the need for indicators of progress toward program goals prior to indicators of student learning gains (people-level impact). It is not realistic to expect measurable people-level impact within the timeframe of an NPA program.

Project Assistance:

- Why did only one country indicate that it couldn't increase project assistance because of the ministry's low absorptive capacity?
- In light of recent USAID reports on the lack of effectiveness of long-term technical assistance, what different approach do we take?
- Patrick Fine: Regarding the recent speech of Jaycox (World Bank VP for Africa), we need to rethink how we do business. We need to do it in a new way that relies on local capacity/assistance. External assistance is anti-developmental.
- Victor Levine: Whether you use expatriate or local long-term technical assistance instead of civil servants, you undermine the capacity of the ministry.

Contracting mechanisms:

- Michel Welmond: Wishes that we could have gotten to contracting mechanisms. Very important in both Benin and Namibia, and probably other places.
- Patrick Fine: The lack of contracting capacity within the Agency is a severe constraint to getting our work done. Requests for contracting actions sit for two or three months before they're even looked at by a contracting officer. New rules about people working on design not being able to work on implementation and people doing evaluations not being able to work in the sector for another three years will make work very, very difficult.

PARTICIPANTS' CONTINUING NEEDS AND INTERESTS

The workshop included two activities designed to ascertain needs and interests of participants subsequent to the workshop.

Messages to Washington

Late Friday morning, Ron Bonner reported the main results of the survey and solicited messages from participants to be taken back to Washington regarding what the Agency can do to better support education programs in the Missions. The results follow.

Program design

- NPA does not lend itself to short-term impact. USAID must recognize intermediate indicators of progress toward longer-term (people-level) impact. These indicators might be considered "leading education indicators" (like "leading economic indicators").
- We need clarification on who is accountable for deciding how much NPA to disburse? How do we assess the value of policies in terms of cost to US taxpayers?
- We need more flexibility in designing and determining compliance with conditionality.
- Fiscal year pressures conflict with sound program design requirements.
- We need to distinguish between what we can monitor and what we can measure.
- In projectized assistance, we need shorter time period objectives.

Reporting requirements

- There are too many reporting requirements, and some are redundant (API and SAPIR). (Note: some disagreed.)
- Reporting requirements on impact do not always capture our achievements and progress toward people-level impact.
- We need to make a clearer statement about what we have accomplished in basic education.

Program support

- USAID must simplify and streamline contracting procedures. (Note: This suggestion was reiterated several times.)

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- We rely on PSCs and are concerned about the pending elimination of PSCs in the education sector. Without PSCs, the Mission will have to reduce its expectations of what we can do. (Note: This suggestions was reinforced by several people who are not PSCs.)
 - We want to know more about how education fits into the new four pillars of USAID's strategy. We want to reemphasize the fundamental importance of developing human capacity.
 - Newcomers to USAID programs, especially FSNs, need a more structured and thorough orientation.

Future events

- The conference document, *Basic Education in Africa*, is useful--a watershed mark--and the final version should be used in many fora. You should get feedback from other stakeholders (Missions, ministries) on the document or some derivation of it.
- We welcome continuing information on early childhood education and adult nonformal education and literacy.
- We also want to keep abreast of higher education, especially as it affects teacher training.
- A future conference should include our counterparts.
- A future conference might be held in Washington to increase of visibility and the participation of Washington decision makers.
- Future conferences could have the following kinds of agenda:
 - Philosophical issues surrounding what we do and anthropological issues related to our work.
 - State-of-the-art information on basic education in industrialized as well as developing countries, and information that helps us leverage resources in other projects (such as social marketing).
 - Issues such as AIDS and the environment.

Research and analysis interests

Late Thursday afternoon, Julie Owen Rea presented to USAID education officers working in the Missions the ARTS/HHR framework for defining an analytical agenda for FY 95 research activities. She solicited their input on the year's research agenda based on their experience and perceptions of what would benefit the countries in which they work. Jeanne Moulton distributed a questionnaire

on research interests and asked the representatives of each country to work together in responding to the questionnaire.

Table 3 illustrates the content of the questionnaire and defines in detail the following categories.

Regarding both research and information interests, USAID officers gave highest priority to three broad areas:

- Improving learning achievement
- Strengthening institutional capacity
- Improving teaching.

They gave second priority to these areas:

- Improving equitable access
- Strengthening the resource base
- Improving policy-making and implementation.

The gave lowest priority to improving donor assistance.

