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CONCEPT PAPER
GHANA PRIMARY EDUCATION
IMPROVEMENT

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EXECUTIVE SUMMARY
GHANA PRIMARY EDUCATION IMPROVEMENT

I. Background and Description of the Problem

After a decade of neglect of its education sector due to severe economic hardships Ghana embarked on a comprehensive educational reform in 1986. The reform seeks to increase access to education at the basic level (ages 6 - 14), improve relevance, increase equity and make the system more cost effective.

Under the reform pre-university training is reduced from ~~17 to 12 years~~, Middle Schools are replaced by three years of Junior Secondary School (JSS), and Secondary Schools are replaced by three years of Senior Secondary School (SSS). Basic education, grades 1 through 9, is compulsory and free (except for book and material fees). Entrance to secondary and tertiary education will be on a competitive basis. The reform reorients the curriculum at all levels to a more practical and vocational focus, seeks to improve the quality of teaching and supervision, and increases community participation. In addition the reform will maintain education costs at a manageable level and shift resources within the education budget from the tertiary and secondary level to basic education.

Ghana is being assisted in implementing its reform program by the IBRD which has provided a large education sector credit (EDSAC) and smaller contributions from other donors. The EDSAC has provided a mechanism for coordinating donor activities and monitoring the achievement of policy and performance objectives.

By all measures, the reform program has begun well. The JSS system will be fully operational and the Middle Schools completely phased out within the next year. Development of new curricula, syllabi, and texts for basic education is proceeding in a timely fashion. A good deal of pre-service and in-service teacher training geared to the JSS structure is taking place. New systems for the improvement of supervision and community participation have been developed and will soon be implemented. The education budget is being controlled and several cost reducing and recovery programs have been implemented.

However, there is now the realization that the foundation on which these reforms rest is faulty. The primary school system is seriously underperforming. It is characterized by low enrollments, high wastage, unequal access to primary education between sexes and geographical areas, and numbers of ill-literate graduates. These problems are primarily due to the large numbers of ineffective teachers and headmasters that staff Ghana's 10,000 primary schools. Approximately half of the 60,000 primary school teachers are untrained. Of these many are themselves barely literate Middle School leavers. While staff discipline and availability of books has greatly improved since 1986, many schools still lack basic learning/teaching materials and competent teachers and headmasters. These problems are particularly severe in the more remote rural areas. Since education is sequential the JSS, and SSS reforms are endangered by the inadequate preparation students are receiving in the primary system.

II. Proposed USAID Response

The commitment of the Government, the ability of the MOE to implement the reform program, and the EDSAC framework for policy and performance indicators provides a rare opportunity for AID to play a pivotal role in the reform movement without having to undertake the burden of negotiating policy reform and conditionalities.

A realistic and cost effective program can be designed that will significantly improve delivery and quality of education at the primary level. Expected output measures would include:

- literacy and numeracy for P6 completers
- increase of participation rates for primary school age cohorts
- decrease in inequities by region and sex
- increase in the proportions of trained teachers.
- increased accountability and delivery of education

A five year program should allow enough time for significant improvements in the system. However, lasting and long-term success requires a more sustained effort. A second phase project should be anticipated that would sustain and increase the gains made initially and introduce more advanced programs and technologies.

The initial program proposed would contain a mix, to be determined at the PID stage, of the following components:

Pre-service teacher training. A combination of capital investment to upgrade the Teacher Training Colleges (TTCs), the provision of teaching aids and materials to newly trained and employed teachers, and in-service training for the tutors at the TTCs.

In-service teacher training. Substantial support in this area is anticipated in several possible ways: funding costs for the in-service training of trained and untrained teachers, and newly hired teachers; upgrading the 50 already identified in-service training centers, and perhaps other facilities that may be needed (such as the Salipond Center outside Accra).

Housing for headmasters and teachers in difficult districts. This component is intended to attract qualified headmasters and teachers to the more remote districts by providing assistance to communities to build modest houses with an office and a store-room attached (for school equipment and supplies).

Supervision and school management. This component provides budgetary support for the initial and in-service of training of District Directors and Supervisors, support for transport (bicycles and mopeds), and some third country short-term training for key personnel.

Provision of texts, exercise books and learning materials. Continue, with perhaps some small expansion, the support for such material currently being provided under EDSAC I.

While the MOE has the capacity to deliver the program envisaged it does not currently have the central office capacity to manage the coordinating, reporting and accounting functions that would be necessary for such a program. The creation of a Program Management Unit (PMU) similar to the PMU for EDSAC would provide the control needed for such a program, keep it under GOC control, and not add to the Ministry's recurrent costs once the program is over.

III. Program Development Activities

A great deal of relevant baseline data and other information has been collected and analyzed by the MOE. However, there are several important gaps that must be filled and decisions that must be made. These include:

Baseline data on pupil achievement levels in primary school.

A systematic study of the skills and experience of existing primary school teachers, particularly the MSLC teachers.

A careful projection of qualified primary teachers needed, and sources for new teachers. A detailed and realistic plan for recruiting and training needed teachers must be made.

A comprehensive in-service training plan for primary school teachers must be developed to insure that appropriate and sufficiently intensive training is provided.

CONCEPT PAPER

GHANA PRIMARY EDUCATION IMPROVEMENT

I. Education Sector: General Description and History

By the mid-1970s Ghana had transformed its education system from the handful of first and second cycle schools it inherited at independence into one of the best systems in Africa. Ghana could boast of one of the highest literacy rates in Africa as well as an extensive system of schools at all levels. In 1975, however, the system began a steady and precipitous decline that lasted for ten years, roughly the same period in which Ghana suffered economic recession. The period was characterized by inadequate funding for all aspects of the system and a large scale exodus of teachers. Working conditions, teacher morale, staffing, supplies of text books, teaching aids, and writing materials all seriously declined. Physical infrastructure deteriorated due to lack of budgetary support for maintenance and replacement. New construction of schools was virtually halted. The proportion of GDP devoted to education declined steadily from 6.4% in 1976 to 1.4% in 1984. Between 1978 and 1984 primary school enrollment declined by 30% and middle school by approximately 25%. The decade from 1975 - 1984 was also characterized by high drop-out rates, an increase in inequities between regions and sexes, and a serious drop in the achievement levels of graduates from primary and middle schools.

The private sector in primary education has historically served a small (6%) portion of the total enrollment and is maintaining that position with little change. The private schools suffer from the same problems as the public schools. This group should not to be confused with the religious-based schools managed by various religious organizations. They receive teachers from the Government and are closely supervised by the Ghana Education Service (GES). The Government of Ghana (GOG) is somewhat ambivalent about the role of private education and is not currently receptive to any increased role for private, for-profit primary education.

II. The Educational Reform Movement

Ghana has a long history of seeking to reform its educational system. A series of Government White Papers in the early 1970s laid out the basis for the desired reforms. Although the reform plans for both content and structure were accepted officially in 1973, they were not implemented beyond the experimental stage. In the mid-1980s the reform plans were revived and discussions began with the World Bank to provide economic support for their implementation. The report of a National Commission on Basic Education in 1986 set out the official package of reforms supported by the GOG.

The reforms seek to increase access to education at the basic level (ages 6 - 14), improve the relevance of the curriculum, increase equity and make the system more cost effective. The reforms recast the education structure from 17 years of pre-university training to 12. Under this structure the country would provide nine years of basic education consisting of six years of Primary School, and three years of Junior Secondary School (JSS). Basic education would be compulsory, free (except for book and materials fees) and provided to all in the six to fifteen age group. It would be followed by

three years of Senior Secondary education and four years of University study, which would have competitive entrance standards. The old system, presently being phased out, has six years of Primary School, followed by four years of Middle School, five to seven years of Secondary School and a three year University program. Currently only about 65% of the primary school age population and 55% of the middle or JSS age group attend school. Reducing the number of years, along with improving the efficiency of the system is intended to provide better, more relevant education to larger numbers of pupils at a cost which can be supported by Ghana in the future.

The reform will reorient the curriculum at all levels to a more practical and vocational focus. Six developmental objectives have been formulated for Primary School children: 1) literacy and numeracy; 2) inquiry and creativity; 3) sound moral attitudes and appreciation of cultural heritage; 4) adaptability; 5) manipulative skills; and 6) good citizenship. In the last two years syllabi and text books have been completely rewritten and provided to all JSS students at a low cost. In-service and pre-service teacher training programs are being developed to orient teachers and headmasters to the new reforms and curricula. Over 4,000 Junior Secondary Schools have been established in the past two years and the existing Middle Schools and Continuation Schools will soon be phased out. Plans have been formulated for the phased replacement of the existing secondary schools with new three year Senior Secondary Schools beginning in Fall 1990. New curricula, syllabi, and texts are being written and in-service and pre-service teacher training to introduce the new approach are being designed.

