

PD-ABK-172
~~172~~ ISN 92419

A.I.D. EVALUATION SUMMARY - PART I

1. BEFORE FILLING OUT THIS FORM, READ THE ATTACHED INSTRUCTIONS.
 2. USE LETTER QUALITY TYPE, NOT "DOT MATRIX" TYPE.

IDENTIFICATION DATA

A. Reporting A.I.D. Unit: Mission or AID/W Office <u>USAID/GHANA</u> (ES# _____)		B. Was Evaluation Scheduled in Current FY Annual Evaluation Plan? Yes <input checked="" type="checkbox"/> Skipped <input type="checkbox"/> Ad Hoc <input type="checkbox"/> Evaluation Plan Submission Date: FY1990 <input type="checkbox"/>		C. Evaluation Timing Interim <input checked="" type="checkbox"/> Final <input type="checkbox"/> Ex Post <input type="checkbox"/> Other <input type="checkbox"/>	
D. Activity or Activities Evaluated (List the following information for project(s) or program(s) evaluated; if not applicable, list title and date of the evaluation report.)					
Project No.	Project /Program Title	First PROAG or Equivalent (FY)	Most Recent PACD (Mo/Yr)	Planned LOP Cost (000)	Amount Obligated to Date (000)
641-0119	PRIMARY EDUCATION PROGRAM (PREP)	07/18/90	07/17/95	\$32 MILLION	\$32 MILLION
641-0120	PRIMARY EDUCATION PROJECT (PREP)			\$3,000	\$3,000

ACTIONS

E. Action Decisions Approved By Mission or AID/W Office Director		Name of Officer Responsible for Action	Date Action to be Completed
Action(s) Required			
<u>ACTION PLAN</u>			
(1) Task Force to evaluate curriculum.	A/EHRDO	APRIL '94	
(2) Monitor textbooks distribution and usage.	A/EHRDO	June '94	
(3) Design/implement study to determine why children do not attend school, why girls in certain areas do not attend schools, how children/parents view schooling. Evaluate eight (8) Pilot Activities.	A/EHRDO	Sept '94	
(4) Assess competency of teachers in Teacher Training Colleges and in Primary Schools. Develop in-service /pre-service to build capacity.	A/EHRDO	Aug/Sept '94	
(5) Monitoring and Evaluation: Help build capacity in present MOE/GES collection, and analysis and dissemination of information to policy-makers and donors.	A/EHRDO	OCT '94	
(6) Criterion-Referenced Testing (CRT).	A/EHRDO	July '94	

(Attach extra sheets if necessary)

APPROVALS

F. Date Of Mission Or AID/W Office Review Of Evaluation: (Month) (Day) (Year)
 January 10 1995

G. Approvals of Evaluation Summary And Action Decisions:

Name (Typed)	Project/Program Officer	Representative of Borrower/Grantee	Evaluation Officer	Mission or AID/W Office Director
	JANICE Z. ORLANSKY	STEVEN Y. MANU	STEPHEN HAYKIN	BARBARA P. SANDOVAL
Signature	<i>J. Z. Orlansky</i>	<i>S. Y. Manu</i>	<i>S. Haykin</i>	<i>B. P. Sandoval</i>
Date	9 Jan '95			1-13-95

ABSTRACT

H. Evaluation Abstract (Do not exceed the space provided)

PREP is supported with a US \$35 million USAID sector grant designed to strengthen the policy and institutional frameworks required to improve the quality, accessibility, equity, and financial sustainability of the primary education system (levels 1 to 6) in Ghana by the year 2000. PREP addresses key economic, financial, institutional, and social constraints for improving Ghana's primary education system in three principal ways. First, it leverages policy and institutional reform through conditionalities on disbursement of a US\$32 million cash grant. Second, local currency generated from the cash grant is programmed to supplement the primary education budget, fund areas such as procurement of textbooks, teachers' in-service and pre-service training, and pilot equity improvement activities. Third, PREP provides limited project funding (US\$3 million; Project Grant Agreement No. 641-0120) for technical assistance, training, studies, evaluations, financial assessments, and financial management reviews.

The Mid-term evaluation (for project period 9/90-9/93) was conducted by a team of education specialists on the basis of a review of project documents (USAID, MOE, MFC, independent auditors, etc), site visits to schools and district offices of education, along with meetings and interviews with key PREP personnel. The purpose of the evaluation was to assess progress to date in meeting EOP goals and, more broadly, to consider the overall effectiveness of NPA for sustainable education reform. The major findings are:

PREP has had considerable impact on stimulating education reform by providing inputs (textbooks production and distribution, teacher training) and encouraging policy reform (decentralization, Equity Improvement) in the primary education sector. At the same time the Mid-Term Evaluation observed that the conditionalities were necessary but not sufficient to sustain education development in Ghana. This observation was based on the fact that the PREP initiatives have little impact on improved teaching and learning or on improved management at the district and school level.

