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PROFILES OF BASIC EDUCATION PROGRAMS WITH NON-PROJECT ASSISTANCE

Sub-Saharan Africa

State of the ARTS Presentation

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**PROFILES OF BASIC EDUCATION PROGRAMS
WITH NON-PROJECT ASSISTANCE
Sub-Saharan Africa**

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BENIN
Children's Learning and Equity Foundation (CLEF)

I PROGRAM/PROJECT SUMMARY

A Program/Project Purpose

To institute an effective, efficient, and equitable primary education system that is sustainable

B Funding Level

\$50.0 million in non-project assistance

\$7.5 million in project assistance raised to \$11 million (PAAD Amendment III and Project Amendment II)

C Life of Program/Project

Start 1991 *End* 1996 (Program)

Start 1991 *End* 1999 (Project)

D Summary of Conditionality

Completion of operational audit of MOE Freezing of scholarship expenditures at 1990 levels Completion of multi-year primary education reform action plan Annual Letter of Intent (LOI) and progress reports Availability of resources required for actions indicated in LOI Primary share of budget and expenditures greater than or equal to previous year Annual increases in primary non-salary budget Adoption of Fundamental Quality Level (FQL) definition and setting of targets for implementing FQL standards

E Nature of Project Assistance

- 3 long term technical assistants (2 PSC MIS and Ed Planner and 1 FSN MIS Assistant) working directly in support of education sector activity Ed planner position is to be filled
- 46 person-months of short-term technical consulting
- Project includes a lump sum dollar amount for unspecified training
- 2 personal services contractors working as program manager for the USAID Mission (1 US PSC and FSN assistant)

F Current Status

The second program amendment was completed at the end of FY93, adding more (4 positions which are 2 US PSC Learning and Instruction advisor and Financial Management advisor and 2 FSN Public Participation specialist and Training specialist) long-term technical assistance, a training component, and defining 4th tranche conditions The second tranche was recently released The program will be

undertaking an assessment (March 1994) to re-evaluate the initial design assumptions in light of a better understanding of sectoral constraints. A program amendment will probably follow the assessment.

II INDICATORS EOPS and APIs

BENIN	INDICATORS	
	EOPS	APIs + intermediate indicators
ACCESS	<ul style="list-style-type: none"> • Equitable distribution of FQL schools by region 	<ul style="list-style-type: none"> • Increase in gross enrollment rate
EQUITY	<ul style="list-style-type: none"> • Equitable enrollment in FQL schools by region and gender 	<ul style="list-style-type: none"> • Increase in female gross enrollment rate
EFFICIENCY	<ul style="list-style-type: none"> • Gross primary enrollment rates will attain 78% nationally, and will continue to increase and meet targeted levels in every region • Average repetition rates in grades 1-5 will drop below 15%, and will not exceed 20% in any region • Average drop-out rates in grades 1-5 will fall below 15%, and will not exceed 20% in any region • The proportion of 6th grade entrants sitting the CEP will increase to 90% (from approximately 80%) 	<ul style="list-style-type: none"> • Decrease in repetition and dropout rates • Increase in rate of completion of cycle
QUALITY	<ul style="list-style-type: none"> • Proportion of 3rd and 6th grade completers demonstrating mastery of core educational competencies will exceed the baseline measure • National target of 75% for the % of students in FQL schools is met, and regional FQL targets are met • Average student-teacher ratio will range between 40 and 50 to 1, with an interregional and urban/rural range of no more than 8 to 1 	<ul style="list-style-type: none"> • Improvements in achievement throughout cycle and at end of cycle

BENIN	INDICATORS	
	EOPS	APIs + intermediate indicators
SUSTAINABILITY	<ul style="list-style-type: none"> • GOB annual per pupil expenditure on pedagogical material not less than the baseline amount of 2500 (1993) FCFA • Increasing number of NGOs and APEs in the Education Sector 	

III IMPACTS/OUTCOMES

As USAID's program got underway in Benin, the ministry had not developed a detailed plan for operationalizing its reform objectives. Second tranche disbursement was conditioned on the development of specific action plans for the implementation of sectoral reforms in 16 different areas ranging from finance and planning to curriculum development and to community participation. USAID-provided technical assistance along with the pressure to meet conditionality helped the ministry articulate the specifics of its reform program and begin to see how to coordinate the various elements.

USAID's program also includes explicit expenditure target conditionality that has helped lead to a significant increase in the share of resources allocated (and expended) on non-salary items for primary education, from 2.3 percent (1.8 percent expended) of the total education budget in 1991 to 5.5 percent in 1993. Likewise, primary education's share of the total education budget increased from 48.1 percent in 1991 to 56.8 percent in 1993. Examples of the types of activities financed through increases in non-salary expenditure include: 1) the publication, printing and distribution of syllabi to every primary school for grades one through six, and 2) the procurement and distribution of pedagogical kits for primary teachers.

In an effort to institutionalize improved allocation and management of resources, a more transparent budget nomenclature, with more detailed categorization of expenditures and disaggregation by region, has been developed and implemented, an independent external review of government financial management procedures and practices has been conducted and initial improvements in expenditure tracking have been implemented.

The Beninese government has also enacted financial reforms at the school-level. Specifically, the education ministry has issued a decree increasing the percentage of school fees that can be retained and managed by individual schools.

One of the principles driving education reform in Benin was greater equity in the allocation of resources and in the provision of educational opportunity. USAID has worked with the Beninese to define a minimum standard of quality for primary education as the means to plan for more

equitable schooling. This approach is referred to as Fundamental Quality Level (FQL) of primary schooling. The FQL approach to sectoral planning has been adopted as a framework to ensure equitable allocation of resources to marginalized groups in poorer areas and to increase the number of stakeholders who take part in the reform. In addition, to further its equity objectives, the education ministry decided to eliminate school fees for girls in rural areas.