Within the broad categories, three sets of specific topics received the most attention:

- Teacher training (pre-service and in-service) and motivation
- Evaluation (measuring learning and monitoring progress)
- Strengthening the local school resource bases (increasing community resources and encouraging private schools).

The detailed results of this survey are in Tables 1, 2, and 3 on the following pages in this section.

Looking at the areas of interest to participants in the Basic Education conference held one year earlier in Abidjan, we see some similarities:

- Parent and community participation in schooling
- Decentralization of financing and authority
- Monitoring and evaluation
- Curricula and instruction
- Teaching math and science
- Support for teachers.

In addition, Abidjan participants noted interest in:

- Planning and managing reform
- Sustaining reform
- Equity among girls and boys

-
- Education outside of primary school
 - Intersectoral cooperation.

The responses from the two workshops are not totally comparable because Abidjan attendees included ministry officials, USAID/Washington staff and others as well as USAID education officers. In addition, the list of areas of interest was generated through a different questionnaire as well as through discussion.

Table 1: BROAD-CATEGORY RESEARCH INTERESTS (Rank-ordered interest in participating in research: 7 = high; 1 = low; a = might support with program funds; b = might provide management support)

COUNTRY	Learning achievement	Institution-building	Teaching	Equity	Resource base	Policy	Donor assistance
Benin	7	3	6	2	5	4	1
Botswana	7-ab	4-ab	5-ab	6	2-ab	1-ab	3
Ethiopia	3-b	6-ab	7-ab	5-ab	2	4-b	1
Ghana	7-b	5-b	6-b	4	3	2	1
Guinea	4-a	7-ab	5-ab	6-ab	3-a	2-b	1-b
Lesotho	6-ab	7-b	5-ab	2-b	3-b	4-b	1-b
Malawi	6-ab	3-ab	7-b	4-ab	5-ab	1	2-b
Mali	6	7-ab	5	4	3	2	1
Namibia	5-ab	3	4	7-ab	6-ab	2	1
South Africa	4-ab	3-ab	5-ab	7-ab	6-ab	2-ab	1
Uganda	3	7-ab	5-a	4	6-ab	2	1
REDSO/E	6-b	7-b	3	5-b	4	2	1
REDSO/W	6-b	7-a	5-b	2-b	3-a	4-a	1-b
TOTAL	70	69	68	58	51	32	16
AVERAGE	5.38	5.30	5.23	4.46	3.92	2.46	1.23

Table 2: BROAD-CATEGORY INFORMATION INTERESTS (Rank-ordered interest in receiving information about recent research: 7 = high; 1 = low)

COUNTRY	Institution-building	Learning achievement	Teaching	Equity	Resource base	Policy	Donor assistance
Benin	7	-	-	-	-	-	3
Botswana	5	7	4	6	3	2	1
Ethiopia	5	3	6	4	2	7	1
Ghana	5	7	6	4	3	2	1
Guinea	7	4	5	6	3	2	1
Lesotho	6	5	4	3	2	7	1
Malawi	3	6	7	4	5	1	2
Mali	7	5	4	2	3	4	1
Namibia	3	5	1	7	6	4	2
South Africa	5	7	6	4	3	2	1
Uganda	5	4	7	3	6	2	1
REDSO/E	7	5	4	6	3	2	1
REDSO/W	7	6	5	2	3	4	1
TOTAL	72	64	59	51	42	39	17
AVERAGE	5.54	5.33	4.91	4.25	3.50	3.25	1.30

Table 3: SPECIFIC RESEARCH AND INFORMATION INTERESTS

Research issues	Countries interested
<p><u>Improving learning achievement</u></p> <p>Curriculum Books/learning materials Instructional time School environment (goals, leadership, physical environment) Active Learning Capacity (home environment, health, etc.) Cost-effectiveness of alternative interventions Other: Success stories Fundamental quality levels</p>	<p>Ghana, Malawi, South Africa Ghana, Malawi, South Africa Ethiopia Ethiopia, South Africa, REDSO/E REDSO/E Benin, Ethiopia, South Africa REDSO/W Namibia</p>
<p><u>Improving teaching</u></p> <p>Effective teaching Teacher's subject knowledge Pedagogical practices Teacher's characteristics and qualifications Pre-service training In-service training Motivating teachers Other: Innovative teaching models</p>	<p>Malawi (all items) Ethiopia, South Africa Ethiopia, South Africa, REDSO/E Ethiopia, South Africa, Uganda Ethiopia, South Africa, Uganda Ethiopia, South Africa, Uganda, REDSO/E REDSO/W</p>
<p><u>Strengthening institutional capacity</u></p> <p>Centralization/decentralization Organizational structures (at central, district, school levels) Community mobilization Developing managerial skills (central, district, school levels) Measuring learning (testing) Monitoring progress (information systems) Budgeting and tracking expenditures Other: Evaluation</p>	<p>Ethiopia, South Africa (all items) Uganda REDSO/W Benin, Malawi, Uganda Uganda Lesotho, Mali, Namibia, REDSO/E Mali, Namibia, REDSO/E Malawi</p>

