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## **Overview of USAID Basic Education Programs in Sub-Saharan Africa II**



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**September 1995**





**Human Resources and Democracy Division  
Office of Sustainable Development  
Bureau for Africa  
U.S. Agency for International Development**

## **Overview of USAID Basic Education Programs in Sub-Saharan Africa II**



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# Glossary of Acronyms and Abbreviations

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ABEL	Advancing Basic Education and Literacy Project
AED	Academy for Educational Development
API	Assessment of Program Impact
CAI	Creative Associates International
BES	Basic Education Support Project
BESO	Basic Education System Overhaul Program
DAE	Association for the Development of African Education
DFA	Development Fund for Africa
FSN	Foreign Service National
GABLE	Girls' Attainment in Basic Literacy and Education Project
GER	Gross Enrollment Ratio
GDP	Gross Domestic Product
HIID	Harvard Institute for International Development
IBRD	International Bank for Reconstruction and Development
IDB	International Development Bank
IEES	Improving the Efficiency of Educational Systems project
IIR	International Institute for Research
IEQ	Improving Educational Quality Project
IMF	International Monetary Fund
IQC	Indefinite Quantity Contract
MIS	Management Information System
NER	Net Enrollment Ratio
NGO	Non-Governmental Organization
NPA	Non-Project Assistance
OPEC	Organization of Petroleum Exporting Countries
PASA	Participating Agency Service Agreement
PSC	Personal Services Contract
PVO	Private Voluntary Organization
RTI	Research Triangle Institute
SPA	Special Program of Assistance for Africa

UNCDF	United Nations Capital Development Fund
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations International Children’s Emergency Fund
USAID	United States Agency for International Development
WEI	World Education, Inc.
WLI	World Learning, Inc.

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## USAID's Strategies for Improving Basic Education in Sub-Saharan Africa

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### Purpose of the Overview

This overview updates and augments the overview published in 1993 by the Bureau for Africa's Office of Sustainable Development (AFR/SD).<sup>1</sup> It is intended to meet two purposes:

- To inform USAID officials, educators in Africa, other donor agencies, and members of the U.S. Congress about the progress of USAID's development assistance programs in basic education in sub-Saharan Africa
- To serve as a source of factual data on USAID's 12 programs.

Because USAID Missions in 12 countries have programs in basic education, many activities are taking place across the continent. Progress is widespread and continuous. This overview presents a snapshot taken in mid-1995, and is primarily descriptive. For more information on the theory and knowledge underlying USAID's basic education programs in Africa, please refer to *Basic Education in Africa: USAID's Approach to Sustainable Reform in the 1990s*.<sup>2</sup>

### Genesis of USAID's Recent Programs

During the 1980s and into the 1990s, African government financing for basic education declined, and the quality of education suffered. In some countries primary school enrollment rates lagged behind population growth, swelling the proportion of illiterates. The average primary education gross enrollment rates dropped to as low as 18 percent in countries such as Mali during the 1980s, while expenditure on average for the poorest African countries declined from US\$40 to \$25 per pupil.

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USAID. *Overview of A.I.D. basic education programs in sub-Saharan Africa*. (ARTS Technical Paper No. 1.) Washington, DC: USAID, Bureau for Africa, Office of Analysis, Research, and Technical Support (now the Office of Sustainable Development).

Joseph DeStefano, Ash Hartwell, and Karen Tietjen, 1995. (SD Technical Paper No. 14.) Washington, DC: USAID, Bureau for Africa, Office of Sustainable Development. For copies of this document, call 703-647-8259.

The publication of a World Bank policy paper on education in sub-Saharan Africa focused attention on the crisis facing the continent's education systems.<sup>3</sup> The paper pointed out that most African education systems are characterized by stagnant or declining enrollments, evaporating non-salary expenditures, eroding quality of instruction, and growing inefficiency in resource and personnel management. The World Bank implored African governments and the donor community to face the crisis and reverse it by combining government and donor efforts to develop national policies, strategies, and programs.

In 1988, in response to these factors, and in recognition of the centrality of human resource development as the foundation for economic and social development, the U.S. Congress established a set-aside for education within the foreign assistance appropriation. Not only did the legislation define annual amounts to be spent on education, but it also mandated that 50 percent of the earmark be committed to basic education—formal primary and secondary schooling—and that USAID launch new education programs in at least five African countries. While the earmark set Agency-wide targets, its impact was most evident in Africa, where most of USAID's new programs began, and where roughly 80 percent of the annual education obligation occurred.

Two special funds financed new initiatives in African education:

### **Special Program of Assistance (SPA)**

The SPA grew out of the donor community's commitment to support structural adjustment through quick-disbursing balance-of-payments financing contributions to help bridge the "financing gap" that most countries faced while implementing structural adjustment programs. Non-project assistance (NPA) is one mechanism USAID uses to finance this support. NPA programs in education provide general budgetary support and lend themselves to substantial annual obligations.

### **Development Fund for Africa (DFA)**

In 1987 the U.S. Congress, concerned about the slowness of development in Africa, created a new assistance instrument. The DFA was the tangible result of a new agreement between USAID and Congress on a development approach in Africa. Within the context of adjustment, the DFA has provided USAID with a secure source of financing to support systemic policy and institutional changes, the ultimate effects of which are to be sustainable "people-level" impact (e.g., more children entering school and receiving a better education). The education earmark and the DFA allowed USAID to obligate large sums on an annual basis to African education systems, whose absorptive capacities are large. Indeed, in most African countries, the education sector consumes the greatest share of the recurrent budget.

NPA programs, consistent with the theme of the SPA, were well suited for the commitment of DFA funds toward meeting the education earmark. Since 1989, USAID has developed nine NPA education programs in Africa. NPA was introduced first in 1989 in Mali, then in 1990 in Guinea. Five programs began in 1991. The most recent programs, Uganda (1992) and Ethiopia (1994), have benefitted from the lessons learned from earlier programs. (Three countries in which USAID already had education programs—Botswana, South Africa, and Swaziland—have not received NPA.) Table 1 lists the dates of each program.

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World Bank, 1988. *Education in Sub-Saharan Africa: Policies for Adjustment, Revitalization, and Expansion*. (World Bank Policy Study). Washington, DC: World Bank.

## Program Objectives

USAID aims to encourage educational reform in a way that maximizes the likelihood the nation will sustain and improve upon its programs after USAID's assistance ends. For this to happen:

- Governments must formulate sound policies to guide change in the right direction;
- Reform must be systemic—reaching from high-level decisions to classrooms and communities; and
- Institutional capacity must grow to implement reform policies and to contribute to the formulation of future reforms.

USAID's programs have objectives in each of these areas.

### Policy reform

USAID's education programs work, albeit in different ways, on policy reforms relating to financial sustainability, improved quality, increased access and equity, and institutional and administrative reform.