The reform program in Benin is also pursuing greater decentralization of administrative authority in the education sector. Regional education offices will have greater responsibility for planning and budget preparation, technical support and supervision of schools, financial management and expenditure control.

Institutional reforms supported by USAID have so far focussed primarily on the reorganization of the education ministry. A functional audit of the ministry has been carried out with specific recommendations made for new procedures, practices and structures. Two examples of the institutional changes resulting from the audit are: 1) the consolidation of two separate entities into a single planning directorate responsible for managing the reform as a permanent structure within the ministry hierarchy, and 2) the establishment of a new Human Resources Directorate to develop more rational and efficient assignment and employment of sector personnel.

GHANA
Primary Education Reform Program (PREP)

I PROGRAM/PROJECT SUMMARY

A Program/Project Purpose

To strengthen the policy and institutional frameworks required to assure a quality, accessible, equitable, and financially sustainable Ghanaian primary education system

B Funding Level

\$32.0 million in non-project assistance
\$ 3.0 million in project assistance

C Life of Program/Project

Start 1990 *End* 1995

D Summary of Conditionality

Maintenance of primary share of budget and expenditures at 1989 levels. Plan for and increase in percentage of budget for materials to 5% then 6%. Develop and implement a staff training program. Develop and implement equity pilot programs. Formulate and implement equity improvement policy. Develop and implement decentralization policy. Develop, pilot-test and administer sample-based criterion-referenced testing. Train 90% of primary teachers to minimum standards.

E Nature of Project Assistance

- 33 person-months of short-term technical consulting
- 48 person-months of training, including 18 person-months of in-country training
- 1 personal services contractor working as program manager for the USAID Mission

F Current Status

The Ghana program completed a mid-term evaluation in November 1993, and is doing its fourth tranche review in December. All previous tranches have been released as scheduled.

II INDICATORS EOPS and APIs

GHANA	INDICATORS	
	EOPS	API
ACCESS		
EQUITY	<ul style="list-style-type: none"> • Equity Improvement (EI) Policy in place, EI Program being implemented 	<ul style="list-style-type: none"> • Increase percentage of eligible children attending school in North, Upper East and Upper West
EFFICIENCY	<ul style="list-style-type: none"> • Policy for increased decentralization of MOE in place, MOE financial, managerial and operational authority decentralized • Education system planning, management and supervision significantly strengthened 	
QUALITY	<ul style="list-style-type: none"> • 90% of primary schools have qualified teachers and basic teaching materials • Institutionalized student achievement testing system being administered • Policy and plan in place for increasing the percentage of primary school expenditures spent on teaching materials to 6% 	<ul style="list-style-type: none"> • Increase in percentage of children completing P6 who are literate and numerate • Improvements in achievement at end of cycle (P6) • Increase in number of teachers trained to minimum standards • Increased availability of texts and instructional materials • District education officers, circuit supervisors, and circuit monitoring assistants hired and trained • CRTs developed and conducted
SUSTAINABILITY	<ul style="list-style-type: none"> • Adequate proportional expenditures for primary education funded entirely from MOE's own recurrent budget excluding donor funding 	<ul style="list-style-type: none"> • 38% of education budget going to basic education, 5% of basic education budget spent on instructional materials • Gap reduced between budget and spending by 80% • Budget data disaggregated so that primary education is a separate category

III IMPACTS/OUTCOMES

With support from USAID and the World Bank, Ghana's record on education financing has been commendable. With economic growth holding at almost 5 percent per annum, and the share of overall government expenditure as a proportion of gross domestic product held at 14 percent, the Ministry of Education has continued to receive just over 40 percent of the total government recurrent budget, with primary education receiving 44 percent of the Ministry of Education budget, and 45 percent of primary education's budget going to instructional materials.

In 1987, after more than a decade during which primary schools operated with virtually no textbooks, chalk, or other materials, the education ministry had begun to resupply the schools. Government efforts to improve primary education were initially supported by a World Bank Credit and continue to be supported by USAID. At the present time it appears that most students have access to up to three textbooks, and all teachers have a minimum of essential supplies. However, evidence suggests that the texts are not being effectively utilized at the classroom level.

Short in-service courses for teachers have been organized to enable teachers to better use the new materials now available in the schools. Approximately half of all primary teachers are provided two-week courses each year in English and Mathematics, and all teachers are provided with teacher guides and syllabi. In 1989 the proportion of untrained teachers in the primary system was 50 percent. Today, in 1993, this number has been reduced to 30 percent.

USAID's support to Ghana included as a condition the development and implementation of a system of criterion referenced testing. In 1992 the first draft of the criterion-referenced test (CRT) was pilot tested, and in 1993 a revised CRT was given to a 5 percent sample of 6th grade pupils. This was the first national assessment of learning achievement for Ghana.

USAID has also supported decentralization in Ghana. In November 1992, the government adopted a decentralization policy that increased the number of staff members and the amount of authority residing in the Regional and District Offices. Most of the new Regional staff members required to fully implement the decentralization policy of the Ministry have been hired and a number of important functions were shifted to the Regional Offices during 1992 and 1993.