Research issues	Countries interested
<u>Improving equitable access</u> Rural/urban inequities Gender inequities Ethnic and other minorities Increasing the number of classrooms School construction Multiple shifts, etc. Increasing demand Reducing direct costs Reducing indirect costs Policy on languages of instruction Other: Racial inequities	Ethiopia, South Africa, REDSO/E Ethiopia, Malawi, South Africa, REDSO/E REDSO/E Malawi, South Africa Ethiopia, South Africa, REDSO/E South Africa Namibia, South Africa
<u>Strengthening the resource base</u> Using existing resources efficiently Cost-effective inputs Reducing repetition and dropout rates Increasing community resources Encouraging private schools Ensuring equitable financing Other: Materials distribution systems	Ethiopia, South Africa Malawi, REDSO/E Benin, Ethiopia, Malawi, Uganda, REDSO/E, REDSO/W Benin, Ethiopia, Lesotho, Malawi, Uganda South Africa, REDSO/E Malawi
<u>Improving policy-making and implementation</u> Policy dialogue Policy formalization and marketing Policy implementation Other: Community involvement in policy-making	Ethiopia Ethiopia, Malawi, South Africa, REDSO/E Ethiopia, South Africa, REDSO/E REDSO/W
<u>Improving donor assistance</u> Selecting modalities (project, NPA, other) Donor cooperation Ensuring sustainability Other:	Ethiopia, REDSO/W Malawi Ethiopia, REDSO/E, REDSO/W

Note: Indications of interest in specific topics must be regarded with caution, because responses to these were uneven. Some marked many items (South Africa, Ethiopia, REDSO/E), while others marked none (Botswana, Guinea). The other respondents marked moderately.

Summary of issues that merit further analysis

The second source of issues raised that might merit further analysis and research were the discussions that took place in the sessions themselves. The following list is a summary of such issues that participants--in contrast to the workshop organizers--brought up during the sessions.

Reform

- How long does it take and what is the process of creating an "enabling" environment for reform?
- How do we analyze the best level of entry for influencing the system and promoting reform?
- Can sector reform imitate the modality of macro-economic adjustment?
- Can sector reform be accomplished without macro-economic adjustment?
- Given the complexity of reform, how can we predict student-level outcomes?
- Given the complexity of reform, how can the USAID program determine what credit to take for achieving outcomes?
- How do we deal with the AIDS crisis in planning education reform?
- How much time is required to get a reform into place (conclude policy dialogue)?
- How do we evaluate progress toward student-level outcomes? What intermediate indicators do we use?

Non-project assistance (NPA)

- What is the proper ratio of NPA to project?
- How do we close the gap between meeting conditions and being committed to policy (letter and intent of the condition) What evidence (indicators) do we have that a policy is really being implemented (and not just compliance with the "letter")?
- Is NPA a means of "bribing the government to be honest?"
- What pressures on the donor's side result in NPA in countries where the government may not intend to reform?
- When do we use "rolling" conditionality?
- How do we educate the ministry of education in the value of NPA when the funds have no direct impact on its budget?

-
- How do we maintain a dialogue with high- and mid-level institutions on the conditionality?

Donor coordination

- How can we minimize competition between donors?
- What mechanisms are there for donor coordination?
- What is USAID's responsibility for building government capacity to coordinate donors?
- What do you do when a collaborating donor lets you down?

Quality factors

- How do we evaluate (analyze the costs and benefits) of significantly improving each of these: faulty curriculum, texts, and tests?
- What are the relative costs of pre-service and in-service teacher training?
- What is the minimum amount of pre-service training required?

Capacity building

- How do we overcome resistance to innovation?
- How do we build capacity at the regional level?
- How much technical assistance is required to support capacity building?
- What leadership development strategies can we use in light of the AIDS crisis?

Equity

- What do we need to know about interventions that demonstrably increase access for girls before preparing policy objectives in this area?
- Can the USAID program/project address opportunity costs?