- Almost all USAID programs support government's *allocation of more resources to the education sector*. NPA provides a way for USAID to address the financial sustainability of sectoral financing, because it allows the Agency to work with a ministry of education to plan and budget for the required level of activity. This often involves encouraging countries to increase or stabilize education's share of the government budget and, within that, the share allocated to primary education.
- Programs often include support for government reforms intended to *devolve authority and responsibility* to the regional or subregional levels. Programs may also seek to help governments secure greater community involvement in education at the school level or to promote private sector initiatives in the provision of education.
- Reforms intended to *increase efficiency* support the strengthening of planning and administrative operations, as well as the reorganization of ministry structures and functions, and the improved use of physical facilities (e.g., double-shifting in schools or increasing intakes to teacher training facilities). USAID also provides assistance for improved collection and use of information, planning, budget preparation and expenditure control, ministry of education staff development, and community participation in school finance and management. Policies governing teacher recruitment and assignment, staffing norms, career structures, etc., are also targeted as means to increase efficiency in the use of teachers and staff, and to improve ministry personnel management. Policies aimed at reducing repetition and drop out rates promote the internal efficiency of primary schools.
- USAID's education efforts support *increased access* to schools. In addition, the *equitable provision* of educational services is a related policy preoccupation. A program may envisage policy reforms intended to enhance girls' access and retention, improve distribution of resources between urban and rural areas, or target previously disadvantaged populations.
- USAID supports a number of *quality-enhancing objectives* including curriculum and materials development and distribution, teacher training (pre- and/or in-service), student assessment, and pedagogical supervision.

## **System reform**

Current programs take a systems approach to educational change, that is, they operate under the premise that reforming the entire education system is necessary to achieve sustainable improvement. This approach is in contrast to earlier attempts to provide project assistance to develop separate components of the education system through self-contained projects, such as curriculum development, school construction, and teacher training). Thus, programs include some activities at the highest policy-making levels, the school and community levels, and intermediate levels, such as district offices and technical and administrative offices within the ministry headquarters.

## **Institutional capacity-building**

All USAID's education programs focus on institutional development within the sector. The education system is a complex amalgam of institutions with different administrative, managerial, and technical responsibilities. These institutions are the means by which policy is translated into operations, which include finance and accounting, planning and information, management services, personnel and teaching services, supervision and in-service training, curriculum development, instructional materials, tests and examinations, and school facilities and equipment. Education sector reform, if it is to be sustainable, requires the coordinated development of host-country capacity to manage all aspects of these institutional operations.

Under the project model of assistance, the targeted objective of USAID's intervention was defined by technical output, such as the number of teachers trained and textbooks delivered. Unfortunately, those outputs were often pursued at the expense of institutional capacity-building. A project could set up its own system for delivering training or developing an information system, and USAID could claim victory when project objectives were met, whether or not the project had fostered any permanent change in a ministry's capacity. Under the current approach, the targeted objective is now defined not just as the output itself but as an institution capable of achieving and sustaining the desired technical outputs, with its recurrent operational costs covered by the sectoral budget.

Table 1 (see page 8) identifies the institutions and capacities targeted in each education program.

## Program Characteristics

The 12 basic education program profiles in the next section follow a format that reflects how USAID designs and implements its programs. This section describes the programs' essential characteristics.

### **Background: Historical, political, and economic**

Although USAID's current education programs in Africa have common fundamental characteristics, each one takes place within a deeply rooted cultural, economic, and political context. USAID's design process begins with a thorough study of that context.

Many African countries have political boundaries that cut across ethnic groups. The interaction among these groups is a basic dynamic determining the character of government institutions, including the school system. Other important forces include the country's colonial history and its experience after independence. The concept and model of education upon which governments have built their school systems have frequently been limited to those of colonial rulers and are not in concert with the nation's development goals.

An education sector reform is also heavily influenced by the overall context of government reform, often as defined in a structural adjustment program. Because sectoral reforms often emphasize inter- and intrasectoral resource allocation, they should be linked to the larger efforts to better manage government revenues and expenditures.

### **Status of the country's educational reform**

USAID grants financing to a government in support of its education sector reform program. The assistance must be viewed in terms of that national program—intervention does not create a reform, but rather supports one that has been developed and articulated by the government.

The nature and quality of the reform may vary from country to country in terms of the clarity with which it is defined, the technical quality of the information and analysis, the participation leading to the reform, the comprehensiveness and nature of proposed changes, the degree of government commitment, and the government's goals and priorities. These variations in the policy environment determine the progress and impact of the program.

### **Social, economic, and education system indicators**

Countries in Africa vary in terms of demographics, resources, and capacity to meet the health and education needs of the population. There are also notable differences in the status of the primary education system: enrollment, enrollment rates, pupil-teacher ratios, and government expenditure on education.<sup>4</sup>

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<sup>4</sup> The indicators presented in this overview are based on the *Statistical Profile of Education in Sub-Saharan Africa—SPESSA*. For more detailed information, please refer to that database, which is produced by the Association for the Development of African Education, and which is available from the Office of Sustainable Development in the Africa Bureau. Because the indicators presented in tables are drawn from this database, they sometimes do not reflect the most recent data in some countries, including progress made during the period of USAID's interventions.

## **USAID's Assistance**

The profiles in this overview describe USAID's assistance in terms of the modalities of that assistance, the funding and timeframe of the intervention, and indicators of progress and impact.

### **Modalities of assistance**

In contrast to development assistance interventions in most sectors during previous decades, USAID's education programs in Africa unite two strategies:

- Program (or non-project) assistance: NPA contributes directly to the government's budget on the condition that it meets specified policy and program objectives.
- Projectized assistance: Projects provide technical assistance and commodities to help the government formulate sound policies and implement them.

The country profiles in this overview list the conditions that the government must meet to receive NPA funds. A USAID grant in support of a government education sector reform is divided into tranches, corresponding to the number of years in the program (to date, anywhere from three to nine). The disbursement of each tranche is conditioned on the government meeting previously negotiated performance standards, collectively referred to as "conditionality." In general, conditions preceding disbursement serve as leverage points for advancing policy changes, benchmarks of progress, and demonstrations of government commitment.

The conditions aim to identify essential elements of reform without which the overall program cannot succeed. Much but not all of the money disbursed through programs is in the form of NPA. Between September 1988 and June 1995, of the \$599.3 million reserved by USAID for education assistance in sub-Saharan Africa under the DFA, \$322.7 million, or 54 percent, was in the form of NPA.

Table 2 (see page 9) shows how these funds are targeted.

### **Implementation**

Each USAID Mission uses an implementation mechanism that serves its specific purposes. Most use institutional contractors (U.S. companies and universities) for long-term assistance. Many use the technical assistance that is available on a short-term basis from projects in USAID's Washington offices. Some use cooperative agreements with local non-government organizations (NGOs) or the Peace Corps. Others use an Indefinite Quantity Contract (IQC) or Personal Service Contractors (PSCs) and Foreign Service Nationals (FSNs). The Africa Bureau's Office of Sustainable Development works with the Mission and the Global Bureau to assure the continuity and quality of these contractual services. Table 5 (see page 12) illustrates the range of implementation mechanisms in use.

### **Indicators of progress**

An explicit directive in both the DFA legislation and the NPA guidelines is that programs be evaluated on the basis of people-level impacts. USAID's support of education reform is, therefore, ultimately accountable for outcomes such as an increased enrollment, students' progressing without repeating grades, and graduating with skills and behaviors conducive to life-long learning. Because these indicators change only years after system-wide

reform has taken root, other indicators serve to mark improvements in the system, such as the ratio of pupils to teachers, and the equitable access of girls and boys.