A key concern of the reform has been the quality of school administration and teaching. Over the last two years the accountability of headmasters and teachers has improved with tighter enforcement of regulations and controls on teacher absenteeism. In a recent exercise thousands of "ghost teachers have been removed from the rolls and over 5,000 excess non-teaching personnel were terminated. A hiring freeze on untrained teachers has been in place since the beginning of EDSAC I and is being monitored by the World Bank. In the near future a new teacher and school supervisory system will be implemented with the hiring of 700 district level supervisors to replace a less qualified cadre of inspectors now in place.

The reforms also seek a greater involvement of communities in the schools both as a means of sharing costs for text books, furnishings and school buildings and as a means of insuring greater accountability of the school to the community. For example, text book fees been instituted and boarding subsidies gradually removed. Local communities are required to provide buildings and furnishings for their schools. A new district education organization will soon be implemented which will give local districts and communities more authority and responsibility for monitoring and financing Primary and Junior Secondary Schools. Sub-district organizations such as Village Development Committees, and Parent Teacher Associations (PTAs) are being encouraged to take a more active role in their schools.

Educational expenditures are constrained by the policy conditions in EDSAC I as well as by the conditions of the Economic Recovery Program being financed by the IMF and the World Bank. Education currently receives 25% of the total budget and 38% of the recurrent budget. Within the education sector budget, Primary education has the largest share and that share is increasing -- moving from 36% in 1988 to 43% in 1989. The increase in share for Primary education came at the expense of the Secondary and Tertiary education budgets. Draft policy conditions for EDSAC II support a continuation of these patterns of financing in the future.

III. Donor Activities

The primary donor to the education sector is the World Bank which is supporting two programs in the education sector. The first began two and a half years ago as part of the Economic Recovery Program and provided \$5,000,000, mainly for Primary and Junior Secondary School texts and exercise books. There is a partial cost-recovery scheme which has already accrued over \$500,000 which will be used as a revolving fund. The Canadians have agreed to provide over \$4,500,000 (Canadian) worth of paper which is also being used for texts and curricular materials.

The Bank's major program is its \$34,000,000 Education Sector Adjustment Credit (EDSAC I) which seeks to support the GOG's sector-wide educational reform program as described above. The bank funds are tranced and keyed to meeting policy and implementation conditions. First tranche conditions included: Approval of the Government's draft budget for education expenditures for 1988; Replacement of Class 1 Middle School by Class 1 of the new JSS; Completion of an audit of staff on the payroll of the MOE and its educational institutions; Continuation of the freeze on the number of teacher posts and on the recruitment of untrained teachers; and, Reduction by 50% of food and boarding subsidies at all secondary and tertiary level education institutions. The first tranche review was successful and the second tranche was released on time. The third tranche review has been delayed for several months and is now scheduled for August, 1989. Important second and third tranche conditions include the reduction of intakes into traditional technical institutes, the development of standardized tests for Primary and Junior Secondary Schools as well as various performance targets for the development of the Senior Secondary School reform.

The ODA and the British Council have just begun a project to assist the 38 Teacher Training Colleges. Approximately 2 million pounds sterling worth of technical assistance and commodities is being provided, geared to helping with the JSS reforms. The Norwegians and OPEC are providing about \$4,000,000 in primary and JSS school construction. The Swiss and the British are providing about \$1,600,000 for science equipment for the JSSs. And UNDP and UNESCO are providing about \$500,000 in technical assistance and micro-computers to the planning unit of the MOE.

Because of Ghana's progress in its reform program and its demonstrated ability to manage EDSAC I funds, development is under way (An appraisal mission is scheduled for July 1989) for a World Bank EDSAC II loan which will focus on supporting the implementation of reforms at the Senior Secondary level.

IV. POTENTIAL FOR USAID INVESTMENT IN PRIMARY EDUCATION

The educational reforms of the MOE have begun well. They are currently in the second year with JS1 and JS2 classes under way. The first JS3 classes will enter in the Fall of 1989. The secondary reforms will get under way in Fall of 1990 when the first Senior Secondary Schools (SSS) open. Development of new, more practically oriented curricula, syllabi, and supporting textbooks are proceeding in a fairly timely fashion so far. Generally the Bank is pleased with progress and is optimistic about the capacity of GOG to continue the reforms as planned. Disbursements on the first EDSAC are nearly on target, currently running about four months behind schedule, which would complete spending around July of 1990. The ability to disburse on schedule is an encouraging sign of the ability of GOG to manage and implement sizeable donor assistance both in project and sector assistance forms.

However, there is now a realization that the foundation on which these reforms are to be built is faulty. The primary school system is seriously under-performing. Some even go so far as to describe the recent output of the primary schools as the "illiterate cohort." The combination of large proportions of untrained teachers - approximately 50% in 87/88, poor morale, little or no supervision, lack of accountability of headmasters, and a decade of neglect by the government, has created a primary school system whose graduates are seriously deficient in even the most basic skills. Current JSSs are finding it necessary to offer intensive remedial English courses before regular JS1 work can start. Bank staff and MOE officials now realize that the reforms supported under EDSAC I in Primary education did not sufficiently address issues of quality.

The EDSAC structure of policy reform has set in place a framework for rationalization of the structure, management, and financing of the educational system. Bank monitoring of performance through their policy matrix and regular tranche reviews creates a setting in which other donors can work without having to also take on the burden of negotiating and monitoring policy reform. USAID can take advantage of this arrangement, since most of its policy goals for basic education (as set out in the Africa Bureau's "Basic Education Action Plan" see pp. 9-12) are being dealt with through the EDSAC mechanism. Working within the overall structure of EDSAC also provides a mechanism by which donor cooperation is enhanced, so that all donors are contributing to a coherent set of goals which have the full support of the GOG.

V. POSSIBLE OPTIONS FOR AID ASSISTANCE TO PRIMARY EDUCATION

A. Why Primary Education?

The situation outlined in the above sections presents AID with a good opportunity to provide substantial, badly needed assistance in Basic Education to Ghana. Addressing these problems is an urgent task which must be undertaken rapidly if the reforms at the JSS and above are to reach their potential. The activities of the World Bank and other donors, referred to above, provide only limited assistance to Primary education.

The problems with Primary education are large-scale and systemic. To have a noticeable impact on the system, any assistance must help the GOG improve the whole range of inputs needed for a quality school system. The revitalization of primary education will require qualified teachers, appropriate curricula, texts, writing materials and learning aids, school buildings, strong supervision and management, and incentives which allow the recruitment and retention of good teachers. The GOG is aware of these needs and has plans for addressing many of them, but lacks the resources needed to solve the problems without large-scale assistance.

The task is large and complex and needs to be addressed both as a short-term emergency and as challenge to build a long-term set of institutions which will be sustainable. AID assistance can be critical in helping the GOG achieve both these goals.

B. Proposed Program Objectives

We believe a realistic and cost-effective program which will significantly improve the delivery and quality of education at the Primary level, can be designed using a mix of the options discussed in the next section. We envision a ten-year program of assistance, split into two five-year periods.

The first five years should allow sufficient time for the following measurable outcomes to be achieved.

- A substantial increase in literacy and numeracy levels for P6 completers.
- An increase in participation rates for age-cohorts
- A decrease in current inequities by region and sex
- A significant increase in numbers of trained and competent teachers.

Since very little baseline data is currently available, the creation of specific performance targets for these outcomes is problematic. Once baseline data is generated, realistic benchmarks can be readily developed. The technical input package being proposed is a proven one and can be expected to have the desired effect on the outcomes. Release of program funds can be tied to performance targets related to these outcomes as well.

Five years should allow sufficient time for significant increases in the delivery of a quality primary education program. However, considering the complexity of reforming an entire basic education system a longer sustained effort will be necessary. Conditional upon a positive assessment of the program and the reform effort, a second phase project should be anticipated to reinforce the gains made initially and to introduce more advanced programs and technologies when the basic system is in place and functioning efficiently.

C. Options for AID action in Primary Education

The following options provide ways in which AID can assist the GOG in improving the quality of Primary Education. The options discussed below cover the full range of inputs along with some discussion of their relative attractiveness for AID. Final decisions on the best combination of options should be a product of the process which results in a Project Identification Document (PID) and the Project Paper.