GUINEA
Education Sector Reform Program
or
Programme d'Ajustement Sectoriel de l'Education (PASE)

I PROGRAM/PROJECT SUMMARY

A Program/Project Purpose

To achieve a level of staff and organizational performance within the Ministry of Education which promotes a continuously improving quality of schooling to a continuously increasing percentage of the primary school age cohort and to ensure equitable access to girls and rural children, through support of the implementation of the National Educational Policy of the government

B Funding Level

\$22.3 million in non-project assistance
\$ 5.7 million in project assistance

C Life of Program/Project

Start 1990 End 1995

D Summary of Conditionality

Specific targets for both budgetary allocations and actual expenditures Production of a plan for government assumption of recurrent financing Plans for redeployment and retraining of teachers and school construction Study and action on girls and rural access

E Nature of Project Assistance

- 2 long-term technical assistants working directly in support of education sector activity
- 85 person-months of short-term technical consulting
- 360 person-months of training (the equivalent of 20 U S masters degrees)

F Current Status

Since its inception in 1990, the Program has successfully responded to the three scheduled tranche reviews, undergone a mid-term evaluation (3/93) and been amended once to add \$6.8 million to the budgetary support component Design work is currently underway to develop USAID's support package for PASE II

II INDICATORS EOPS and APIs

GUINEA	INDICATORS	
	EOPS	API
ACCESS	<ul style="list-style-type: none"> • 3% increase in primary school enrollment by 1992 • 30% admission rate by 1992 	<ul style="list-style-type: none"> • Increase in gross enrollment rate
EQUITY	<ul style="list-style-type: none"> • No decline in % (30%) of girls' enrollment through 1992 • 5% increase in enrollment in rural areas by 1992 	<ul style="list-style-type: none"> • Increase in female gross enrollment rate, and in rural areas
EFFICIENCY	<ul style="list-style-type: none"> • Target strategies and implementation budget plans to improve equity, access and efficiency of primary schooling being developed and monitored on a regular basis by Ministry of Education staff • Increase completion rate (40%) to reach 72% by 2000 • Reduce years of instruction/or adequate (16 1%) to reach 8 2 by 2000 	<ul style="list-style-type: none"> • Increase in completion rates (P6) • Decrease in primary school repeaters
QUALITY		
SUSTAINABILITY		<ul style="list-style-type: none"> • Increase in government budget to education, education budget to primary education, primary education budget to non-salary operating expenses • Reporting system on local primary school expenditures and national procurement procedures improved

III IMPACTS/OUTCOMES

USAID and the World Bank supported more efficient use of personnel and physical resources as fundamental adjustments to the education sector in Guinea. The government recognized the need

to make better use of its existing teaching personnel. The education ministry was faced with the politically difficult endeavor of redeploying surplus secondary teachers to primary classrooms, and put off facing the hard decisions needed to operationalize it. Requiring an implementation plan for the redeployment exercise as a condition for the second tranches of budgetary support of both USAID and the World Bank engaged the ministry in a dialogue that resulted in a strategy that effectively diffused most opposition or resistance to redeployment.

The successful redeployment of 1,862 surplus secondary teachers has permitted the opening of 1,233 new primary classrooms. The resulting impact on enrollment at the primary level has been impressive. Access to primary education has increased by over 30 percent since the inception of the government's reform program. The primary school gross enrollment ratio has progressed from 28 percent in 1989/90, to 32 percent in 1991/92, and to 37 percent in 1992/93. In addition, a larger percentage of eligible children are entering school. First grade admissions have risen from 23 percent of the six-year-old population in 1991/92 to 47 percent in 1992/93. The growth rate for new enrollments between 1989 and 1993 was 67 percent, with the fastest growth taking place in rural regions and for girls (32 percent v 17 percent for boys).

Improving educational opportunities for girls and rural children is a goal of the education reform program in Guinea. Studies were called for to develop baseline data on which to base later strategy and program development. Thus far the government has 1) targeted all school construction for rural and disadvantaged areas, 2) provided incentive payments to teachers who accept posts in rural schools, and 3) eliminated the punitive policy of automatic expulsion for pregnant school girls.

Gender equity objectives are also being furthered, in response to a specific USAID conditionality, through the establishment of an Inter-ministerial Working Group on Equity. The Working Group on Equity has 1) prepared an analysis of girls and rural children's educational participation and government policy and programs in order to develop a national plan, 2) undertaken a participatory research program which works with 32 villages to improve girls' and rural children's enrollment and persistence rates, and 3) planned and initiated a social marketing campaign aimed at increasing girls' and rural children's enrollment.

The government instituted a program of multigrade classrooms in order to expand intake of students in rural areas. Previously, small rural school would accept new students only every 3-6 years. In three years, this program has grown to include 213 classrooms. Support to multigrade classes consist of teacher training modules, guides and materials, mimeograph machines and school inspection criteria and systems.

As a result of the Guinean governments efforts to foster greater equity in the provision of primary education the girls' gross enrollment rate in primary school has increased from 19% to 23% during the period of reform, and the highest growth rates in enrollments have taken place in predominately rural areas.

An increase in resources allocated to education was another principal component of the reform program supported by USAID. In response to USAID and World Bank conditions, the Government of Guinea has exceeded most of the sectoral expenditure targets, including i) increasing education's share of the government recurrent budget from 14 percent to 25 percent, ii) increasing primary education's share of the recurrent education budget to 35 percent, and iii) increasing the share of material and operating expenses to 28 percent of the recurrent education budget.

A large share of the additional non-salary expenditures in the education sector has been allocated for the first time to the school level. This has permitted, for the most part, improvements in physical infrastructure but has also included supplies for teachers, basic pedagogical materials, and the distribution of approximately 520,000 textbooks. Additional sectoral resources have also allowed the education ministry to reactivate the network of decentralized school inspection, supervision, and support through the provision of equipment, training, and operational budgets. Major institutional gains have also been made in the area of budgeting and financial management, both at the central and decentralized levels.