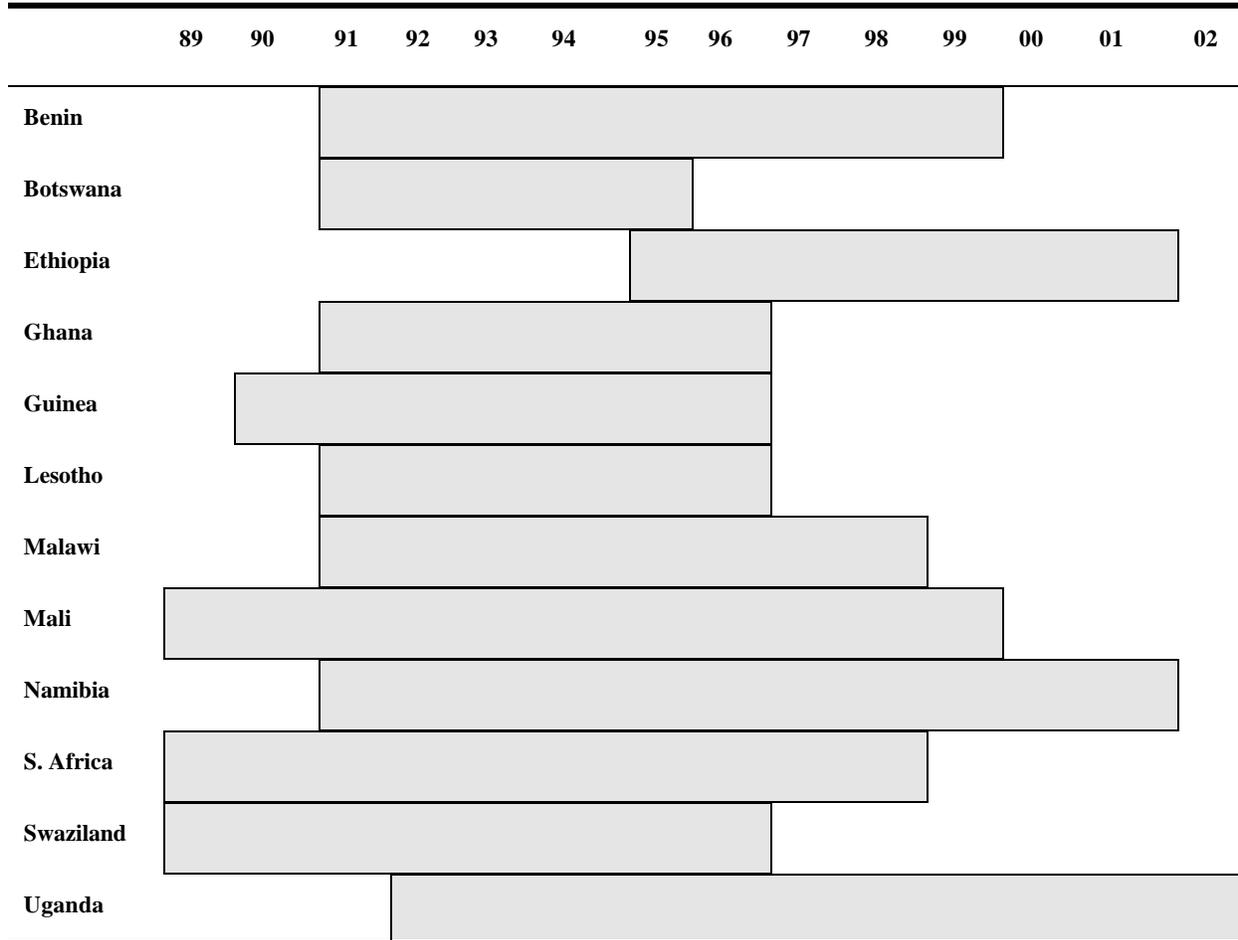
Most of the data on indicators of progress come from the country's Assessment of Program Impact (API), submitted routinely by the Missions to USAID/Washington. The enormous variation among countries in terms of their education systems is apparent in Table 3 (see page 10).

### **Other donors**

Unlike the traditional project approach, where each donor can operate within a specific program area, these USAID education programs aim to leverage the support of other donors working in the sector. Cooperation among donors can take the form of cofinancing, where major donors join in the design of the program, including conditionality, and participate with the government in tranche reviews. A less structured form of coordination is regular donor sector review meetings, ideally convened and chaired by a ministry of education. Whatever form it takes, coordination of donor support and inputs is essential if African nations are to successfully manage sectoral reform programs.

# Summary Tables

**Table 1: Program and Project Timeframes**



(The first project in South Africa began in 1986; it is not an NPA program.)

**Table 2: Institutions and Capacities Targeted in USAID Education Programs**

Institutional Focus	Benin	Botswana	Ethiopia	Ghana	Guinea	Lesotho	Malawi	Mali	Namibia	South Africa	Swaziland	Uganda
Budget & Financial Management	✓		✓	✓	✓	✓		✓			✓	
Planning and EMIS	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	
Decentralized Administration	✓		✓	✓	✓			✓				✓
Pre-Service Tchr. Training			✓				✓					
In-Service Tchr. Training & Support	✓	✓	✓	✓		✓		✓	✓	✓		✓
Curriculum Development	✓	✓	✓				✓		✓	✓		
Textbook Development & Distribution	✓	✓	✓	✓		✓	✓	✓	✓	✓		✓
Student Assessment	✓	✓		✓		✓		✓			✓	
School Construction					✓		✓	✓				

**Table 3. Demographic and Primary Education System Characteristics**

	Popula- tion (M)	GNP/ capita (\$)	Infant deaths/ 1000 live births	Annual pop. growth rate	Literates as % of pop.	Prim'y total enroll- ment (000)	Gross enroll- ment rate	Girls as % of total enroll- ment	Pupil- teacher ratio	Public spends on edu- cation (\$M)
<b>Benin</b>	5	410	110	3.1	37	535	66	34	40	*78.4
<b>Botswana</b>	1.4	2790	35	3.4	70	301	116	51	29	244.8
<b>Ethiopia</b>	54.8	110	122	3.1	36	1856	23	41	27	202.2
<b>Ghana</b>	15.8	450	81	3.2	65	2012	76	46	28	*197.1
<b>Guinea</b>	6.1	510	133	2.6	36	472	46	33	49	62.6
<b>Lesotho</b>	1.9	590	46	2.7	71	345	98	54	49	54.3
<b>Malawi</b>	9.1	210	134	3.2	56	1795	80	47	68	58.8
<b>Mali</b>	9	310	130	2.6	31	497	31	39	47	67.6
<b>Namibia</b>	1.5	1610	57	3	na	349	136	50	32	254.1
<b>S. Africa</b>	39.8	2670	53	2.5	82	7400	111	50	27	7606
<b>Swaziland</b>	0.9	1090	108	na	77	186	120	49	33	63.7
<b>Uganda</b>	17.5	170	122	2.6	62	2650	67	44	32	52.8

These data are based on the SPSSA (*Statistical Profile of Education in Sub-Saharan Africa*) database. Most of the demographic data is for 1992, except for the data on literates, which is from 1995. The education data are from between 1991 and 1993. For more detailed and precise data, please see SPSSA, which is available from the Office of Sustainable Development in USAID's Africa Bureau.