1. Pre-Service Training of Teachers. Primary and Junior Secondary Teachers are currently trained together, with a common curriculum, at 38 Teacher Training Colleges (TTCs) located throughout Ghana. GOG is currently reviewing suggestions that there be some differentiation between the training for primary teachers and those for JSS level. The British are providing ODA assistance to these TTCs, although the focus is mostly on the subjects and teaching methods needed for JSS teachers. ODA is also providing teaching aids and small resource libraries for the TTCs (as well as for all 4500 JSSs).

As of Fall 1987 entrance to the TTCs was limited to those with "O" level qualifications, and the former post-middle-school, four year training course is being phased out. The goal is to substantially upgrade the quality of the new teachers entering both Primary and Junior Secondary teaching posts. However, these new qualifications, combined with several other factors have made recruitment of qualified and interested candidates more difficult. Factors thought to be hindering recruiting include the poor conditions of service for teachers, including the very real probability of posting to remote rural areas, the relatively low allowance for students at the TTCs in comparison with allowances paid in nursing, agriculture and forestry schools, and the low status of the teaching profession in general.

In Fall of 1987, approximately 2000 post "O" level candidates entered the TTCs and in the Fall of 1988 only 1750 candidates entered, even though capacity was considerably greater than that. As soon as the post-middle school course is fully phased out - by Fall of 1991, the TTCs would have a capacity of at least 5,000 entrants per year. The capacity of these institutions needs further study. Current enrollment in the 38 TTCs is about 15,000 but several years ago enrollment was apparently over 20,000. The facilities of many TTCs are of very low standard and substantial upgrading is needed to make them attractive and effective. Improving their quality would likely also improve their attractiveness for potential teachers as well.

AID Options. AID options in pre-service include a mixture of capital investment to upgrade facilities and expand capacity (note that some of the upgrading would also benefit in-service education as explained in the next section), provision of teacher aids and materials for newly trained and employed teachers, and payment of expenses for upgrading of the tutors at the TTCs. Careful assessment of the physical plant and equipment of these institutions would provide a basis for upgrading to a minimal standard needed for effective pre-service (and in-service) training.

In the first phase, relative to in-service education, AID should probably do less in pre-service, but the long-term quality of primary education depends on an enlarged and steady flow of high quality, trained teachers. This is particularly true if the combined goals of improving quality, providing nine years of basic education to all students, and expanding capacity to meet the substantial increase in school-age population in Ghana are to be approached in the next ten years.

2. In-Service Teacher Training. The existing teaching force contains about 50% untrained teachers - a category which contains teachers who have a Middle School Leavers Certificate (MSLC) and no other training (also known as pupil teachers), as well as both "O" and "A" level graduates with no teacher training. In-service training is viewed both as a long-term, on-going need to keep experienced teachers current, and as a short-term, crisis-addressing mechanism for upgrading the knowledge and methodology of untrained and in many cases poorly educated teachers. The two tasks require somewhat different strategies and have different implications for institution building and recurrent costs.

The most serious problem, and the greatest need for immediate in-service training lies with the MSLC group who account for nearly two-thirds of the untrained category. This is a diverse group containing teachers who have taught for many years and who received their education before the decline in the educational system, as well as many others who have been recently hired and whose basic skills in English and Math are seriously flawed. The MOE has indicated that it wants to use district level supervisors to assess the skills and potential of this group and thus to identify those who are considered suitable for further training and long-term employment. A variety of mechanisms are being used to up-grade this group, including an existing modular training program being run at a few TTCs, which is being phased out, an "O" level equivalent night school program run by GNAT which serves teachers near larger urban areas, and possibly an intensive, longer-term program as yet to be identified.

The remainder of the MSLC group is to be replaced or let go in the next few years. Replacement is to come from various sources, both trained and untrained: graduates from both post-middle and post-"O" level courses at the TTCs. (Current enrollments would predict an output of between 4,000 and 5,000 per year for the next three years); direct hire of "O" and "A" level graduates (There is a substantial pool of outside applicants who resit examinations yearly in the hopes of bettering their scores - 15,000 at "O" level and 8,000

at "A" level by one estimate); National Service teachers - those in their first year of service as well as substantial numbers who continue on to a second or even third year of service while waiting to enter tertiary institutions.

Predicting whether these sources will be sufficient will require a detailed study of supply and demand of Primary level teachers. The existing study by Pandit and Asiamah provides a good foundation, but a more detailed analysis of the stock and supply of teachers from various sources is needed. Whatever combination of new, untrained teachers and upgrading of existing teachers -- both trained and untrained -- is ultimately used, the need for in-service training will be substantial.

MOE has already put in place a large-scale mechanism for short-term, in-service training and has demonstrated its capability by mounting programs for JSS teachers, headmasters and inspectors. Fifty in-service centers have been identified -- most are TTCs or boarding secondary schools -- which can be used during vacation time for in-service training. As many as 10,000 people have been trained simultaneously in courses of two or three weeks duration, using this mechanism. Yet problems of capacity remain, when one notes that there are more than 80,000 basic education teachers (Primary and JSS), and that these fifty sites can only be used during vacations -- effectively about 9 weeks per year.

- Failure to address the problem of low quality in primary education quickly will sacrifice the cohorts of pupils who are now in forms P1 to P6. Many are so weak as to jeopardize their ability to participate effectively in the new JSS and SSS curricula. If nothing significant is done, then we can expect that the first six or more groups entering the new JSS1 (two have already entered) will be generally weak and substandard. The inevitable result will be poor performance in JSS leaving exam for at least the first six years of output. When put in this context, the urgency for substantial additional resources for in-service education becomes apparent.

AID Options. AID can provide support for inservice education in the following ways: a) funding the costs of in-service training for existing teachers - both trained and untrained; b) funding costs of training newly-hired untrained teachers (These will be essential in the implementing the policy of replacing MSLC teachers as quickly as possible); c) Providing capital improvement and equipment packages to the fifty in-service training sites; and d) supporting other, to be identified training sites and options to increase the immediate capacity for in-service training. Since the numbers needing training are substantial, the amount of resources needed in the short-run is considerably beyond the capacity of the MOE to finance. A major need for extensive in-service training should be confined to the next few years until the output from the TTCs can replace untrained teachers. The quantity of in-service education would then be reduced to a more manageable level.

AID may also wish to invest in the rebuilding and expansion of the training facilities at Saltpond -- near Accra, which are traditionally used for super-

visory and management personnel in the MOE, but which could also be employed for headmasters and even teachers. The advantage of Saltpond is its year-round availability and relatively central location. It has been used in the past for training of trainers for the large in-service training programs. (The concept team has not investigated this option, so its advisability and feasibility needs further discussion.)

Investment in in-service education is the critical component in addressing the crisis in Primary Education in the next five years. Substantial AID assistance in this category is really the key component of the overall proposed program.

3. Housing for Headmasters and Teachers in Difficult Districts.

Recruitment and retention of trained teachers, especially in the more remote districts is a major problem. Improving their terms of service is necessary to make teaching more attractive. Yet at the same time the government is constrained by their recurrent budget capabilities and stringent IMF conditionalities on public sector wages (Note that teachers make up fully half of the total civil service). Improving salaries or allowances, even by small amounts has significant effects on the recurrent budget, and raises questions about the sustainability of such improvements.

Discussions with Senior MOE officials have repeatedly elicited comments about the lack of housing for headmasters and teachers. Their comments are echoed by headmasters and district officers. Providing housing has several advantages: 1) It is essentially a one-time capital expense, 2) the recurrent cost implications can be met by charging rent (normally 10% of salary) and putting the proceeds into a revolving fund to finance maintenance, and 3) housing would provide a strong incentive to recruit and retain qualified people as headmasters and teachers.

Government policy, which is now being put into place, provides for decentralization of support for basic education to the district and community level. Construction and maintenance of Primary and Junior Secondary schools is already the responsibility of the community, often with no government inputs at all. Parent Teacher Associations, Village or Town Development Committees, and sometimes Committees for the Defense of the Revolution (CDRs) provide the mechanism by which funds are raised and community inputs are mobilized. Housing for headmasters and ultimately teachers can be approached in a similar fashion. Under EDSAC I and with Norwegian assistance, materials have been provided to difficult districts to build pavilions -- roofs on poles to provide classrooms where the community can ultimately fill in the walls with whatever local materials are appropriate. Clearing the land and providing the labor to build the pavilions is a community responsibility.

AID Options. A significant component of assistance to Primary Education could be in the form of budgetary support for construction of housing. In the first phase emphasis would be placed on building headmaster's houses for schools in difficult districts. AID program support would assist the MOE in covering the costs of materials needed. Communities would be responsible for

donating and clearing the site and providing most of the labor. The extent of required community contribution could be put on a sliding scale related to the wealth of the community, with the greatest subsidies going to the poorest and remotest locations. Rent would be charged to cover maintenance, and to build up a fund to support additional housing.