Annex A

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Workshop on Basic Education Programs

Kadoma, Zimbabwe

January 17 - 21, 1994

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Annex B

AGENDA



Workshop on Basic Education Programs

Kadoma, Zimbabwe
January 17 - 21, 1994

AGENDA

❖ Monday, January 17:

- 9:30 **Leave Harare: Bus departs from Meikles Hotel**
11:00 **Arrive Kadoma Ranch Motel**
 Workshop Registration
- 12:00-2:00 Lunch
- 2:00-2:30 **Opening**
 Welcoming Remarks
 Julie Owen Rea, AFR/ARTS/HHR
 Workshop Objectives, Methods, and Schedule
 Gary Engelberg
- 2:30-5:15 **Discussion of Framework for Education Reform:**
 Definition and overview of systemic education reform examining
 examples, levels, and stages.
 Gary Engelberg and Ash Hartwell, Facilitators
- 7:00 **Reception**
 Welcoming Remarks
 Ted Morse, Mission Director, Zimbabwe

❖ Tuesday, January 18:

- 8:00-9:00 **Country Sharing/Networking:**
 Use the Scheduling Bulletin Board to announce presentations
 you wish to make either in morning or evening sessions.
- 9:00-12:00 **Factors Influencing Education Reform:**
 Identify factors which hold back and/or support reform.
 Establish reasonable expectations of what can be accomplished.
 Gary Engelberg and Ash Hartwell, Facilitators
- 12:00-2:00 Lunch

Workshop Agenda (cont.)

❖ *Tuesday, January 18 (Cont.):*

- 2:00-4:00 **Strategies for Policy Dialogue:**
Definitions, background, and examples
Methods and evaluating impact
Luis Crouch
- 4:15-5:15 **Donor Coordination:**
Purposes, experiences, and different approaches
Panel presentation/Discussion
Patrick Fine, Organizer
- 8:00-9:00 **Testing to Learn, Learning to Test (Instruction, Materials, Assessment)**
Joanne Capper

❖ *Wednesday, January 19:*

- 8:00-9:00 **Country Sharing/Networking**
- 9:00-10:30 **Conditionality and Tranche Review**
Joe DeStefano, Karen Tietjen, and Panel of Respondents with Margaret Alexander
- 10:45-12:30 **Strategies for Improving Classroom Instruction**
David Cross
- 12:30-2:00 Lunch
- 2:00-3:30 **Capacity Building -- Strengthening Government Institutions:**
National level institutional change
Regional and school level change
Diane Prouty and Ash Hartwell with Panel
- 3:45-5:15 **Impact Assessment and Evaluation**
Brenda Bryant
- 8:00-9:00 **Optional Activities:**
◆ Education Policy Simulation (EPICS) with *Christina Rawley*
◆ Country Sharing

Workshop Agenda (cont.)

❖ *Thursday, January 20:*

- 8:00-9:00 **Country Sharing/Networking**
- 9:00-12:30 **Design Issues:**
Operational building blocks
Criteria for design decisions
Analysis
Joe DeStefano and Karen Tietjen with Panel
- 12:30-2:00 Lunch
- 2:00-4:00 **Strategies for Improving Equity: Case study--Bangladesh**
Beverly Schwartz
- 4:15-5:15 **Research Priorities**
- 8:00-9:00 **Optional Activities:**
♦ Education Policy Simulation (EPICS) with *Christina Rawley*
♦ Country Sharing

❖ *Friday, January 21:*

- 8:00-9:00 **Country Sharing/Networking**
- 9:00-12:30 **The Process of Design:**
Simulated case study of Benin
Michel Welmond and Luis Crouch with Panel
- 12:30-1:30 Lunch
- 1:30-2:30 **Strategies for Workshop Follow-up**
Cameron Bonner, Organizer
- 2:30-3:00 **Wrap Up and Closing**
Julie Owen Rea
- 3:30 **Departure for Harare: Bus to Meikles Hotel**

Annex C

INVITATION



AFRICA BUREAU - USAID
Analysis, Research & Technical Support
Health & Human Resources/Education

10 December, 1993

TO: HRDOs and AID Education Staff
FROM: AFR/ARTS/HHR/Education

Workshop on Basic Education Programs - January 1994

The planning for the workshop has moved forward, and we are sending you further details on the site, the program, profiles of resource persons, workshop objectives and preparations that you should make.