\*Figures for public expenditure on education for Benin and Ghan are from the Benin Ministry of Education and the World Bank.

**Table 4: USAID Financing: Non-Project and Project Assistance<sup>5</sup>**

	Financing (US\$ millions)				Type T
	NPA	PA	Total	%NP A	
<b>Benin</b>	<b>56</b>	<b>25</b>	<b>81.</b>	<b>69</b>	<b>GBS</b>
<b>Botswana</b>	<b>0</b>	<b>12.</b>	<b>12.</b>	<b>0</b>	<b>n/a</b>
<b>Ethiopia</b>	<b>50</b>	<b>30</b>	<b>80.</b>	<b>63</b>	<b>GBS</b>
<b>Ghana</b>	<b>32</b>	<b>3</b>	<b>35.</b>	<b>91</b>	<b>SS</b>
<b>Guinea</b>	<b>29.</b>	<b>10.</b>	<b>39.</b>	<b>73</b>	<b>GBS</b>
<b>Lesotho</b>	<b>18.</b>	<b>6.</b>	<b>25.</b>	<b>74</b>	<b>SS</b>
<b>Malawi</b>	<b>35</b>	<b>10.</b>	<b>45.</b>	<b>77</b>	<b>GBS</b>
<b>Mali</b>	<b>3</b>	<b>38</b>	<b>41.</b>	<b>7</b>	<b>GBS</b>
<b>Namibia</b>	<b>16</b>	<b>18.</b>	<b>34.</b>	<b>47</b>	<b>GBS</b>
<b>South Africa</b>	<b>0</b>	<b>90</b>	<b>90.</b>	<b>0</b>	<b>n/a</b>
<b>Swaziland</b>	<b>0</b>	<b>7.</b>	<b>7.</b>	<b>0</b>	<b>n/a</b>
<b>Uganda</b>	<b>83</b>	<b>25</b>	<b>108.</b>	<b>77</b>	<b>GBS</b>
<b>Total</b>	<b>322.</b>	<b>276.</b>	<b>599.</b>	<b>54</b>	

GBS = General budgetary support: NPA funds are disbursed to the host government treasury.  
 SS = Sector support: Use of NPA funds is limited to the education sector.

Figures are current as of June 1995.

**Table 5: Implementation Contract Mechanisms**

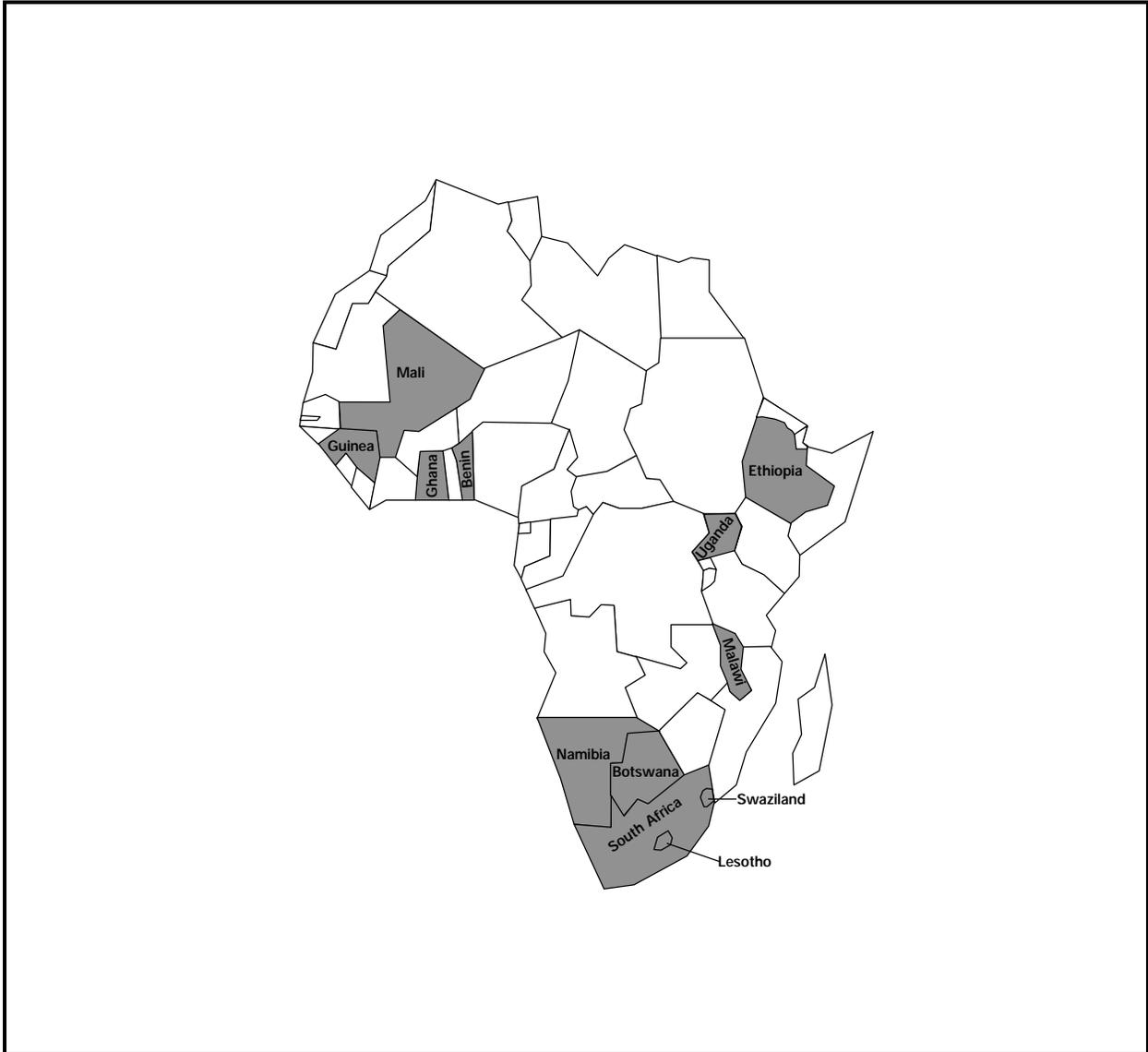
	Mechanism			
	Institutional Contractor	Central Project	IQC	Cooperative Agreement
<b>Benin</b>	Mitchell Group/ CAI		(Mission)	WEI
<b>Botswana</b>	AED			
<b>Ethiopia</b>	AED/RTI/SC/IIR/CAU	ABEL; IEQ		Tigray Dev. Assoc.; WLI
<b>Ghana</b>	Mitchell Group	ABEL		
<b>Guinea</b>		IEES; ABEL II		
<b>Lesotho</b>	Ohio U/SUNY/CAI			
<b>Malawi</b>	(HIID); CAI	ABEL		
<b>Mali</b>		ABEL		SC; WEI
<b>Namibia</b>	IIR			Peace Corps
<b>South Africa</b>		ABELII; IEQ	Aurora; DevTech	
<b>Swaziland</b>	IIR			
<b>Uganda</b>	AED/CAI/RTI/UMass	IEQ		