MOE officials in consultation with the Ghana National Association of Teachers (GNAT) have proposed a simple design for rural headmasters consisting of two bedrooms, a detached kitchen and a detached KVIP toilet. In addition they suggest a small office/storeroom attached to the main house. The office would be used by the headmaster and the storeroom would provide a place to keep texts, teaching aids and supplies. In most schools now there is no place to keep anything. This design has the advantage of combining housing with facilities which will directly support improved management of the school and support for provision of teaching materials in the classroom.

The resources required by this category are substantial. Implementation of housing assistance could be phased to target the most needy districts initially and to provide a basis for evaluation of the impact of the housing on the schools. If the program proves successful, it could be expanded in a second phase to include clustered housing for teachers, perhaps three to a compound, for the most rural schools.

4. Supervision of Teachers and School Management. The Inspectorate section of GES has plans for a substantial restructuring and strengthening of the mechanisms used to both supervise and to monitor basic education. Central to these plans are upgrading the district level inspectors and restructuring their job descriptions. The new positions will be called supervisors to emphasize their role in supporting and training in addition to their responsibility for monitoring performance. Qualifications for the new posts include nine years of teaching experience, post "O" level training, and a rank of Principal Superintendent. About 700 of these posts will be needed. Each supervisor will have a circuit of about 20 Primary and Junior Secondary Schools. Training for the new positions will be carried out at four regional centers. The emphasis in the new plan is on providing in-service support and training for teachers through the supervisors who will work at the school and the circuit level. They will also be responsible for insuring that headmasters and teachers are performing appropriately.

Supervisors to be effective need transport and access to reliable allowances to cover their meal and lodging costs while out in the schools. EDSAC I contains funds to support a scheme whereby bicycles/motorbikes are provided to supervisors if they keep them in good running condition. (They are responsible for repairs and petrol). No scheme currently exists to allow supervisors to draw funds in advance of travel. Currently they must pay their costs and then submit for reimbursement -- a process that is lengthy and infrequently leads to actual reimbursement. Thus supervisors either don't visit schools because they have no funds, or they finance the costs out of their own modest salaries. Visiting inspectors often rely upon headmasters for food and lodging, which compromises their effectiveness.

In addition to effective supervision, the key to effective schools are strong and effective headmasters. Headmasters now have little if any special training, and in the more remote schools headmasters are untrained teachers -- sometimes even MSLC teachers. While MOE/GES has recently offered a brief course for headmasters, there is much room for upgrading the management and supervision skills of headmasters.

Similarly, there will be a need for training and support for the new positions of District Director of Education. Currently applicants are being interviewed to select the 110 people needed for these positions, which replace the existing Assistant Directors at the district level. Upgrading these positions is part of the overall program to decentralize responsibility to the local level.

AID Options. AID can provide budgetary support for a) initial training of new supervisors and District Directors, b) ongoing in-service training for both groups particularly as curricula and teaching materials are upgraded at the primary level, c) support for transport which supplements EDSAC funding for supervisors and support for transport at the district level, d) short-term training out of the country for key personnel in all sections of MOE and GES responsible for implementation and management of Primary education.

While the amount of assistance in this category will be small relative to the other categories, supervision and management is the key to an effectively functioning basic education system and must work effectively. Combining budgetary and technical assistance for these activities will provide essential inputs to the reform efforts in education.

5. Provision of Textbooks, Exercise Books, and Learning Materials. The long economic decline in Ghana had led to a situation where there were essentially no textbooks and no exercise books in the primary schools. EDSAC I with additional support from other donors, has provided a core set of four text books for each primary child and sets of exercise books for the next several years. Most of these have been delivered and the remainder are in the pipeline. Book fees of 120 Cedis per year are charged in P3 - P6. These are put into a revolving fund which will be used to purchase new texts and writing materials. While this sum is not sufficient for full cost recovery, it does raise substantial amounts of revenue.

Primary school classrooms are notable for the lack of any learning aids in the form of posters, charts, pictures and learning materials. Ultimately this problem is best attacked by training teachers to be able to make such materials themselves. In the short run though packages of materials which include both finished materials and supplies for creating more could be provided to selected schools. Part of this effort could be centered at the TTCs where new teachers would be taught how to make materials, and then given a kit of materials to take with them when they are posted to schools.

Schools also lack any sort of reading materials other than texts. The British Council is providing a set of 150 reference books for each JSS in the country.

Some supply of supplementary reading books to primary schools is also needed - at the very least in the form of dictionaries and atlases for upper grades of Primary School.

AID Options. AID can provide budgetary support for texts, writing materials, and supplementary books which will follow on from the support already provided by the World Bank and other donors. The existing Primary texts will be nearing the end of their useful life by the middle of any new AID assistance. Provision of classroom learning aids and materials for making them should be actively considered.

Depending on the scope of the effort, this category can be quite substantial in size. However, its probable impact on the quality of learning in the schools is high. Insuring that texts and learning materials are available is an essential part of the overall strategy of systemic improvement of the Primary Schools.

VI. GHANA'S CAPACITY TO IMPLEMENT THE PROGRAM AND RECOMMENDED MODALITY FOR ASSISTANCE.

A. Local Capability and Proposed Management Structure

In a large scale sector reform program a key ingredient is the government's commitment to implementing the reform. By any test Ghana has shown this commitment. While the IBRD and other donors have been instrumental in assisting the GOG, the policies and programs to carry out the reform have been initiated, developed and implemented on all levels by the Ghanians themselves. The question remains do they have the human resources to take on the additional management and delivery tasks necessary to improve primary education while at the same time going forward with JSS and SSS reforms?

In terms of carrying out the various tasks associated with the JSS reform, they have demonstrated that they have the capacity. While the education system lost many competent professionals from the mid-70s to the mid-80s, many more remained. These were often people educated in the old system who received good training. Furthermore, since economic conditions have deteriorated in neighboring West African states many mid-level Ghanaian educators have returned.

To carry out large-scale in-service teacher training in basic education the Ministry relies on a cadre of about one hundred resource people drawn from the Cape Coast University, the TTCs and from among district officers. These resource people serve as trainers of the trainers, who in turn train the remaining teachers attending in-service courses. On several occasions training courses have been run throughout the country for upwards of 10,000 educators at a time.

This is not to say that there are no problems on the delivery side. Many of the specialists in areas such as science and math need topping up through

short term training themselves. A more serious problem is morale. After more than a decade of neglect the morale and productivity of many remains at low levels. As the system improves, however, confidence and productivity can be expected to increase.

On the program management side the Ministry does not have the central office capacity to effectively manage large donor programs. This is due to three factors: the complexity of meeting donor requirements, an unclear division of power and responsibility between the Ministry of Education and the Ghana Educational Service (GES), and, most importantly, inadequate senior staffing levels. Regarding the latter two factors, the top of the management pyramid both at the Ministry and the GES is made up of a thin layer of very competent people. Some Director level positions and many at the Assistant Director level are unfilled. Even if filled it is unlikely the posts would be adequate to cope with managing large inflows of donor funded resources with all the accountability and logistical requirements that entails.

The situation is further complicated by an evolving redistribution of responsibility between the Ministry and the GES. The GES was established in the early 1970s as part of an early reform movement in order to strengthen the delivery of services to the schools. Curriculum development, planning, teacher supervision and training, procurement of supplies, and manpower planning was placed in the GES. However, the decade of educational decline was also a period of decline for the GES which suffered a loss of effectiveness and prestige. Recently some functions have been transferred from GES back to the Ministry, such as planning and budgeting, and procurement of supplies. The reform program has been managed by the Ministry through the National Implementation Committee which includes representation from the GES. At this point it is not clear what the future division of responsibilities will be between the MOE and the GES.

To manage the EDSAC Program a Project Management Unit (PMU) was established in the Office of the Under-Secretary for Schools. The PMU consists of eight professionals and supporting staff. It is responsible for managing and coordinating all aspects of the EDSAC program. All staff members are Ghanaians hired on long term contracts outside the Civil Service. They are supplemented by local and expatriate short-term consultants as needed. The PMU is hired by and works for the MOE and reports directly to the Under-Secretary for Schools. All expenditures are monitored through a contract with a local accounting firm.