COSTS

I. Evaluation Costs

1. Evaluation Team

Name	Affiliation	Contract Number OR TDY Person Days	Contract Cost OR TDY Cost (U.S. \$)	Source of Funds
C. WESLEY SNYDER	TEAM LEADER, MSE	641-0120-3-10109	\$110,000	641-0120
FRANK VAN HUER	EDUC. ECONOMIST			"
ABBY RIDDELL	EDUC. POLICY SPECIALIST			"
SUSAN HOEEN	SOCIOLOGIST			"
MITCH KIRBY	EVAL. FACILITATOR			"

2. Mission/Office Professional Staff:

Person-Days (Estimate) 60 PERSON-DAYS

3. Borrower/Grantee Professional

Staff Person-Days (Estimate) 90 PERSON-DAYS

25

A.I.D. EVALUATION SUMMARY - PART II

SUMMARY

J. Summary of Evaluation Findings, Conclusions and Recommendations (Try not to exceed the three (3) pages provided)
 Address the following items:

- | | |
|--|--|
| <ul style="list-style-type: none"> • Purpose of evaluation and methodology used • Purpose of activity(ies) evaluated • Findings and conclusions (relate to questions) | <ul style="list-style-type: none"> • Principal recommendations • Lessons learned |
|--|--|

Mission or Office:
GHANA

Date This Summary Prepared:
OCT/NO. 1993

Title And Date Of Full Evaluation Report:
MID-TERM EVALUATION

PURPOSE OF ACTIVITIES EVALUATED

The goal of PREP is to establish a quality, accessible, equitable and financially sustainable primary education system by the year 2000. The stated purpose of PREP is to strengthen the policy and institutional frameworks required to assure a quality, accessible, equitable and financially sustainable primary education system.

METHODOLOGY

The evaluation team consisted of five members: an Evaluation Specialist (Team Leader); a Social Analyst, an Education Policy Specialist, an Educational Economist, and an Evaluation Facilitator and Project Manager. During the four-week evaluation, the team members consulted background documents from the PREP program and met with Ghanaian counterparts in the education sector at the central government and district levels. The team consulted with staff from the Project Management Unit (PMU), the Planning, Budget, Monitoring and Evaluation Unit of the Ministry of Education, and the Ghana Education Service, among others. The team also met with the PREP oversight committee, which is comprised of representatives from the Ministry of Finance and Economic Planning and EHRD staff at USAID/Accra. A meeting with representatives of other donors also took place. The team visited schools, teacher training facilities and district education offices and obtained much of its information from group discussions with staff from schools, district education offices and other community members.

PURPOSE OF EVALUATION:

To ascertain progress in building an equitable, accessible, financially sustainable, quality primary education system;

More specifically, to ascertain progress in achieving PREP goals.

- A. The MOE has in place policy for increased decentralization of financial, managerial and operation authority;
- B. 90% of primary schools have qualified teachers and basic teaching materials;
- C. Institutionalized student achievement testing system (CRT) is being administered;
- D. Equity Improvement (EI) Policy is in place; EI Program being implemented;
- E. Adequate proportional expenditures for primary education are funded entirely from MOE's own recurrent budget, excluding donor funding; MOE recurrent budget is held at 1989 levels
- F. Policy and plan are in place for increasing the percentage of primary school expenditures spent on teaching materials to 6% of recurrent budget;
- G. Education system planning, management and supervision is significantly strengthened.

To clarify program intents and assumptions in order to assess their contextual validity and appropriateness; and

To recommend courses of action or changes in present activities that result from policy, institutional, financial, or social/cultural constraints.

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MAJOR FINDINGS/CONCLUSIONS**Primary Education Budget**

Current disaggregation formula includes salaries paid to teachers not working with P1-P6 levels, resulting in a significant overstatement of the proportion of MOE budget allocated to primary education.

The Revolving Book Fund (book fees and proceeds from the sale of stationery) - intended to sustain provision of books and instructional materials - was opened in 1987. By August 1993 over 1.2 million cedis (more than US \$ 1 million) were outstanding. There is a risk the MOE will be forced to deduct arrears from district budget allocations in order to ensure the fund remains valid.

Teacher Education/ Training

Teacher force has grown by 4,000 to 66,000 between 1987 to 1992. Twenty-six percent of all teachers are not trained as teachers. Teachers are not motivated to teach - the profession is held in low esteem and salaries are low. In-service teaching is poorly planned and coordinated. Is not a good model for skills training.

There is poor compatibility between in-service and pre-service training. This link needs to be strengthened in order to improve the impact of teacher training and the sustainability of training programs.

Very little information exists in teachers' knowledge, skills & attitudes, classroom/instructional practices.

Equity Improvement

Equity pilots have been useful for generally improving target schools but have not led to specific policies or plans to attract or retain more students, especially females.

The conditionalities for the first Four Tranches were met with this one exception (C.P. 2.4F which is that the Grantee is implementing a policy to improve equity in the primary education system).