LESOTHO
Primary Education Program (PEP)

I PROGRAM/PROJECT SUMMARY

A. Program/Project Purpose

To support policy and institutional reforms to improve the quality and efficiency of primary education

B Funding Level

\$18 6 million in non-project assistance
\$ 6 4 million in project assistance

C Life of Program/Project

Start 1991 End 1997

D Summary of Conditionality

Conditionality emphasizes three areas improved financing, primary education, and educational management The agreement provides for about 20 conditions for each of the four tranches Conditions include specific targets for budgetary allocation 260 new primary posts per year, 70% in standards 1-3, and 70 new District Resource Teacher (DRT) positions each year Plan for upgrading the Lesotho in-service education certification program (LIET) and for establishing an in-service division at the National Teacher Training College (NTTC) Targets for in-service training enrollment Improved management, organization and staffing at NTTC Development and implementation of new curricula Distribution of materials, furniture and equipment for standards 1-3 Revision of end-of-level criteria, development and implementation of standard 3 achievement test Definition and implementation of age and repetition restrictions Adoption of revised legal framework for MOE-proprietor-parent relationships Improvement of financial management capacity of MOE Development and implementation of cost-centered budgeting Improvement of annual statistics gathering and development and implementation of a Management Information System (MIS)

E Nature of Project Assistance

- 4 long-term technical advisors working directly in support of education sector activity
- 35 person-months of short-term technical consulting
- 150 person-months of training – seven US masters degrees and 24 person-months of study tours in Africa and the US
- 1 personal services contractor working as program manager for the USAID Mission

F Current Status

The first disbursement was made in June 1992. The MOE is completing actions for the second disbursement, expected in March 1994. The Ministry has experienced some difficulties completing a number of CPs, including providing furniture for schools, hiring new teachers, and adopting legislation which provides for greater decentralization of educational management and increased participation of government and parents in school management and policy-making of church-owned schools.

II INDICATORS EOPS and APIs

LESOTHO	INDICATORS	
	EOPS	API
ACCESS		<ul style="list-style-type: none"> • Increase in GER
EQUITY		<ul style="list-style-type: none"> • Increase in percentage of primary school female enrollees completing Standard 7
EFFICIENCY	<ul style="list-style-type: none"> • Effective MOE structure, MOE school parent relationship, MOE financial management, evaluation and planning 	<ul style="list-style-type: none"> • Increase in completion rates • Decrease in cycle costs
QUALITY	<ul style="list-style-type: none"> • Increased number and quality of lower primary teachers, improved teacher training programs • Improved curriculum, materials, and testing for lower primary • Improved classroom environment for lower primary • Achievement levels as measured by Standard 3 test will not have decreased 	<ul style="list-style-type: none"> • Improvements in Standard 3 test scores • Increase in number of trained teachers • Decrease in pupil/teacher ratio and in pupils per classroom • Increase in availability of instructional materials, teacher's guides and seating
SUSTAINABILITY	<ul style="list-style-type: none"> • Increased MOE budget and increased share for primary education 	<ul style="list-style-type: none"> • Restructure MOE, improve MOE financial management, and implement EMIS • Increase in MOE real recurrent budget for non-salary, non-University purposes with a targeted % for primary (36-42%)

III IMPACTS/OUTCOMES

The Lesotho Government's 5-Year Sector Plan, which USAID's program is designed to support, states a strategy to improve quality provision to all school children minimum standards of equipped classrooms, trained and motivated teachers, classes no larger than 50, sufficient books and materials, and schools that are well-managed. USAID supported interventions intended to implement this strategy include

Training and posting of 70 new District Resource Teachers, who provide in-service and supervisory support services to primary school teachers

Upgrading of the Lesotho In-service Teacher Education Course, providing untrained teachers with course work leading to full certification. The first group of 450 teachers were admitted to the course in June 1992

Devising new curriculum priorities by The National Curriculum Development Center, including a schedule for revisions, and an interim school-level subject timetable. This will require revisions in most of the subject syllabi, for which limited technical assistance is being provided

Developing and implementing a plan for improved management, operation, and staffing at the National Teacher Training College

Developing a plan for providing primary schools with basic furnishings in three pilot districts, based on a survey carried out in 1993. A national school mapping exercise is taking place in 1993/94, leading to the supply of school furniture in 1994/95

Assigning, in 1993, the first set of 260 new teachers to primary schools, with 52 percent of them being assigned to lower grades in needy schools, as confirmed by a report from the school inspectorate

Establishing an Educational Facilities Unit to handle design, phasing, and tendering of the new classrooms and furniture. The first sets of new classrooms and pupil/teacher desks were to be distributed beginning in January 1994

To ensure that sufficient funding be available to implement the intended improvements in basic education, the first tranche of the reform program, authorized in May 1992, required as a condition an increase of 54.4 percent in the real value of the recurrent budget to education, of which 70 percent of the increase was allocated to primary education. In fact, government increased the MOE recurrent budget allocation by 55.8 percent. However, most of the large budgetary increase is attributable to an overall increase in government wages, and the inclusion of teachers within that increase.

Improvements in sectoral management of resources are being pursued through extensive on-the-job-training, which has enabled the finance office to introduce cost-center based budgeting for the next fiscal year. Improved efficiency of administration and management are also goals of the reform program. The Ministry of Education has already undertaken a reorganization into four main divisions to streamline and decentralize decision-making and management. A major emphasis of the ministry's decentralization is the creation of an effective field structure at the district level (supported by the appointment and training of seventy District Resource Teachers).