We propose that AID create a similar management structure with additional personnel hired outside the Civil Service at terms necessary to attract the kind of professionals who are needed. This PMU would also be located in the MOE, probably with the same Under-Secretary for Schools. The exact nature of the linkages to GES which would be most desirable for the project and issues of creating suitably delegated management structures so that the Under-Secretary's office does not become overburdened, remain to be worked out during the project design process.

B. Modality for Assistance

Large scale technical assistance to Ghana is neither necessary nor desirable. Ghana does have the delivery system for the type of assistance required, and that assistance can be funded in local currency. There is also manpower available to manage such a program although not in the Ministry. This has been shown by the Government's successful management of the EDSAC loan. Moreover, the presence of expatriate technical assistance would not be acceptable to the Government as it would be seen as diminishing its control over the reform program.

We are proposing a Program Sector Grant with a small project element (15% to 25%) for off-shore expenses. The purpose of the program support would be to assist Ghana to attain its educational reform objectives by improving its primary education system. The major components of the program would be large scale in-service training to bring current staff up to standard, funding of houses for headmasters in difficult districts, support for pre-service teacher training, and provision of learning materials and supplies. These activities could be expected to have a negligible impact on recurrent costs in the future.

Off shore costs would consist of short-term technical assistance, participant training, a limited amount of commodities, and perhaps one long-term project coordinator. A desirable contracting mode would be to have one contractor, under the direction of the MOE, responsible for all off-shore inputs as well as financing the Project Management Unit, and helping to monitor all AID funds.

VII. INFORMATION AND STUDIES NEEDED

The proposed program focuses on the improvement of the delivery and quality of primary education through the increase in the numbers of competent teachers, improved supervision and adequate learning materials. A series of studies and plans are needed during the pre-program period to provide the basis for detailed planning of the assistance. Pre-program assistance should be available from AID to help the MOE carry out these studies.

Primary School Achievement: Currently there is little information available to measure Primary school achievement. To create baseline data for project monitoring and to plan needed interventions, systematic achievement data is essential. The MOE is committed to developing such testing for P6 and using it throughout the country as a condition of EDSAC II. Decisions are needed as to the timeline for this effort and plans regarding who will take the test. Ideally sample testing at other grade levels is needed as well to identify critical learning deficiencies before P6. These activities could also be integrated into the existing commitment of the GOG to implement a process of continuous assessment for all pupils in basic education.

Analysis of the Supply and Demand of Primary School Teachers: A systematic study is needed of the existing stock of teachers in the schools, particularly the experience and skill levels of the MSLC teachers. Distribution of teacher qualifications by grade is needed as well. With a complete map of the existing teachers then one can proceed to look at the various projected sources of supply. What levels of output can be reasonably expected from the TTCs? What numbers of teachers can be obtained from other sources like "O" and "A" level graduates who are unemployed, and the National Service. Are there significant numbers of former teachers who can be rehired? How does this composite of stock and supply compare with projected demand, both to upgrade the system and to cope with expansion needed to meet goals of increased access and equity.

Plans for In-service Training: When the detailed analysis of teacher stock is completed then detailed in-service training plans can be developed to meet the needs of the various kinds of teachers. These plans should include the areas and intensity of training required for each category of teacher, schedules and plans for location of training. At that point the extent of the need for emergency in-service can be decided, along with the development of plans for a longer-term, sustainable pattern of in-service support.

Housing for Headmasters: The plan to provide housing for headmasters in difficult districts needs a study to identify the criteria and the numbers of districts which would qualify. Work already done in identifying districts for the school pavilion program may provide a good basis. It is estimated that approximately 2,000 small houses for headmasters are needed in the more difficult rural areas. However, more exact figures are required as well as agreement on criteria to prioritize the order in which communities are to be assisted in building these houses.

Need for Additional Learning Materials: An analysis must be made of anticipated needs for additional texts, writing materials, and classroom learning aids in light of past and future anticipated donor assistance, GOG budget allocations and cost recovery schemes. Study of the capacity of local private enterprise to print texts and learning materials is also needed to support the GOG policy of using local firms where possible.

Curriculum and text book evaluation: Extensive curriculum and text book revisions have been carried out for Primary education. Plans must be developed for testing the new curriculum and supporting texts. Assessment is needed of the appropriateness of the level of content for various grades and the pacing of the material.

Costing of Plans: Cost data for teacher training, housing, and learning materials exist and can be readily calculated in gross terms once the extent of these inputs is known. When the results of the earlier studies are available, more detailed costing can proceed.

VIII. Plan of Action

Activities can proceed on two fronts during the next year or so. While the sequence of activities normally followed in the development of a new project or program are being carried out, several pre-program actions are recommended as well.

A. Pre-program Activities

Short Study Tours. In preparation for the development of substantial assistance to Primary Education there are a small number of senior MOE and GES staff who would benefit from a chance to see what is being done by other, similar African countries and possibly in the US to solve problems of quality and effectiveness in primary education. We would recommend that several tours be organized to help these officials become more aware of such things as supervision and management approaches to primary schools, techniques of in-service teacher training, supplying learning aids in the classrooms, and ways of clustering schools to provide ongoing support for schools.

Local Consultant Support. To provide some of the data needed for development of the project, USAID/Ghana could provide funds that would allow the MOE to hire local consultants to carry out studies and to analyze data by working with the appropriate sections of the MOE. Such assistance would be part of the ongoing dialogue with the MOE as a joint process of developing the project is carried out.

B. Program Development Activities

Substantial agreement has been reached between the MOE and USAID on the areas of primary education where AID's assistance is needed: increasing the supply of adequately functioning primary school teachers through pre-service and in-service training, improved school management and supervision, and a housing incentive to attract and retain key primary school personnel in difficult rural areas; and additional support for texts, exercise books, and learning materials in schools.

Some of the most likely options for providing this assistance have been presented in Section V. However, these options are only broadly sketched out and certainly must be vetted and then refined to include specific inputs, costs, and outcomes. A description of the baseline data and plans that are needed has been presented in Section VII. While the proposed project management structure seems desirable at this point, details as to structure, responsibilities and staffing levels are still to be worked out.

Although we are satisfied that USAID's efforts would not duplicate those of other donors this still must be confirmed in the area of supplying texts and teaching material. Also a procedure for ongoing donor coordination must be developed.

On the other hand, much of what is needed for a program design document is already available such as a satisfactory policy framework, performance targets, a clear statement of government objectives and strategy, agreement on areas of assistance, and much useful statistical data and analysis. USAID and the GOG must collaboratively develop detailed plan in four areas:

1. Generation of baseline data as described above.
2. Agreement on specific initial programs and projects to be funded, including levels of input, expected outcomes, and anticipated levels of projectized assistance required (short term T. A., off-shore training, and commodities).
3. Agreement on and development of a detailed program management and monitoring structure.
4. Evaluation plans.