The workshop will run from Monday, January 17th to Friday, January 21st at the Kadoma Ranch Motel, located about 70 minutes southwest of Harare. The Kadoma Ranch is a retreat setting, with full conference and communications facilities, and comes recommended by those at USAID who have used it for conferences. We have arranged for a flat fee of \$85 per day with all meals included. You should plan to arrive in Zimbabwe by Sunday the 16th. We have reserved rooms at the Meikles Hotel, a five-star hotel located centrally in Harare, for the 16th and the 21st. The government rate for the Meikles is \$96. We will provide transport from the Meikles to Kadoma leaving at 9am on January 17th, and returning to Harare on the afternoon of January 21st. Please advise Juani Bentin, at the Institute for International Research (FAX 703/527-4661), of your arrival and departure times and dates, and if you would like to book a room at the Meikles Hotel for other dates.

The purpose of the workshop is to examine the current state of USAID's experience supporting basic education reform programs in Africa, and formulate recommendations on how to maximize the impact of our efforts through improved design, management and evaluation of the education programs. The workshop design has benefitted from your input, and is organized around the principles of **participation**, in which the experiences and insights of all participants are shared; **constructive analysis**, by which we focus on those issues over which we have some influence, and use critical analysis to develop shared perspectives on constructive strategies; and **creativity**, making the process challenging, fun and productive.

You will note on the draft program that there is time both in the mornings and evenings for "country sharing." This is designed to provide you with the opportunity to do a presentation of some aspect of your program. It may be a display of materials you would like to share; a video, slides or photographs; a description of a particularly interesting activity. We will advertise and schedule these presentations at the workshop.

We have almost completed the draft of the background paper for the workshop, and will be sending that out to you this month. In the annex to that paper are country education program profiles, which present a brief statement about the purpose and design of each program, and then a description of impacts at policy,

83

institutional, school and people levels. We will ask you to 'fill in the blanks' on these profiles, as well as to contribute to the analytical paper during the workshop.

The Zimbabwe AID Mission will provide country clearance for the total group of participants. All communications regarding the workshop should be through Ash Hartwell/Juani Bentin or Julie Rea. **Please do not contact the Zimbabwe Mission for your country clearance or other logistical requirements.** The Mission has welcomed the workshop in Zimbabwe on the condition that AFR/ARTS handle all arrangements and logistics.

In communicating with us the simplest, most reliable system appears to be the FAX.

Ash Hartwell
Diane Prouty
Joy Wolf
Ph. (703) 527-5546
FAX (703) 527-4661

Julie Rea
Ph. (202) 647-8259
FAX (202) 647-2993

Joe DeStefano Ph. (703) 235-4437
Karen Tietjen Ph. (703) 235-5437
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DISTRIBUTION:

Patrick Fine, Uganda
Joan Larcom, Malawi
Habib Khan, Ghana
Don Foster-Gross, Swaziland
Michel Welmond, Benin
Victor Levine, Namibia
Cameron Bonner, Ethiopia
REDSO/ESA: Ruth Buckley
REDSO/WCA: Esther Addo, Medjomo Coulibaly

Dave Evans, South Africa
Gary Lewis, Lesotho
Edward Hantel, Botswana
Freda White-Henry, Mali
Sarah Wright, Guinea

NOTE: *Contact persons for each mission will distribute to other participants from your mission.*

Jerry Wolgin, AFR/ARTS
Marion Warren, AFR/ARTS/HHR
Sam Rea, R&D/Ed
Ted Morse, Mission Director, Zimbabwe

Jim Hoxeng, R&D/Ed
Bob Leestma, R&D/Ed
Joan Atherton, AFR/DP
Dick Day, AFR/DP

Peter Spain, AED
Gary Engelberg, Africa Consultants International

Resource People:

Brenda Bryant
Joanne Capper
Christina Rawley
Nat Colletta

Louis Crouch
David Cross
Beverly Schwartz
Jeanne Moulton

OBJECTIVES OF THE WORKSHOP:

The workshop will articulate a framework for discussing education reform and examine the factors influencing the realization of reform objectives. Within this framework, we will seek to:

- 1) Discuss and develop strategies for: i) supporting policy reform in the education sector, ii) strengthening government institutional capacity, and iii) affecting education quality at the classroom level through improving instructional systems (methods, materials, assessments, training).
- 2) Analyze the particular case of non-project assistance as a modality for supporting educational reform, and distill lessons learned regarding the design and management of conditionality in NPA programs.
- 3) Discuss Agency approaches to assessing program impacts (especially in the context of non-project assistance) and to conducting program evaluations.
- 4) Develop specific recommendations for improving the process and content of the design of basic education programs.
- 5) Establish a purpose and objectives for a follow-up conference on basic education reform with host-country personnel.
- 6) Contribute to the formulation of the Africa Bureau framework for research on basic education, and establish consensus on research priorities.