MALAWI
Girls' Attainment in Basic Literacy and Education (GABLE)

I PROGRAM/PROJECT SUMMARY

A Program/Project Purpose

To increase girls' attainment in basic education

B Funding Level

\$14 0 million in non-project assistance

\$ 6 0 million in project assistance

C Life of Program/Project

Start 1991 *End* 1996 (Program)

Start 1991 *End* 1997

D Summary of Conditionality

Specific targets for budget allocations and plan for increasing primary share by at least 4% per year Registration and tracking of all primary students for implementing a reduction in repetition Plan setting annual targets for construction of primary schools and teacher housing Development of gender-appropriate curriculum Development of competitive bidding system for procurement and distribution of educational materials Waiver of school fees for non-repeating girls in standards 2-8 Maximization of teacher training college (TTC) capacity and admission of day students in urban TTCs Pilot study of double shifting and multigrade teaching

E Nature of Project Assistance

- 6 short-term technical assistants working directly in support of education sector activity One long-term technical assistant used intermittently (for 2 to 4 months at a time)

- 1 personal services contractor working as program manager for the USAID Mission

F Current Status

Two tranches have been released The contract for the social mobilization campaign, a project component of GABLE, has been awarded and design began in October 1993 The mid-term evaluation will take place in February 1994 followed by a re-design effort in March 1994

II INDICATORS EOPS and APIs

MALAWI	INDICATORS	
	EOPS	API
ACCESS		
EQUITY	<ul style="list-style-type: none"> • Increased percentage of girls in each standard 	
EFFICIENCY		
QUALITY		
SUSTAINABILITY		
OTHER		<ul style="list-style-type: none"> • Decreased fertility rates

III IMPACTS/OUTCOMES

In Malawi, where gender equity was initially more USAID's objective than the governments, conditionality has "encouraged" the government to begin to address the issue by establishing a gender unit, located in the Malawi Institute of Education. This unit is actively involved in conducting pre- and in-service training courses focussed on gender awareness and sensitivity to gender structuring as well as overseeing the reduction of gender bias in the new curriculum materials being produced. Progress has been made in defining the issue and in establishing an institutional base from which to address it. In this way, USAID has been successful in helping place gender equity on the sector reform agenda.

Tangible results of these efforts include: i) elimination all of the fees for non-repeating girls in standards two through eight, ii) revision of curricula in standards 3-8 to make them gender-appropriate and development of gender-appropriate materials for pre-service teacher training, iii) drafting of a new policy regarding pregnant students, iv) holding of a workshop on policies affecting girls' education in early 1993 (the recommendations from that workshop and the plan of action produced there have led to the creation of a task force on girls' education), and v) inclusion of girls in the requirement to take science.

In addition to efforts to promote girls' schooling, USAID's support to Malawi has focused on increasing available resources for primary education and on more efficient management and operation of the education sector. As was a condition of USAID's provision of budgetary support, the share of resources allocated to primary education from the overall education budget increased from 42.8 percent in 1990 to 56.7 percent in 1992. The overall allocation to education for 1993-94 was 16 percent of the national budget, surpassing USAID's third tranche target.

A new policy designed to increase the efficiency of the educational system by reducing extremely high repetition rates in the last standard of primary school was implemented for the 1993-94 school year. The policy sets new requirements for admission to secondary school: 75% of the students accepted cannot have repeated the eighth standard, 20% can have repeated only once, and 5% can have repeated two or more times. The government plans to implement policies for reducing repetition for standards one through seven in 1993/94. Furthermore, in order to better monitor primary school repetition rates, all primary students were registered through a newly developed centralized and computerized information system.

Additional efficiency gains are being pursued through the promotion of private sector contracting for the procurement of educational materials, which is expected to reduce government procurement costs, as well as through plans to privatize the materials distribution system.

Another efficiency objective of the reform program in Malawi concerned the full utilization of pre-service teacher training capacity. The government has improved its recruitment procedures at its eight teacher training colleges and enrollments have substantially increased. Previously offering a two-year program that included six weeks of practice teaching, the teacher training colleges began in 1993-94 to provide new, one-year programs preceded by one year of practice teaching and distance education. This should double the annual output of trained teachers to meet a predicted large shortfall. In addition, the government has recently substantially increased teachers' salaries, making the profession a more attractive one for new entrants.

In order to reform the highly centralized educational system in Malawi, a new policy promoting decentralization was implemented by the government in 1992. Under this policy, inspectors for primary schools, who will be working on a new administrative level between the local District and the three large Regions, were hired in 1993. As part of the same decentralization process, some of the financial functions and accounting activities that had previously been carried out only in the central Ministry have been relocated in the Regional and District Offices.