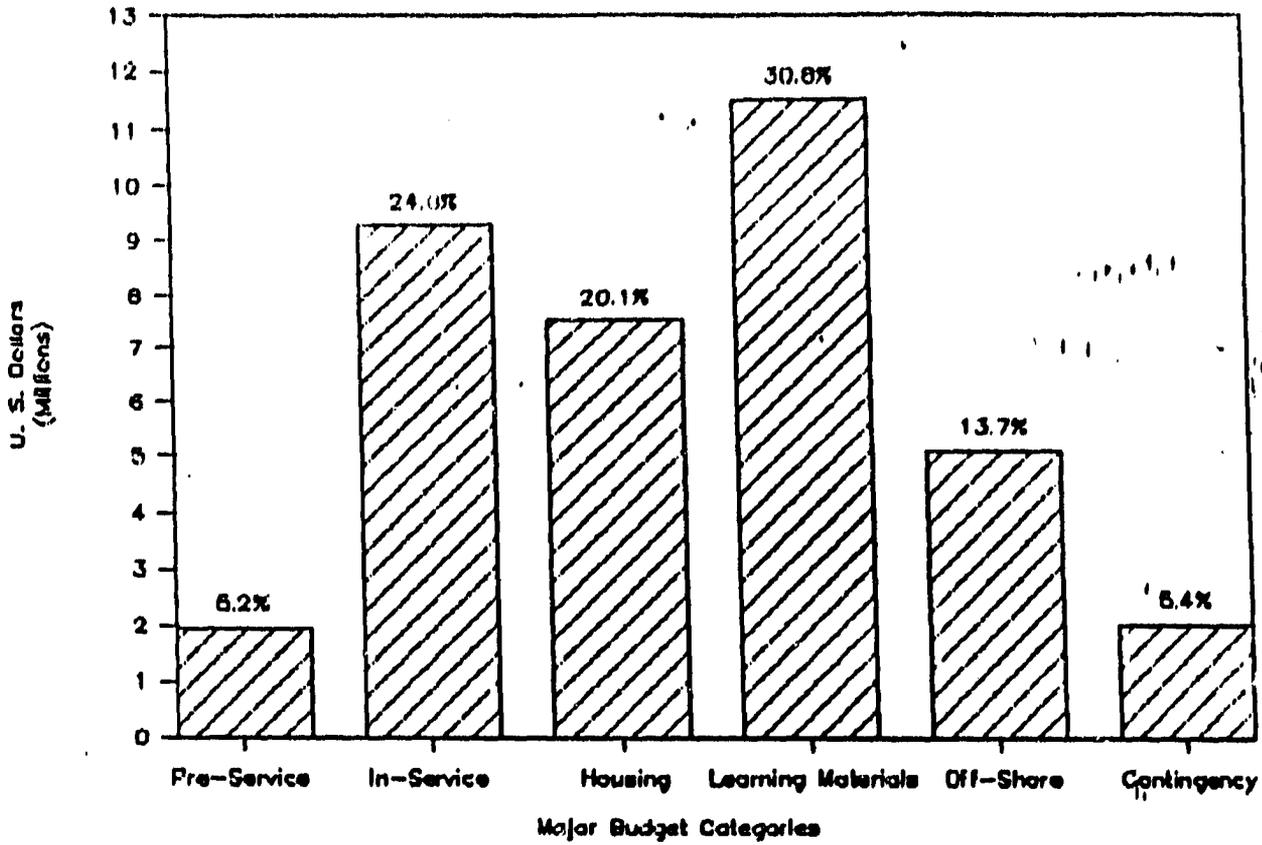
On the USAID side there are several essential steps that must be taken. First, there must be a CDSS that addresses the question of AID's involvement in the education sector. If this involvement cannot be analytically supported then there is no need to go any further. Second, experienced AID staff must be in place to work closely with the GOG to develop this program. The further development of rapport and dialogue with the MOE is a daily process which cannot be left to short-term TDY consultants. The fact that the IBRD has had an experienced educational planner stationed in Ghana for five years has greatly assisted them in the development and implementation of EDSAC I. An experienced HRDO and a FDO must be identified and posted to USAID/Ghana as soon as possible. While program development here is fairly straight forward, the educational system is a very complex and sensitive area which will require continual dialogue and negotiation to be successful. USAID has no recent history of activity in the education sector in Ghana and must therefore slowly build a relationship of trust and confidence with the MOE.

USAID should be prepared to field a FAIP or even a PAAD team when the above conditions are met. We do not believe the actions required on the GOG side are lengthy or will present unusual problems, particularly if pre-program assistance can be provided.

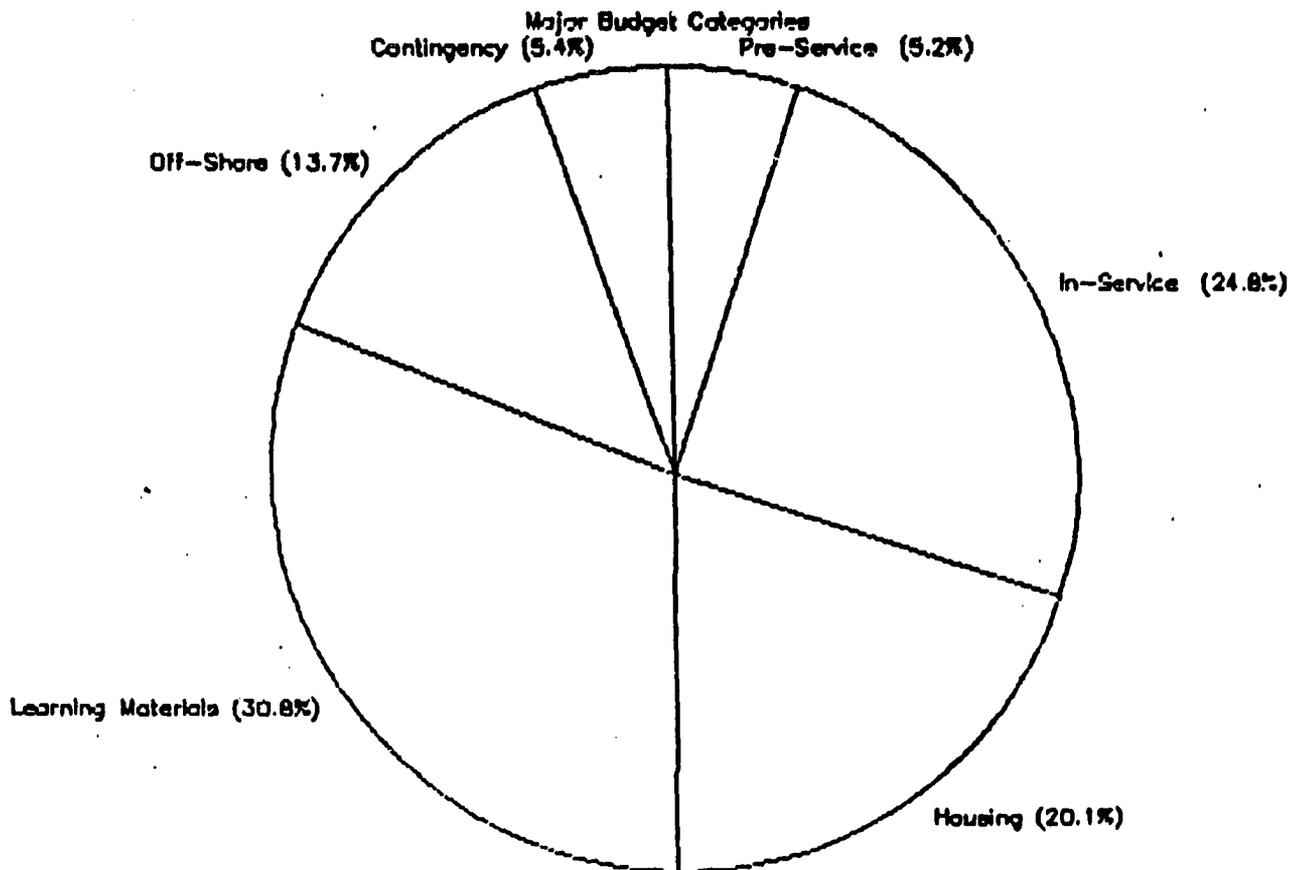
ESTIMATED BUDGET FOR PRIMARY EDUCATION IMPROVEMENT PROJECT

	Years	#s	Unit Cost	Total Cost	Subtotals
I. Pre-Service Teacher Training					
a. Impr Facilities (38 TTCs: classrooms, labs, dqrms)					
(First col is # years)	1	38	\$50,000	\$1,900,000	
b. Insvc trng Tutors (1000 tutors; 2 wks/yr; 1/2 trnd/year)					
	5	500	\$20	\$50,000	
					<u>\$1,950,000</u>
II. In-Service Training of Teachers					
a. Upgrading Insvc Ctrs (15 non TTC ctrs)					
	1	15	\$40,000	\$600,000	
b. Insvc trng (30,000/year @ 3 weeks/tchr)					
	5	30,000	\$17	\$7,650,000	
c. Upgrading Saltpond Training Center					
				\$1,000,000	
					<u>\$9,250,000</u>
III. Housing/Office for Headmasters					
a. Houses in Difficult Districts					
	1	1500	\$5,000	\$7,500,000	
					<u>\$7,500,000</u>
IV. Provision of Learning Materials to Primary Schools					
a. Texts & Exercise Books (1.75 mill ppl; \$5/ppl over 5 yrs)					
	1		\$6	\$1,750,000	
				\$10,500,000	
b. Supp Reading & Ref Package (10,000 schs @ \$100/sch)					
	1	10000	\$100	\$1,000,000	
					<u>\$11,500,000</u>
V. Off-Shore Technical Assistance					
a. ODP & US Admin				\$2,000,000	
b. Participant Training				\$1,000,000	
c. Short-term Tech Assistance				\$500,000	
d. Commodities (supplies/vehicles)				\$1,000,000	
e. PMU & In-country Management				\$600,000	
					<u>\$5,100,000</u>
VI. Contingency					
a. Inflation/new activities				\$2,000,000	
					<u>\$2,000,000</u>
					<u>=====</u>
				Grand Total	\$37,300,000