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# Current USAID Basic Education Programs in Sub-Saharan Africa

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Each of the following profiles of USAID education programs presents information on:



- The historical, economic, and social context of the program
- Status of the education reform
- USAID's assistance
- Key program data: purpose, conditionality, project assistance, funding level, timeframe, implementation contract mechanisms, and current status
- USAID Mission report on developments in the education sector in FY 1994
- Other donors with programs in the sector

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# Benin

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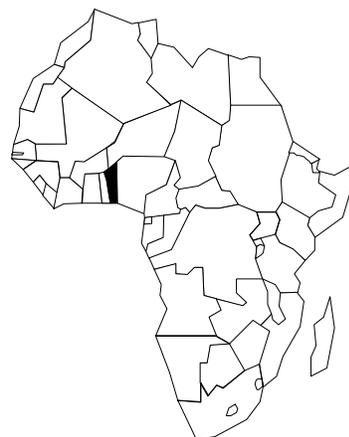
## Context of USAID's Program/Project

### Background: Historical, political, and economic

The French organized what is now Benin into the French Protectorate of Dahomey, which in turn became a territory of French West Africa. It remained a French colony until independence in 1960, when the country was renamed the People's Republic of Benin.

The Fon people are heavily represented in the south, where more than two-thirds of the population is concentrated. In the north the largest groups are the Bariba, Somba, and Fulani. The official language of Benin is French.

Following independence, Benin's government underwent a period of frequent changes. Between 1973 and 1989, a single-party Marxist-Leninist government ruled the country. The regime's centralized system, combined with unfavorable external market developments, led to major economic and financial difficulties between 1975 and 1982. Adjustment efforts began in 1983, but were insufficient given the magnitude of the problems. In 1987 the banking system collapsed and the banks shut down. A structural adjustment program supported by the International Monetary Fund (IMF) and the World Bank began in mid-1989. Recognizing that the reform measures conflicted with Marxist-Leninist philosophy, the government held the National Conference in 1990 to draft a new constitution outlining a democratic government. This event marked the end of autocratic rule. Along with Benin's radical transition to democracy was a significant rethinking on its part of the role of all governmental and non-governmental organizations in the country's development.



## **Status of Benin's Education Reform**

The government places high priority on reestablishing the country's education system, which essentially collapsed during the waning years of the Marxist-Leninist regime. In 1990, a nationwide review of the education system determined that reforms should target the quality, efficiency, equity of, and access to primary schooling. Poor quality was evident in the lack of qualified teachers; the absence of pedagogical materials and teacher support and training; and incomplete, outmoded, and poorly organized curricula. High dropout rates in the early primary grades and high repetition throughout the primary cycle combined to increase the average time for successful completion of primary education to the equivalent of 26 years. In both regional and gender terms there were inequities in the primary education sub-sector. Net enrollment rates ranged across regions from 31 to 63 percent, first grade drop-out rates in some regions were as high as three times the rates in others, and girls' enrollment rates were as much as 40 percent below the national average. While the government had allocated a large share of government expenditure to education, and to primary education as much as 40 to 50 percent of the education sector budget, personnel costs were consuming most of the available resources.

<b>Indicators of the social/economic context (1992)</b>		
	<b>Benin</b>	<b>Sub-Saharan Africa</b>
Population (millions)	5	—
GNP per capita (\$)	410	846
Infant deaths per 1000 live births	110	97
Annual population growth rate	3. 1	2. 8
Literates as percentage of adult population	37	54. 7
<b>Indicators of the primary education system (1991-93)</b>		
Total enrollment (thousands)	535	—
Gross enrollment rate	66	77. 9
Girls as portion of gross enrollment	34	44. 8
Pupil:teacher ratio	40	44
Total public expenditure on education (\$millions)	78. 4	—

## **USAID's Assistance**

USAID began supporting primary education reform in 1991 as the government began following up on the nationwide review of the education system. The Mission's strategy mirrors the Beninese priorities of improving quality, efficiency, and equity. One target of sectoral reform is to realign budget allocations in favor of primary education. Another is to support the improvement of institutional capacity for educational planning, management, and accountability, including an emphasis on decentralization. USAID's support also targets key pedagogical systems, such as curriculum reform, teacher training, teacher supervision and support, materials development and distribution, and student assessment.

USAID supports the Ministry of National Education's (MEN) efforts to define standards for the provision of basic quality schooling, known as Fundamental Quality Level (FQL) standards. FQL standards are developed locally and at the provincial and national levels. In defining the FQL standards, parents, teachers, and other participants in the system are learning to coordinate resource management, promote public-private cooperation, and implement a strategy focusing on improving quality and equity, while allowing for controlled expansion.

With support from USAID, Parent Associations (APEs) are more actively supporting schools, school systems are paying teachers regularly, and teachers are absent less often. Following a study of girls' enrollment, the government eliminated school fees for rural girls. USAID is helping the ministry track the results of this policy.

The Mission's central strategy incorporates NPA and targeted technical assistance through the Children's Learning and Equity Foundation (CLEF). CLEF is complemented by the Benin Primary Education NGO Project (PENGOP), which aims to strengthen Parent Associations' ability to participate in school management and regional decision-making.

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## **Children's Learning and Equity Foundation (CLEF)** **680-0206; 680-0207**

### **Purpose**

To assist the Government of Benin to reestablish the primary education system, improve quality, broaden access, and promote sustainability.

### **Conditions required for NPA disbursements**

- Complete operational audit of the MEN
- Freeze scholarship expenditures at 1990 levels
- Complete multi-year primary education reform action plan
- Submit to USAID annual Letter of Intent (LOI) and progress reports
- Make available resources required for actions indicated in the LOI
- Primary share of budget and expenditures greater than or equal to previous year
- Increased annual primary non-salary budget
- Define Fundamental Quality Level (FQL) standards and targets for their implementation
- Establish expenditure tracking system at MEN; perform internal and external audits
- Decentralize planning and financial management

### **Nature of project assistance**

The project finances long- and short-term technical assistance, training, and associated costs for the MEN, as well as costs associated with USAID's implementation, monitoring, evaluation, and auditing of program and project activities. The long-term technical assistance is given in six areas: project coordination, educational planning, management information system (MIS), learning and instruction, financial management, and training.

### **Funding level and duration**

- \$56 million in NPA; \$20 million in project assistance
- Program: 1991–96 (amended: 1992, 1993, 1994)
- Project: 1991–99

### **Contract mechanisms**

- Personal services contractors (PSCs) for program coordination and MIS technical assistance
- Institutional contractors: The Mitchell Group and Creative Associates International (CAI) (began in 1995)
- Mission-based Indefinite Quantity Contract (IQC) with CAI for short-term technical assistance (began in 1994)
- Central IQCs for short-term technical assistance (1991–93)

### **Current status**

The government met the conditions for disbursement of Tranche 3 in December 1994. Amendment 4 was approved to refine the overall program purpose and to reorganize the supporting objectives. Tranche 4 conditions are pending.