INFORMATION ON ZIMBABWE AND ACCOMMODATIONS:

If you have extra time in Zimbabwe you might want to plan on spending a few days in Hwange Game Reserve and Victoria Falls. Hwange is Zimbabwe's largest game park; Victoria Falls is the largest waterfall in the world (there is also a nearby game park and white water rafting).

The climate in Zimbabwe in January is temperate. The day-time temperature ranges from 80 - 90°F and drops to the mid-60s in the evenings. There should be intermittent rain in January. No health precautions are required for Harare or Kadoma. However, other areas of Zimbabwe are malarial, and participants should take prophylactics (Larium is recommended) if they plan to travel.

The Zimbabwe Embassy in Washington has advised us that US citizens do not need a visa to travel to Zimbabwe. However, citizens of the following countries do require a visa: Benin, Guinea, Mali, Senegal, Namibia, South Africa, and Ethiopia.

In Harare, the contact information for the Meikles Hotel is Tel: 263-4-795655 and FAX: 263-4-707754. You should make your own way from the airport to the Hotel by taxi. The Kadoma Ranch Motel has a swimming pool on site, gardens, and a golf course within walking distance (although there won't be much time to play a full round during the week!). A Motel courtesy car will take participants to a nearby sports club for tennis and squash. There is an ostrich farm (10 km) and private game park (15 km) which can be visited with prior arrangements. If you plan to share a video with other participants the Hotel has a PAL system (it doesn't have a multi-media system) so please bring your videos in PAL. If this is a problem let us know soon. The Motel also has a slide projector, overhead projectors, and photocopiers. Meals are served buffet style, generally in the garden, weather permitting. Special meal requests can be arranged but advance notice would be helpful. The contact information for Kadoma Ranch Motel is: Tel. 263 168-2321...24, 2109, or 2110, and the FAX is 263 168-2325.

RESOURCE PEOPLE:

Brenda Bryant

Brenda Bryant is the President of Creative Associates. Based on her experience in planning and implementing education programs and NPA evaluations, such as that in Namibia, Brenda will address the application of methods for the evaluation and impact assessment of USAID's basic education programs.

Joanne Capper

In her book Testing to Learn--Learning to Test: A Policymakers Guide to Better Educational Testing, Joanne Capper describes how examinations and national assessments can be used to encourage more pedagogically sound teaching and learning. Joanne has nineteen years of experience in testing, evaluation and teacher training at the U.S. state, national and international levels. She will lead a discussion on the relationship between testing, materials and teaching. Currently she is a consultant with the ABEL program at the Academy for Educational Development in Washington, DC.

David Cross

David Cross has experience teaching at the primary, secondary and post-secondary school levels, as well as implementing curriculum changes. Currently, he is a consultant for British Overseas Development Aid projects in Abidjan, and specializes in curriculum and materials development, large class instruction, and teacher appraisal. He will develop and lead an activity to demonstrate performance-based teaching/learning strategies which are effective in classrooms with high student/teacher ratios.

Luis Crouch

Development Economist and Program Director in Policy Support Systems for the Research Triangle Institute, Luis Crouch is well-versed in issues related to the process of policy reform. His experiences include developing analyses to assist the NGO sector in South Africa in its dialogue with the government on the transition to a non-racial education system, modelling of women-in-development issues in Senegal and Lesotho, and developing policy analysis models.

Christina Rawley

Christina Rawley will lead a session demonstrating the uses of Education Policy Simulation (EPICS), which she developed at the Harvard Institute for International Development. EPICS presents the players with a national scenario that simulates policy conditions and issues. The participants are challenged as they take on the roles of officials within a ministry of education and negotiate for agreement on investments in policy options. She has worked with the United Nations in Africa and China and is currently an independent consultant.

Beverly Schwartz

Beverly Schwartz is currently the Social Marketing Director for the Social Development division at the Academy for Educational Development. She will discuss some of the issues and the process of developing strategies to increase girls' educational participation based on her recent experience in Bangladesh planning a social marketing program. Her consultative experience includes the evaluation of qualitative and quantitative research proposals; creation of training materials; and development and review of project protocols for institutions and departments of public health at universities across the country.