IMPROVING PRIMARY EDUCATION PROJECT



IMPROVING PRIMARY EDUCATION PROJECT



TIMING SCENARIOS

I. FY 90 Start: June 30 1990 Obligation

PAAD Approved	May 1
PAAD Submitted to AID/W	April 1
PAAD Team begins work	Feb. 15 ()
PAIP Approved	Dec. 1
PAIP and CDSS Submitted to AID/W	Nov. 1
PAIP/CDSS Team begins work	Oct. 1 ()
SOWs for PAIP team prepared, t. a. lined up	Aug. 1, 1989 ()

Handwritten: APR, PPO

II. F Y 91 Start: Dec. 30 1990 Obligation

PAAD Approved	Nov. 1
PAAD Submitted to AID/W	Oct. 1
PAAD Team begins work	July 1
PAIP Approved	June 1
PAIP Submitted to AID/W	May 1
PAIP Team begins work	April 1
SOWs for PAIP Team prepared, t. a. lined up	Feb. 1
CDSS Approved	Jan. 1, 1990
CDSS Submitted to AID/W	Dec. 1
Work Begins on CDSS	Nov. 1, 1989

PD-ABA-541

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AGENCY FOR INTERNATIONAL DEVELOPMENT
WASHINGTON DC 20523

JUL 26 1989

NOTICE OF MEETING

TO: See Distribution

FROM: AFR/PD, Timothy Bork *ly far*

SUBJECT: Ghana Primary Education Improvement Concept Paper

DATE: Tuesday, August 8, 1989

TIME: 10:00 a.m.

PLACE: 6941 NS

CHAIRPERSON: Alan Getson, AFR/PD/CCWAP

Attachment

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WFO W FOR WFR/TR M. SHEPPER, WFR/TR EHR C. BONNER, AND
WFR CCWA
WFO:JAN FOR REDSO:WCA

E.O. 12356: N/A
SUBJECT: GHANA BASIC EDUCATION INITIATIVE

1. USAID/GHANA HAS COMPLETED CONCEPT PAPER WHICH GIVES A JUSTIFICATION, GENERAL DESCRIPTION AND DEVELOPMENT TIMETABLE FOR A SIGNIFICANT PROGRAM IN BASIC EDUCATION. THE CONCEPT PAPER IS BEING FINALIZED AND WILL BE OML'D TO AID/W IN THE NEXT FEW DAYS. MISSION WISHES TO THANK M. SCHULMAN OF REDSO IN MANAGING INPUT OF EDUCATION CONSULTANT, DR. EVANS, FOR HIS INVALUABLE ASSISTANCE IN THE DEVELOPMENT OF PAPER. THE EXECUTIVE SUMMARY OF THE CONCEPT PAPER IS AS FOLLOWS IN PARA 2. STAFFING CONSTRAINTS ARE DEALT WITH IN PARA 3.

2. 1. BACKGROUND AND DESCRIPTION OF THE PROBLEM

AFTER A DECADE OF NEGLECT OF ITS EDUCATION SECTOR DUE TO SEVERE ECONOMIC HARDSHIPS GHANA EMBARKED ON A COMPREHENSIVE EDUCATIONAL REFORM IN 1986. THE REFORM SEEMS TO INCREASE ACCESS TO EDUCATION AT THE BASIC LEVEL (AGES 6 - 14), IMPROVE RELEVANCE, INCREASE EQUITY AND MAKE THE SYSTEM MORE COST EFFECTIVE.

UNDER THE REFORM PRE-UNIVERSITY TRAINING IS REDUCED FROM 17 TO 12 YEARS, MIDDLE SCHOOLS ARE REPLACED BY THREE YEARS OF JUNIOR SECONDARY SCHOOL (JSS), AND SECONDARY SCHOOLS ARE REPLACED BY THREE YEARS OF SENIOR SECONDARY SCHOOL (SSS). BASIC EDUCATION, GRADES 1 THROUGH 9, IS COMPULSORY AND FREE (EXCEPT FOR BOOK AND MATERIAL FEES). ENTRANCE TO SECONDARY AND TERTIARY EDUCATION WILL BE ON A COMPETITIVE BASIS. THE REFORM REORIENTS THE CURRICULUM AT ALL LEVELS TO A MORE PRACTICAL AND VOCATIONAL FOCUS, SEEKS TO IMPROVE THE QUALITY OF TEACHING AND SUPERVISION, AND INCREASES COMMUNITY PARTICIPATION. IN ADDITION THE REFORM WILL MAINTAIN EDUCATION COSTS AT A MANAGEABLE LEVEL AND SHIFT RESOURCES WITHIN THE EDUCATION BUDGET FROM THE TERTIARY AND SECONDARY LEVEL TO BASIC EDUCATION.

GHANA IS BEING ASSISTED IN IMPLEMENTING ITS REFORM PROGRAM BY THE IBRD WHICH HAS PROVIDED A LARGE EDUCATION SECTOR CREDIT (EDSAC) AND SMALLER CONTRIBUTIONS FROM OTHER DONORS. THE EDSAC HAS PROVIDED A MECHANISM FOR COORDINATING DONOR ACTIVITIES AND MONITORING THE ACHIEVEMENT OF POLICY AND PERFORMANCE OBJECTIVES.

BY ALL MEASURES, THE REFORM PROGRAM HAS BEGUN WELL. THE JSS SYSTEM WILL BE FULLY OPERATIONAL AND THE MIDDLE

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SCHOOLS COMPLETELY PHASED OUT WITHIN THE NEXT YEAR. DEVELOPMENT OF NEW CURRICULUM, SYLLABI, AND TEXTS FOR BASIC EDUCATION IS PROCEEDING IN A TIMELY FASHION. A GOOD DEAL OF PRE-SERVICE AND IN-SERVICE TEACHER TRAINING GEARED TO THE JSS STRUCTURE IS TAKING PLACE. NEW SYSTEMS FOR THE IMPROVEMENT OF SUPERVISION AND COMMUNITY PARTICIPATION HAVE BEEN DEVELOPED AND WILL SOON BE IMPLEMENTED. THE EDUCATION BUDGET IS BEING CONTROLLED AND SEVERAL COST REDUCING AND RECOVERY PROGRAMS HAVE BEEN IMPLEMENTED.

HOWEVER, THERE IS NOW THE REALIZATION THAT THE FOUNDATION ON WHICH THESE REFORMS REST IS FAULTY. THE PRIMARY SCHOOL SYSTEM IS SERIOUSLY UNDER PERFORMING. IT IS CHARACTERIZED BY LOW ENROLLMENTS, HIGH WASTAGE, UNEQUAL ACCESS TO PRIMARY EDUCATION BETWEEN SEXES AND GEOGRAPHICAL AREAS, AND NUMBERS OF ILLITERATE GRADUATES. THESE PROBLEMS ARE PRIMARILY DUE TO THE LARGE NUMBERS OF INEFFECTIVE TEACHERS AND HEADMASTERS THAT STAFF GHANA'S 10,000 PRIMARY SCHOOLS. APPROXIMATELY HALF OF THE 60,000 PRIMARY SCHOOL TEACHERS ARE UNTRAINED. OF THESE MANY ARE THEMSELVES BARELY LITERATE MIDDLE SCHOOL LEAVERS. WHILE STAFF DISCIPLINE AND AVAILABILITY OF BOOKS HAS GREATLY IMPROVED SINCE 1986, MANY SCHOOLS STILL LACK BASIC LEARNING/TEACHING MATERIALS AND COMPETENT TEACHERS AND HEADMASTERS. THESE PROBLEMS ARE PARTICULARLY SEVERE IN THE MORE REMOTE RURAL AREAS. SINCE EDUCATION IS SEQUENTIAL THE JSS, AND SSS REFORMS ARE ENDANGERED BY THE INADEQUATE PREPARATION STUDENTS ARE RECEIVING IN THE PRIMARY SYSTEM.

II. PROPOSED USAID RESPONSE

THE COMMITMENT OF THE GOVERNMENT, THE ABILITY OF THE MOE TO IMPLEMENT THE REFORM PROGRAM, AND THE EDSAC FRAMEWORK

FOR POLICY AND PERFORMANCE INDICATORS PROVIDES A RARE OPPORTUNITY FOR AID TO PLAY A PIVOTAL ROLE IN THE REFORM MOVEMENT WITHOUT HAVING TO UNDERTAKE THE BURDEN OF NEGOTIATING POLICY REFORM AND CONDITIONALITIES.