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## **Benin Primary Education NGO Project (PENGOP) 680-0212**

### **Purpose**

To develop the institutional and technical capacity of local NGOs to enable them to provide quality services to APEs and other grassroots organizations involved in the education sector in the areas of organizational development, financial management, adult literacy, and action-research in primary education.

### **Nature of project assistance**

Project funds support institutional capacity building for APEs in one region of the country. USAID also has helped establish a mechanism for providing grants to schools in the region and to work on developing regional federations of APEs. Support for the project's management includes one long-term expatriate and local staff.

### **Funding level and duration**

- \$5.0 million in project assistance
- 1994–98

### **Contract mechanism**

- Cooperative agreement: World Education, Inc.

### **Current status**

The project has been operational since 1994.

## Indicators of progress in Benin

<b>System-Level Impacts</b>	
<b>Policy</b>	<ul style="list-style-type: none"> <li>• USAID benchmarks established to measure accountability</li> <li>• Reform Action Plans for Financial Viability and Public Participation, and Budgetary Process finalized</li> <li>• Detailed cost projection for reform-related inputs prepared by ministry</li> <li>• Commitment of ministry obtained to support schools on an annual basis in areas of pedagogical inputs, supplies, equipment, furniture, latrines, and construction</li> <li>• Public Participation Action Plan developed and being implemented</li> <li>• In-service teacher training policy developed by ministry</li> <li>• School fees eliminated for rural girls</li> <li>• Profile for primary school leavers and pedagogical objectives for primary grades developed</li> <li>• New textbook policy finalized, addressing issues of textbook ownership and use, distribution, cost recovery, and subsidization</li> <li>• Curricula for grades 1 and 2 developed and experimentation begun</li> </ul>
<b>Institutional</b>	<ul style="list-style-type: none"> <li>• Planning Directorate (DAPS) established to plan reform program; training provided for ministry's key staff to implement reform objectives</li> <li>• Some centralized operations transferred to the regional education offices</li> <li>• Some progress made in decentralization of procurement</li> <li>• Regional inspectors provided transportation for site visits</li> <li>• Coordination of MIS development implemented, based on an information needs assessment</li> <li>• Reduced delays in publication of school statistics</li> <li>• Teachers with professional qualifications increased from 28% in 1990 to 38% in 1994</li> <li>• Production and distribution of teaching guides assured</li> <li>• Teacher training revamped and curricula developed and tested</li> <li>• Teachers paid regularly since 1990</li> <li>• Absenteeism among teachers reduced</li> </ul>
<b>Classroom/ Community</b>	<ul style="list-style-type: none"> <li>• Some local NGOs increased capacity to train parents associations</li> <li>• NGOs working in education increased from 12 in 1993 to 21 in 1994</li> <li>• Five regional parents' associations created</li> <li>• Expected national parents' organization by end of 1995</li> </ul>
<b>Student-Level Impacts</b>	
<b>Access</b>	<ul style="list-style-type: none"> <li>• 49.7% gross enrollment ratio (GER) in 1990; 64.7% in 1994</li> </ul>
<b>Quality/ Efficiency</b>	<ul style="list-style-type: none"> <li>• Primary leaving exam pass rate 40% in 1990; 59.7% in 1993</li> </ul>
<b>Equity</b>	<ul style="list-style-type: none"> <li>• Girls' GER 40% in 1991; 48% in 1994</li> </ul>

## Other Donors with Programs in the Education Sector

- International Foundation for Education and Self-Help (IFESH)—American teachers
- World Bank—basic education, management and planning, construction, and teachers' service reform

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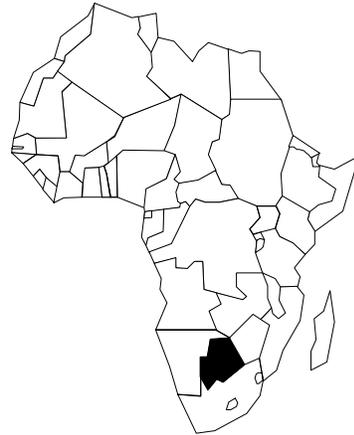
# Botswana

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## Context of USAID's Program/Project

### Background: Historical, political, and economic

Botswana is a landlocked country, two-thirds of which is covered by the Kalahari desert. Unlike its southern neighbors, Botswana never experienced a strong European presence. Contact with Europe began in the 19th century when missionaries settled the area. Hostilities broke out between the Botswana and Afrikaners from the Transvaal (South Africa) in 1885. The Botswana looked to Britain for help and the British government proclaimed the area of Botswana (then Bechuanaland) to be a protectorate. Under British protection, local tribal government evolved. In 1964 the British government accepted proposals that led to self-government and full independence in 1966. Since 1966 the Republic of Botswana has maintained a politically stable multi-party democracy, with the ruling Botswana Democratic Party (BDP) winning all elections.



The government has made extraordinary progress, most particularly in managing the economy and achieving significant improvements in the quality of life for its people. Since independence, Botswana's economy has grown at a rate of 8 to 14 percent per year. This growth has been almost exclusively due to mining, particularly of diamonds. In the 1980s, the country became the world's largest producer of quality diamonds. Proceeds from the diamond industry, extensive international grant and loan aid, and wise economic management have placed Botswana in a strong financial position. However, the most recent elections in October 1994 signaled a changing political climate and a high level of voter dissatisfaction. Unlike previous years when the BDP won over 90 percent of the parliamentary seats, it won only 65 percent of the new seats, while significant gains were achieved by the Botswana National Front (BNF). High urban and rural unemployment and increasing income inequalities were among the factors that contributed to the change. In addition, the devastating effects of HIV/AIDS threatens to undermine the government's efforts to improve the social and economic well-being of Botswanans.

## Status of Botswana's education reform

As a major focus of its educational reform program in the 1980s, the government took steps to make primary school universal and to expand the percentage of school-age children enrolled at the secondary level. To improve primary education, the government determined it would need more primary school teachers, as well as programs to prepare teacher college tutors, develop curricula, and provide in-service teacher training.

The 1994 Revised National Policy on Education outlined the strategy for the development of more responsive education and training. The new policy extended basic education from nine to ten years and diversified the curricula by introducing basic commercial and technical courses to prepare students for the job market. The government hopes that commercial and technical education will increasingly be appreciated by Botswanans as viable alternatives to higher formal academic education, given the problems of limited space at institutions of higher learning, unemployment among school leavers, and the persistent shortage of skilled artisans in the country. Commercial and technical education will also prepare school leavers for self-employment in the informal sector, given limited growth opportunities in the formal employment sector.

### Indicators of the social/economic context (1992)

	Botswana	Sub-Saharan Africa
Population (millions)	1. 4	—
GNP per capita (\$)	2790	846
Infant deaths per 1000 live births	35	97
Annual population growth rate	3. 4	2. 8
Literates as percentage of adult population	70	54. 7

### Indicators of the primary education system (1991-93)

Total enrollment (thousands)	301	—
Gross enrollment rate	116	77. 9
Girls as portion of gross enrollment	51	44. 8
Pupil:teacher ratio	29	44
Total public expenditure on education (\$millions)	244. 8	—

## **USAID's Assistance**

USAID's assistance to education in Botswana began nearly 10 years earlier than in most other African countries. In the 1980s, USAID undertook the Primary Education Improvement Project (PEIP, 1981–92) and the Junior Secondary Education Improvement Project (JSEIP, 1985–91). These helped bring about major advances in access to and delivery of quality basic education programs. The projects focused on improving teaching quality by improving the institutions that train teachers. PEIP strengthened the capacity of the MOE and the University of Botswana to plan, develop, and implement an effective pre- and in-service curriculum for primary teacher education. The university established a Department of Primary Education, primary teacher training colleges have improved their programs, and in-service education networks have been developed. The projects also assisted the government to revise the curricula.