RECOMMENDATIONS

Need new accounting system in which primary education cost centers are separately identified. Without this disaggregation is inexact and questionable.

Enforce collection and remission of school fees from schools and districts.

Examine policy options related to improving teaching and teacher motivation. This could include training headteachers to provide a good schooling environment and developing an infrastructure for teacher education i.e. coordination between MOE, GES, GNAT, TTCS, schools, support & supervision, and evaluation mechanisms. Assist the UCC Department of Primary Education to develop in-service training modules for teaching primary English and Math.

Develop an instrument for assessing teacher competency.

Revisit the equity initiatives. Focus on the north where the inequities continue to exist; study the reasons for not going to school; and consider a wider range of community involvement activities.

Delay this conditionality to Tranche 5.

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Distribution of Textbooks/Materials

The PREP textbook distribution system is used in two earlier projects funded by UNDP and World Bank. There is a backlog of unfilled printing orders slowing distribution and evidence that many books, once printed and delivered to MOE, are not getting to schools or into classrooms and when they do, they are not used.

Develop strategies to improve production and distribution throughout the system. Give more responsibility for textbook distribution to district education offices. Circuit Supervisors and/or District Education Officers should periodically monitor and evaluate textbook distribution. Study how the textbooks are being used, or not used.

Criterion-Referenced Testing

CRT results are available for 1992 and 1993. Reaction to poor CRT results has been discussion of curriculum reform - reducing number of subjects taught, increasing school hours and revising textbooks.

More study should be devoted to the issue of curricular and textbook revisions before undertaking major revisions. Explore the issue of whether core issues identified in the development of CRTs are well represented in the present textbooks. Consider if/how curriculum requirements could be streamlined.

Capacity for Planning/Management/Supervision
Decentralization

Data analysis of annual education census data is 2 years behind and useful only for retrospective analysis.

In-service training for local staff development (with the exception of CRT training) is vague in objectives and direction.

Provide TA to PBME with the task of discovering how to combine PREP and PBME monitoring and evaluation (M&E), how to link district M&E to the needs of PBME and how to improve utilization of information in policy development. Recommended strategy is to develop a minimum set of district-level indicators, requiring evaluation by the district in reports to central authorities. Budgetary importance should be attached to particular indicators. Indicators should include information on student retention, CRTs evaluated by objectives, teacher absenteeism, textbook use.

Continue the integration of PMU into the Ministry and GES. Monitoring and Evaluation might be the next unit to move in order to increase the capacity of the thinly staffed PBME and help to align data collection and indicator analyzes for PREP and the Ministry. Perhaps CRT could find a home in either PBME or CRDD.

Develop district resource centers for in-service training and professional development. Work through districts to develop strategies for community involvement.

Disaggregate achievement test information by subscales and by district. Use this information to better target school development efforts.

Lessons Learned

1. The purpose of the PREP program is to strengthen the policy and institutional frameworks within the primary education system. This is happening under PREP, but these improvements are not strong enough to produce significant changes in CRT scores. Expectations and goals need to be scaled back.
2. Non-projectized assistance has been effective in initiating educational reform, but leveraging reform by conditionality is not the only strategy for educational reform. Evaluative capacity (based on current information collected within the education system) must also be strengthened in order to serve as a foundation for making informed policy and planning decisions.
3. Do things better not necessarily new things. PREP has provided a framework for education reform at the primary level. Now we need to look inside the framework at a more substantive level to promote sustainable education reform.

Conclusion**The Mid-term Evaluation Team Concluded:**

1. The conditionalities for the first Four Tranches were met with one exception (C.P. 2.4F which is that the Grantee is implementing a policy to improve equity in the primary education system) which the mid-term evaluation team recommend delaying to Tranche Five;
2. Although the conditionalities were met to date, they believed that greater debate and discussion about the critical issues confronting Ghana education will be needed as the reform evolves; and
3. Although the conditionalities address the key constraints, there is a need to spell out expectations underlying the conditionalities so that all participants in program activities are aware of their role and anticipated outcomes. PREP reflects the support of the Ministry, and its many successes, in terms of meeting the conditionalities, bode well for the difficult tasks ahead.

ATTACHMENTS

K. Attachments (List attachments submitted with this Evaluation Summary; always attach copy of full evaluation report, even if one was submitted earlier; attach studies, surveys, etc., from "on-going" evaluation, if relevant to the evaluation report.)

PREP MIDTERM EVALUATION REPORT

COMMENTS

L. Comments By Mission, AID/W Office and Borrower/Grantee On Full Report

The Mid-Term Evaluation, Intervention Through Conditionalities 1990-93, was a mammoth effort on the part of 5 individuals. The report went through some revisions in an effort to clarify and weigh (according to importance) the recommendations, and to add a Table of Contents to facilitate the retrieval of information. Mission accepted the recommendations of the evaluation team and drew up an action plan which addresses their recommendations.