A REALISTIC AND COST EFFECTIVE PROGRAM CAN BE DESIGNED THAT WILL SIGNIFICANTLY IMPROVE DELIVERY AND QUALITY OF EDUCATION AT THE PRIMARY LEVEL. EXPECTED OUTPUT MEASURES WOULD INCLUDE:

- LITERACY AND NUMERACY FOR P6 COMPLETERS
- INCREASE OF PARTICIPATION RATES FOR PRIMARY SCHOOL
- AGE COHORTS
- DECREASE IN INEQUITIES BY REGION AND SEX
- INCREASE IN THE PROPORTIONS OF TRAINED TEACHERS.
- INCREASED ACCOUNTABILITY AND DELIVERY OF EDUCATION

A FIVE YEAR PROGRAM SHOULD ALLOW ENOUGH TIME FOR SIGNIFICANT IMPROVEMENTS IN THE SYSTEM. HOWEVER, LASTING AND LONG-TERM SUCCESS REQUIRES A MORE SUSTAINED EFFORT. A SECOND PHASE PROJECT SHOULD BE ANTICIPATED THAT WOULD SUSTAIN AND INCREASE THE GAINS MADE INITIALLY AND INTRODUCE MORE ADVANCED PROGRAMS AND TECHNOLOGIES. THE INITIAL PROGRAM PROPOSED WOULD CONTAIN A MIX, TO BE DETERMINED AT THE PID STAGE, OF THE FOLLOWING COMPONENTS:

- PRE-SERVICE TEACHER TRAINING: A COMBINATION OF
- CAPITAL INVESTMENT TO UPGRADE THE TEACHER TRAINING COLLEGES (TTCS), THE PROVISION OF TEACHING AIDS AND MATERIALS TO NEWLY TRAINED AND EMPLOYED TEACHERS, AND
- IN-SERVICE TRAINING FOR THE TUTORS AT THE TTCS.

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- IN-SERVICE TEACHER TRAINING: SUBSTANTIAL SUPPORT IN THE FORM OF UNIFORMS AND PARTS IN SEVERAL POSSIBLE WAYS
- FUNDING COSTS FOR THE IN-SERVICE TRAINING OF TRAINED AND UNTRAINED TEACHERS, AND NEWLY HIRED TEACHERS.
- IMPROVING THE 50 ALREADY IDENTIFIED IN-SERVICE TRAINING CENTERS, AND PERHAPS OTHER FACILITIES THAT MAY BE NEEDED (SUCH AS THE GALTPOUD CENTER OUTSIDE ACCRA)

- HOUSING FOR HEADMASTERS AND TEACHERS IN DIFFICULT DISTRICTS: THIS COMPONENT IS INTENDED TO ATTRACT QUALIFIED HEADMASTERS AND TEACHERS TO THE MORE REMOTE DISTRICTS BY PROVIDING ASSISTANCE TO COMMUNITIES TO BUILD MODEST HOUSES WITH AN OFFICE AND A STORE-ROOM ATTACHED (FOR SCHOOL EQUIPMENT AND SUPPLIES)

- SUPERVISION AND SCHOOL MANAGEMENT: THIS COMPONENT PROVIDES BUDGETARY SUPPORT FOR THE INITIAL AND IN-SERVICE TRAINING OF DISTRICT DIRECTORS AND SUPERVISORS, SUPPORT FOR TRANSPORT (BICYCLES AND MOPEDS), AND SOME THIRD COUNTRY SHORT-TERM TRAINING FOR KEY PERSONNEL.

- PROVISION OF TEXTS, EXERCISE BOOKS AND LEARNING MATERIALS: CONTINUE, WITH PERHAPS SOME SMALL EXPANSION, THE SUPPORT FOR SUCH MATERIAL CURRENTLY BEING PROVIDED UNDER EDSAC I.

WHILE THE MOE HAS THE CAPACITY TO DELIVER THE PROGRAM ENVISAGED IT DOES NOT CURRENTLY HAVE THE CENTRAL OFFICE CAPACITY TO MANAGE THE COORDINATING, REPORTING AND ACCOUNTING FUNCTIONS THAT WOULD BE NECESSARY FOR SUCH A PROGRAM. THE CREATION OF A PROGRAM MANAGEMENT UNIT (PMU) SIMILAR TO THE PMU FOR EDSAC WOULD PROVIDE THE CONTROL NEEDED FOR SUCH A PROGRAM, KEEP IT UNDER GOG CONTROL, AND NOT ADD TO THE MINISTRY'S RECURRENT COSTS ONCE THE PROGRAM IS OVER.

III. PROGRAM DEVELOPMENT ACTIVITIES

A GREAT DEAL OF RELEVANT BASELINE DATA AND OTHER INFORMATION HAS BEEN COLLECTED AND ANALYZED BY THE MOE. HOWEVER, THERE ARE SEVERAL IMPORTANT GAPS THAT MUST BE FILLED AND DECISIONS THAT MUST BE MADE. THESE INCLUDE:

BASELINE DATA ON PUPIL ACHIEVEMENT LEVELS IN PRIMARY SCHOOL.

A SYSTEMATIC STUDY OF THE SKILLS AND EXPERIENCE OF EXISTING PRIMARY SCHOOL TEACHERS, PARTICULARLY THE MSLC TEACHERS.

A CAREFUL PROJECTION OF QUALIFIED PRIMARY TEACHERS NEEDED, AND SOURCES FOR NEW TEACHERS. A DETAILED AND REALISTIC PLAN FOR RECRUITING AND TRAINING NEEDED TEACHERS MUST BE MADE.

A COMPREHENSIVE IN-SERVICE TRAINING PLAN FOR PRIMARY SCHOOL TEACHERS MUST BE DEVELOPED TO INSURE THAT APPROPRIATE AND SUFFICIENTLY INTENSIVE TRAINING IS PROVIDED.

3. THE PROGRAM PROPOSED IN THE CONCEPT PAPER IS FEASIBLE, BUT WILL BE DIFFICULT TO DESIGN AND MANAGE. FURTHERMORE, IT IS ESSENTIAL THAT WE CONTINUE THE RAPPORT AND TECHNICAL DIALOGUE THAT HAS BEEN ESTABLISHED WITH MINISTRY OF EDUCATION (MOE). THIS CANNOT BE DONE BY USING TOY ASSISTANCE AND SHORT-TERM CONSULTANTS. THIS MEANS AT A MINIMUM THAT AN EXPERIENCED PDO AND HRDO

EFFORT GIVEN ADEQUATE TIME TO RECRUIT QUALIFIED PEOPLE. MISSION ANTICIPATES PREPARING PAIP BY JUNE, 1990. PAIP COULD BE PREPARED BY DECEMBER 1990. THIS WORK WILL REQUIRE THAT MINIMAL STAFFING REQUIREMENTS ARE IN PLACE NO LATER THAN JANUARY 1990. FYI: HRDO NOT INCLUDED IN CURRENT NSDD 38 RECENTLY APPROVED BY AMBASSADOR.

MISSION CANNOT EMPHASIZE ENOUGH THE CONSTRAINT THAT STAFFING SHORTAGES WILL HAVE ON THE DESIGNING OF THE BASIC EDUCATION INITIATION. MISSION WILL LOSE ITS PDO AT THE END OF AUGUST. NO REPLACEMENT HAS BEEN IDENTIFIED. THIS WILL MEAN THAT THE AID REP AND THE PROGRAM OFFICER WILL BE RESPONSIBLE FOR ALL PROGRAMMATIC ACTIVITIES AND THE LION'S SHARE OF PROJECT ACTIVITIES. MISSION WILL SOON ATTEMPT TO BEGIN DEVELOPMENT OF CDSS. IN ADDITION, WE ARE INTO FINAL STAGE OF A MAPS EXERCISE AND EXPECT TO UNDERTAKE A MAJOR DESIGN EFFORT FOR THE FAMILY PLANNING AND HEALTH PROJECT. MISSION ALSO HAS TO ALLOW FOR USOM ANNUAL LEAVES AND UPCOMING HL OF AIDREP. MISSION SIMPLY CANNOT TAKE ON ADDITIONAL DESIGN WORK WITHOUT ADDITIONAL STAFF.

4. REQUEST AID/W REACTION TO CONCEPT PAPER, TIMING OF DEVELOPMENT OF DOCUMENTATION AND SOLUTION TO STAFFING CONSTRAINTS.

5. FOR ABIDJAN: REQUEST SCHULMAN FOR WEEK IN MID-AUGUST TO WORK WITH MOE ON DEVELOPING TOR'S FOR NEEDED STUDIES, PLAN OTHER PRE-PROGRAM ACTIVITIES RECOMMENDED IN PAPER AND LIAISE WITH IBRD ON COORDINATION, FUNDING AND BENCHMARK QUESTIONS; AS WELL AS TO FOLLOW-UP ON WHATEVER TECHNICAL QUESTION WHICH MAY COME FROM AID/W. LYNE

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