In 1991 USAID initiated its Basic Education Consolidation (BEC) project to help sustain the educational gains of the 1980s. The project assisted the MOE to strengthen its curriculum development and implementation process. BEC is also helping the ministry to plan, implement, and evaluate an integrated, consolidated, and coordinated basic education program covering the first 10 years of public education. The curricula will incorporate the objectives of teacher training and student assessment to assure a coherent and focused basic education system.

Because USAID has been assisting the education sector since 1981, and has provided system-wide reform assistance since 1991, the student-level impact of reform is more pronounced in Botswana than in other countries. Enrollments have increased, as has the system's capacity to accommodate students as they progress through grade levels. Repetition and dropout rates have declined. The rate of girls' enrollment and of female teachers has grown.

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## **Basic Education Consolidation Project (BEC) 633-0254**

### **Purpose**

To enhance and increase the capacity of the MOE, and to consolidate a 10-year basic education program.

### **Nature of project assistance**

The project provides support to the Departments of Curriculum Development and Evaluation and Teacher Education in the form of long- and short-term technical assistance in the areas of curriculum development, implementation, and evaluation. USAID's support for training includes funding U.S.-based master's degree study, and short-term and in-country training. Project assistance covers the local costs of running the project, project research, and monitoring.

### **Funding level and duration**

- \$12.6 million in project assistance
- 1991–95

## Contract mechanisms

- Institutional contract with the Academy for Educational Development (AED)

## Current status

USAID/Washington will close Botswana's Mission and bring the BEC Project to a close in September 1995. Thereafter, USAID's Regional Center for Southern Africa (RCSA) will be headquartered in Gaborone.

## Indicators of progress in Botswana

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### System-Level Impacts

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|---------------|---|
| <b>Policy</b> | <ul style="list-style-type: none"> <li>• 1994 Revised National Policy on Education extended the duration of basic education from 9 to 10 years</li> <li>• Criterion-referenced testing system to measure student achievement and competencies tested</li> <li>• Continuous assessment (CA) program implemented to track student performance</li> <li>• Teacher training programs reorganized at primary teacher training colleges</li> <li>• In-service education networks developed</li> </ul> |
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|----------------------|---|
| <b>Institutional</b> | <ul style="list-style-type: none"> <li>• Department of Primary Education established at University of Botswana</li> <li>• Planning, implementing, and evaluating an integrated, consolidated, and coordinated basic education program begun</li> <li>• Process to integrate curriculum development, teacher training, and student assessment begun</li> <li>• 40% increase in trained/retrained primary school teachers over life of program</li> <li>• 74% of 9,772 primary school teachers female</li> <li>• 78.7% junior secondary school teachers trained/retrained (42.9% female)</li> </ul> |
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### Student-Level Impacts

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|---------------|---|
| <b>Access</b> | <ul style="list-style-type: none"> <li>• 192 primary schools constructed</li> </ul> |
|---------------|---|
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|--------------------------------|---|
| <b>Quality/<br/>Efficiency</b> | <ul style="list-style-type: none"> <li>• Sufficient capacity for 100% progression from Standard 7 to Form 1</li> <li>• 81% progression rate from Standard 7 to Form 1</li> <li>• Primary school repetition rate 2.6%</li> <li>• 3.8% dropout rate for Form 1 and 2 in 1993</li> </ul> |
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| <b>Equity</b> | <ul style="list-style-type: none"> <li>• Girls' primary school enrollment 53% in 1993 (50% target)</li> <li>• Girls' enrollment in Forms 1 and 2 is 54.3% of total enrollment</li> </ul> |
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## **Other Donors with Programs in the Education Sector**

- Canada—University of Botswana
- Cuba—secondary science and math teachers
- Germany—vocational trade schools
- Netherlands—University of Botswana
- Norway—guidance education
- Sweden—literacy and primary education
- UNICEF—early childhood education
- United Kingdom—secondary school teacher training
- World Bank—junior secondary education

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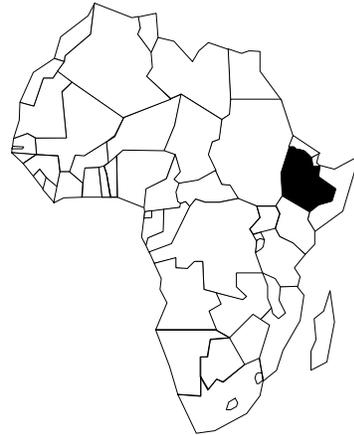
# Ethiopia

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## Context of USAID's Program/Project

### Background: Historical, political, and economic

Contact through trade and other means with southern Arabia, Egypt, Greece, and Rome exposed the Axumites of Ethiopia's northern highlands to Christianity in the fifth century and to Islam in the seventh century. The modern borders of Ethiopia were established in the late nineteenth century. In 1935, Italy invaded Ethiopia, and Emperor Haile Selassie was removed from power. Selassie returned to power in 1941 and remained until he was overthrown by the Dergue in 1974. Over the next two decades a number of forces challenged the socialist government's authority. In June 1994, new elections were held and a constitution was approved. The constitution created 11 self-governing, ethnic-based regions and stipulated a very limited role for the central government.



Today, Ethiopia is an ethnically and culturally diverse country with more than 80 languages spoken. The largest ethnic group, the Oromo, occupies most of the central, eastern, and southern regions. The Amhara and Tigray peoples from the northern highlands have traditionally dominated the political and economic structures.

Ethiopia had a per capita income of US\$120 in 1991 as the result of declining growth during the previous 25 years. In 1991, the Transitional Government of Ethiopia (TGE) entered upon a path of post-war economic reconstruction supported by a unique multi-donor \$657 million recovery program. Ethiopia agreed to implement a structural adjustment program, which facilitated the nation's successful application for debt rescheduling in 1992. Since then the TGE has made progress in stabilizing the economy. This progress, however, has in some measure been the effect of other positive factors, including an exceptionally good harvest during in 1992-93 and a quick recovery of industrial output as a result of the easing of foreign exchange constraints.

## Status of Ethiopia's education reform

The quality of education at all levels of the system deteriorated markedly during the last decade. Education's share of the national budget decreased from 19 percent in the early 1970s to 9.5 percent in 1990. Many teachers are unqualified. About one in four students have books. The policy of regionalization has many implications for specific sector reforms, such as language policy and the decentralization of central ministry services (e.g., curriculum development and materials production, and systems of finance, management, and administration). Primary school teachers fluent in each of the regional languages must be recruited. From 1988 to 1991, enrollment decreased at all levels. Some of the decrease was due to the prolonged civil war and the instability inherent in a change of government. National statistics mask extreme regional disparities in access to schooling, especially for girls.