MALI
Basic Education Expansion Program (BEEP)

I PROGRAM/PROJECT SUMMARY

A Program/Project Purpose

To improve the quality, equity and efficiency of the Government of Mali's basic education system

B Funding Level

\$ 3 0 million in non-project assistance
\$17 0 million in project assistance

C Life of Program/Project

Start August 1989 *End* September 1995

D Summary of Conditionality

Reorganize the Project Coordination Unit and appoint a technical assistant
Establish the school improvement support fund Modify the MOE budget nomenclature to permit disaggregation by nature and level of allocation Maintain MOE recurrent budget at no less than 25% of government recurrent budget Increase primary's share of MOE recurrent budget to 40% then 42% Maintain higher education's share of the MOE recurrent budget at not more than 19% Reduce scholarships by 10% then 15% Prepare a study on MOE personnel policies intended to reduce the number of secondary teachers and to establish levels of recruitment for primary and secondary teachers and implement its recommendations Recruit primary teachers among upper secondary graduates and train them for two years with acceptable curriculum Adopt staffing plan insuring student-teacher ratios of 35 1 (then 36 1), 18 1 (20 1) and 10 1 (12 1) for cycles I, II and secondary school respectively Plan for utilization of existing teacher training college Plan for restructuring general secondary, vocational/technical, and higher education Plan for revision of cycle I curriculum

E Nature of Project Assistance

- 6 long-term technical assistants working directly in support of education sector activity
- 1 personal services contractor working as program manager for the USAID Mission
- 350 person-months of in-country training and 15 person-months of participant training
- 90 person-months of short-term consultants

F Current Status

Mid-term evaluation completed Due to the rapid start in project implementation, an amendment doubling the project funding from \$10 million to \$20 million was designed and funded in FY1991 to regionalize project activities A second amendment of \$10 million supports the work of NGOs since FY1993 The first tranche of NPA was released on schedule The second and third tranche conditionalities were renegotiated in 1993 to simplify them and make them more pertinent to project objectives and activities

II INDICATORS EOPS and APIs

MALI	INDICATORS	
	EOPS	API
ACCESS	<ul style="list-style-type: none"> • Increase enrollment in grades 1-6 by 66% by 1995 	<ul style="list-style-type: none"> • Increase in gross enrollment rate
EQUITY	<ul style="list-style-type: none"> • Increase girls' enrollment in grades 1-6 by 72% by 1995 • Develop 151 complete schools by 1995 	<ul style="list-style-type: none"> • Increase in female gross enrollment rate • Increase in number of complete schools in Koulikoro region
EFFICIENCY	<ul style="list-style-type: none"> • 10% per pupil cost reduction at the primary level and 45% at higher levels • Reduction in number of years of schooling required for one primary school graduate from 24 to 17 	<ul style="list-style-type: none"> • Decrease in repetition rates
QUALITY	<ul style="list-style-type: none"> • Improve student performance in the 3 Rs from a score of 44.4 in 1992 to 75 in 1995 • Train 5,500 teachers and other staff in pedagogical and management skills by 1995 • Provide one math book and one reading book per student by 1995 	<ul style="list-style-type: none"> • Decrease in student/teacher ratio • Increase in number of trained teachers • Increase in availability and utilization of texts by teachers and students • Increase in number of classrooms

MALI	INDICATORS	
	EOPS	API
SUSTAINABILITY	<ul style="list-style-type: none"> • Parent/Teacher associations receive grant funds from the government's matching grant fund • Increase MOE share of central government budget to 27% by 1995 • Increase primary education share of Ministry of Education budget to 45% by 1995 	<ul style="list-style-type: none"> • Increase in school funding by school parent groups • Increase in MOE share of central government budget, primary education share of MOE budget

III IMPACTS/OUTCOMES

Due to extraordinary social pressures from tertiary student groups the Government of Mali has been unable to honor program conditionality increasing budgetary allocations to basic education. However, the education ministry has been able to implement other program supported reforms in pilot areas supported by USAID's program. Among the most significant accomplishments are: i) improved budget management, including revision of budget preparation methodologies and categories to clearly distinguish between amounts allocated to personnel and to equipment, ii) the introduction of annual, regional action plans and budgets, and iii) the establishment a matching grant mechanism that provides for participatory management in budgeting and monitoring of expenses for school infrastructure and equipment.

Efficiency of administration and management, another objective supported by USAID, has been pursued through policy and institutional reforms within the education sector. The education ministry is supporting a pilot project for Civil Service Reform. In 1991 a complete Ministry of Education census was conducted which identified 16,900 Ministry of Education personnel of whom 7,963 are primary school teachers and of whom more than 5000 are in non-teaching positions. This was updated in 1993. A personnel redeployment plan, based on the study, is being developed. An education sector management information system is operational and is making planning more transparent. A system for management of school inventory has been developed and local seminars have been held with parents and communities to determine respective roles in the safekeeping of school inventories. All school Directors (1,036) have been trained in personnel management and evaluation. The Government has started double shift classes in most first grades in pilot areas.

Improvements in access and equity are other major objectives of USAID's support to basic education in Mali. Enrollment in primary school has increased from 311,873 pupils in 1989 to 438,302 in 1993, an increase of 41% since 1989. As a result the primary gross enrollment rate increased from 22% to 29%. In terms of gender equity, the female primary gross enrollment rate

increased from 16.6% in 1989 to 22% in 1993. Nevertheless, the gap between girls' and boys' enrollment has narrowed only modestly. In 1989, 36.9% of all pupils were girls while the percentage was 37.8% in 1993.

Specific policy and institutional reforms designed to promote equity include the preparation of a new law intended to facilitate the creation of private and community schools that can cater to populations neglected by the public system. The education ministry has also created national and regional offices mandated to work exclusively to increase girls' participation in school. These offices monitor and track girls' enrollment (since 1990 ministry staff and student data are disaggregated by gender) and are providing training workshops for teachers and ministry personnel to increase awareness about the constraints to girls' schooling.

NAMIBIA
Basic Education Reform Program (BERP)

Introductory Note

USAID/Namibia's BERP was designed in early 1991. By early 1993, it became clear that the program, as originally conceived, was not implementable. The program design went through a major amendment which included a two year extension of the PACD, expansion of the companion BES Project, major changes in EOPS, and related changes in conditionality.

By September 1993, after the amended PAAD/PP had been approved by USAID/W, it became clear that the Government of Namibia could not agree to the conditions of the amended program. It was subsequently decided that the NPA modality would be indefinitely set aside and support to the education sector would take the form of an expanded BES Project. This project, currently under design, will assist the government in developing institutional capacity and establishing an information base that will allow it to implement a policy-related reform based upon the goals and objectives of the BERP Program. For this reason, the EOPS, conditionality, and intended impacts/outcomes of both the original 1991, and amended 1993, designs are of interest. Where appropriate, information for each (1991 and 1993) has been provided in the summary below.

At the time of Kadoma meetings (January 1994), design of the amended BES Project had not begun, therefore, some of the information presented below is highly tentative.

I PROGRAM/PROJECT SUMMARY

- A Program/Project Purpose**
To make a more effective, efficient and sustainable basic education system accessible to more Namibian children
- B Funding Level**
\$35.0 million in non-project assistance
In project assistance
- \$ 0.5 million (1991)
 - 1.0 million (1992)
 - 3.5 million (1993)
 - 7-8 million (1994)
- C Life of Program/Project**
Start 1991 End 1996 [1998]
- D Summary of Conditionality**

Initial 2 years Planning and baseline data activities to meet preconditions needed for steady and measurable progress toward EOPS during final three years of the project

Final 3 years Progress toward EOPS reduced cycle time, reduced cycle costs, increased primary completion rate, increased access to Basic Quality Standards (BQS) schools

1993 Draft Amendment

Initial 4 years Planning and baseline data activities to meet preconditions needed for steady and measurable progress toward amended EOPS during final four years of the project years of the project

Final 3 years Mechanisms to target USAID disbursements to MEC and investment in reform as opposed to general budgetary support Progress toward EOPS reduced inequality in expenditure per learner, reduced inequality in learner teacher ratios, increased access to BQS schools, curriculum reform including provision of instructional materials

E Nature of Project Assistance

- 1 personal services contractor working as program manager for the USAID Mission

F Current Status

Two tranches have been released The Government of Namibia and USAID were unable to reach agreement over an amendment to the program in the summer of 1993 Currently the project portion of the program is supporting re-design activities

II INDICATORS EOPS and APIs

NAMIBIA	INDICATORS	
	EOPS	API
ACCESS		• Increase in gross enrollment rate
EQUITY	<ul style="list-style-type: none"> • Reduction of approximately 50% in the inequalities of public resource expenditures per learner (1993) • Reduction of approximately 50% in the inequalities of learner/teacher ratios per learner (1993) 	

NAMIBIA	INDICATORS	
	EOPS	API
EFFICIENCY		<ul style="list-style-type: none"> • Increase in completion rates • Decrease in wastage and repetition rates
QUALITY	<ul style="list-style-type: none"> • X% increase in the percentage of students attending BQS schools (target to be set by tranche 4) • New, learner-centered, coherent, balanced and relevant curriculum will be in place throughout the basic education system 	<ul style="list-style-type: none"> • Improvements in achievement in core subjects • Increase in pass rate on national examinations • Increase in # of schools providing a minimum quality of education
SUSTAINABILITY		
OTHER		

III IMPACTS/OUTCOMES

The greatest challenge facing the education sector in Namibia is the dismantling of the inequities and inefficiencies engendered by the former government's system of apartheid. USAID's support to education reform in Namibia attempts to assist that process through conditions targeting the consolidation of the separate systems created under apartheid and the equitable reallocation of resources.

The first major reform supported by USAID was the integration of the former eleven separate education authorities, each defined in terms of a specific ethnic group it was designed to serve, into one single, unified educational system. In addition, six Regional administrative authorities have been established, a seventh is planned for 1994 and the education ministry has developed a plan for rationalization of the sector's administrative structure that will be put into effect during early 1994. Districts located within the former ethnically-defined homelands have been granted new legal status, which will allow financing for teacher's homes in those areas. Schools with the worst academic records in each community are being closed and their students transferred to the better schools in that community, a process which will decrease the duplication of facilities created by the apartheid system on the local level. Similarly, schools with the lowest student-teacher ratios, usually the formerly all-White schools, are required to admit additional students to adjust their ratios to the level of other schools in the same community. Schools refusing to admit these new students are closed.

The education ministry's efforts to redress the inequities it inherited are also dependent on its ability to collect, analyze and use information on the availability and quality of education. The education ministry is in the early stages of the process of developing a comprehensive information system. The Information, Statistics and Data Division of the ministry has made progress in terms of data collection, processing, and, especially, integrating educational data with geographic and demographic information in a Geographic Information System.

Another area severely affected by years of an apartheid driven education system is curriculum. USAID has supported the establishment of the National Institute of Educational Development with a focus on curriculum reform and development. The intention is to make education both more relevant and more accessible to the majority of Namibians than was the previous, teacher-centered system, which assumed that many children cannot and will not learn.

In conjunction with curricular reforms the education ministry has: i) provided curriculum-related, in-service training at various sites, including the regional teachers' centers, the head office region, Windhoek, and in school clusters, ii) provided subject advisory services responsible for subject supervision at school sites, iii) recruited non-Namibian qualified teachers particularly in critical subjects such as science, English and mathematics, and iv) deployed non-Namibian subject specialists to broaden the base of subject-specific support to teachers, and v) designed and distributed new syllabi and textbooks, particularly in Grade 4 mathematics and as part of the junior secondary curriculum reform initiative,

In order to improve the quality of school management, one of the first objectives of the sectoral reform was to train primary school principals through in-service programs. The ministry's plan called for training of trainers in each region, training for principals, evaluation of the workshops, development of a training manual and training for school inspectors. The 25 trainers for the regions have been trained and 300 primary school principals have also been trained.

UGANDA
Support Uganda Primary Education Reform (SUPER)

I PROGRAM/PROJECT SUMMARY

A Program/Project Purpose

- 1 Improve the quality of classroom instruction to enhance students' acquisition of basic skills
- 2 Improve the efficiency of local level education administration, management, and accountability
- 3 Reduce inequities in access to and persistence in primary education

B Funding Level

\$83 0 million in non-project assistance
\$25 0 million in project assistance

C Life of Program/Project

Start 1992 *End* 2002

D Summary of Conditionality

Establish steering committee to oversee implementation of program Improve terms and conditions of service for primary school teachers Set up a program of competitive grants to primary schools that reward initiatives to improve school quality and raise persistence rates of disadvantaged groups, especially girls Purchase and distribute textbooks and teacher's guides to all government-aided primary schools, P1-P7

E Nature of Project Assistance

- 17 person-years of long-term foreign technical assistance
- 121 person-years of local staff for Teacher Development and Management System (TDMS) office and field posts
- 91 person-months of short-term foreign technical assistance
- 103 person-months of short-term technical assistance for training
- Approximately \$5 million worth of equipment and materials
- Targeted support for agreed policy reforms

F Current Status

The program component has been in operation for one year The project contract was awarded in May 1993 The technical assistance team arrived in July The first tranche (\$10 million) was released on August 27 and the second tranche (\$11 million) on December 29, 1993

II INDICATORS EOPS and APIs

UGANDA	INDICATORS	
	EOPS	API
ACCESS		<ul style="list-style-type: none"> • Improve internal efficiency
EQUITY		<ul style="list-style-type: none"> • Increase in retention of girls
EFFICIENCY	<ul style="list-style-type: none"> • Improved teachers conditions leading to commensurate salary rewards for good work and recouped recognition for the profession • Efficient resource distribution and accounting system in place for district and school-level personnel • Improved management of teaching service * 	<ul style="list-style-type: none"> • Decrease in # of years provided per graduate
QUALITY	<ul style="list-style-type: none"> • Classrooms equipped with textbooks and teachers' guides in the four core subjects • Effective primary teacher training system integrating in-service, pre-service, and management training and support to teachers • Active participation of parents and community leaders in improving the quality and encouraging retention in their primary schools 	<ul style="list-style-type: none"> • Increase in number of students passing P1-7 • Increase in availability of books • Increase in number of trained teachers
SUSTAINABILITY	<ul style="list-style-type: none"> • Recurrent government budgetary provision for higher teachers' salaries • School management, resource allocation and accountability decentralized to the district and community level • Recurrent allocations for instructional materials * 	

* EOPS not included in the PAAD but which have subsequently surfaced

III IMPACTS/OUTCOMES

Reduction of inequities in access to and persistence in primary education is the most complex of USAID's education program targets. Girls' persistence, for instance, is closely linked to cultural norms, marriage patterns, and parental values -- all of which are difficult to influence. Uganda's 1992 national female enrollment average of 43% spans a district range between 27% and 52%. Female enrollment in Primary 7, the terminal primary grade, has been 38% for the last three years.

The intervention considered most effective in tackling this problem is through mobilizing communities to hold them accountable for equity and quality in their education programs. As a result of USAID's policy dialogue, the Government of Uganda has established procedures for making grants to schools that boost the persistence of disadvantaged groups, especially girls. The government has budgeted the equivalent of \$300,000 for the school grant program for fiscal year 1993/94. Both the education ministry and USAID's institutional contractor have recruited staff to mount community mobilization campaigns.

In 1993/94, Uganda honored its agreement with USAID by budgeting for key recurrent expenditures, including

- \$300,000 for school incentive grants,
- \$3,000,000 for core textbooks and teachers' guides, and
- \$15,000,000 for raises in teachers' salaries

The government's reform program establishes one primary objective of recouping teaching as a respected profession. One intervention central to that objective which USAID has supported, was the raising teacher salaries to a targeted "living wage" of 70,000 Ug Shs. In the first year of the program, USAID budgetary support has helped facilitate an increase from 13,000 Ug Shs (US \$11) 35,000 (US \$29) for the lowest paid qualified teacher. This represents a 143% increase in real terms over 1992-93. The education sector is working with the Ministry of Public Service and the Ministry of Finance and Economic Planning to streamline the teaching service and improve its terms and conditions of service.

The Ugandan government is implementing a new public service review and reorganization policy intended to reduce the size of the civil service and to boost its efficiency. The education sector administration at ministry headquarters and the teaching service in the field are both being down-sized and streamlined. The teacher payroll has already been reduced from 114,867 employees in February to 95,272 by November in 1993, with thirteen districts still to have their payroll cleaned. Furthermore, government will conduct a physical census of all primary schools in April 1994 to verify the payroll and obtain information to establish staff ceilings for each school.

A management training program originally scheduled for April 1994 was moved forward to November 1993 to equip key personnel at the district and school levels with ample management skills to enable them to handle critical start-up activities.

To garner efficiencies in the procurement and provision of educational materials, the education ministry has replaced its closed, centralized book procurement system with a new policy introducing competition among private sector publishers, laying the groundwork for a sustainable system of providing instructional materials to schools. An Instructional Materials Unit has been set up to implement the new policy and publishers have started submitting primary textbooks for vetting and subsequent selection by schools. In addition, for the first time in twenty years schools are being allowed to choose the textbooks that they want to use. They can also anticipate an improved book-pupil ratio by the end of the year.