Since 1990, the government has increased education's share of the budget to as much as 15 percent. The ministry's highest priority is to provide more primary schools, especially in war-ravaged and impoverished areas. The government will also focus on teacher training, both in- and pre-service, and will expand the capacity of the teacher training institutes to provide this training. Issues that the government still must address center on the tradeoffs between expansion and improvement of quality.

### Indicators of the social/economic context (1992)

	Ethiopia	Sub-Saharan Africa
Population (millions)	54. 8	—
GNP per capita (\$)	110	846
Infant deaths per 1000 live births	122	97
Annual population growth rate	3. 1	2. 8
Literates as percentage of adult population	36	54. 7

### Indicators of the primary education system (1991-93)

Total enrollment (thousands)	1856	—
Gross enrollment rate	23	77. 9
Girls as portion of gross enrollment	41	44. 8
Pupil:teacher ratio	27	44
Total public expenditure on education (\$millions)	202. 2	—

## **USAID's Assistance**

Ethiopia is the most recent addition to USAID's education portfolio in Africa, and the program has benefited from the lessons learned in other countries. The Mission's strategic objective is improving the quality of primary education in an expanding and decentralizing system. The Mission will work towards achieving the objective by targeting: decentralized planning, budgeting, and management; the availability of resources for education; and improving key quality and equity enhancing inputs for the sector.

In particular, USAID will support the government's establishment of central and regional reform committees. It will help the government to define institutional responsibilities for various aspects of the reform and to move toward school-based management. Budgetary reform includes maintaining a total level of allocation to education as well as increasing the level to primary education and the amount to non-salary expenses. In terms of improving quality, the program will concentrate on training and supporting teachers: their certification; policies that affect their hiring, assignment, and transfers; and the curriculum of primary teacher training institutes. Using project assistance, USAID will help the ministry strengthen local support for schools.

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## **Basic Education System Overhaul Program (BESO) 663-0014; 663-0015**

### **Purpose**

To improve the quality and equity of primary education in an expanding and decentralizing system.

### **Conditions required for NPA disbursements**

- Establish one central and two regional management reform committees
- Identify entities responsible for financial, policy, institutional, and administrative authority
- Total education allocations in annual budget must be at least 16 percent of total budget, excluding debt
- Increase primary education allocation as a proportion of total education allocation towards goal of 60 percent by end of program
- Increase non-salary expenditures at school level, and quality enhancing inputs for primary education
- Identify constraints to local school-based management
- Create action plan for implementing primary teacher certification policy
- Develop minimum quality standard for primary education
- Evaluate existing primary teacher hiring, assignment, and transfer policies
- Devise plan to reform and improve primary teacher training institutes curricula

### **Nature of project assistance**

Project assistance supports policy analysis and planning at the ministry level; policy analysis and planning, financial analysis and management, and curriculum development in Tigray and Southern Ethiopian People's Region (SEPR); and curriculum and institutional reform at three teacher training institutes. Working through NGOs, the project will assist the development of a support environment at the school-level involving communities, schools, and district officials.

### **Funding level and duration**

- \$50 million in NPA; \$30 million in project assistance
- 1995–2001

### **Contract mechanisms**

- Buy-in to centrally-funded projects: Advancing Basic Education and Literacy Project (ABEL) and Improving Educational Quality Project (IEQ), 1993–94
- Institutional contractor: AED and its sub-contractors (Research Triangle Institute, Save the Children/USA, International Institute for Research (IIR), and Clark Atlanta University), 1995–2001
- Cooperative agreement: Tigray Development Association; World Learning, Inc.

### **Current status**

The program became operational in Fall 1994. A review of Tranche 1 conditionality was scheduled for summer 1995.

## Indicators of progress in Ethiopia

<b>System-Level Impacts</b>	
<b>Policy</b>	<ul style="list-style-type: none"><li>• Program design for BESO has influenced ongoing policy, strategy, and operational decisions of the TGE</li><li>• Selected budget items being expended on schedule</li><li>• Increased level of regional primary education budget per student</li><li>• Nation-wide improvements in teacher compensation and career opportunities made, including increases in salaries and career opportunities for 70,000 teachers</li><li>• Increased percentage of recurrent budget allotted to non-salary inputs</li><li>• Changes in curriculum and admission policies instituted for women at teacher training institutes</li></ul>
<b>Institutional</b>	<ul style="list-style-type: none"><li>• Reform management plan developed: Potential indicators of progress include: test scores for teacher training graduates' completion exams; % of female graduates from teacher training institutes; and improvements in performance measures of school management</li><li>• Key program area plans in place and implemented in a timely fashion</li></ul>
<b>Classroom/ Community</b>	<ul style="list-style-type: none"><li>• Potential indicators to be examined for textbooks, furniture, and other key inputs</li></ul>

## Other Donors with Programs in the Education Sector

- African Development Bank—school construction
- Finland—vocational teacher training and curriculum; adult and non-formal education
- Germany—vocational teacher training and curriculum; adult and non-formal education
- Sweden—basic education
- UNICEF—vocational teacher training and curriculum; adult and non-formal education
- United Kingdom—tertiary education/training
- World Bank—basic education

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# Ghana

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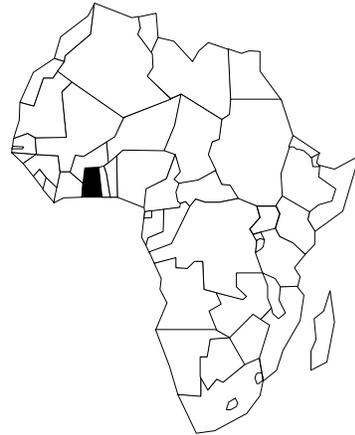
## Context of USAID's Program/Project

### Background: Historical, political, and economic

In 1957, Ghana became the first African colony to gain independence from Britain. In 1960, Ghana became a republic with an elected president. In 1966, the military deposed the president and a series of military and civilian governments have ruled Ghana ever since. Leadership became comparatively stable after Jerry Rawlings took power in 1981. In 1991, a consultative assembly drafted a constitution that was approved by voter referendum. Political parties were legalized and campaigns held. In 1992, Rawlings was elected president, and in 1993, a new parliament took office.

There are more than 100 ethnic groups in Ghana, most with their own languages and cultures. The principal ethnic groups include the Akan, Ewe, Ga, and Mole-Dagbani. English is the official language, although numerous indigenous languages are spoken.

Despite early prosperity in the 1960s, the country faced difficult economic times in the 1970s and 1980s, with plunging terms of trade, a drought, the forced repatriation of nearly a million Ghanaians from Nigeria, shortages of fuel, and a weakened internal transportation system. In response, the government launched in 1983 one of Africa's most stringent economic recovery programs in coordination with the IMF. In 1995, Ghana's economic reform program was among the most successful in Africa. Since 1983, economic and social transformation have profoundly altered the role of government as it transferred services and investments to the private sector. Ghana's strategy for the 1990s is to move from economic reform to accelerated growth.



## Status of Ghana's education reform

Historically, Ghana has been a very strong supporter of education. Until the mid-1970s, it had one of the best education systems in Anglophone Africa. During the 1970s, economic constraints led to incremental deterioration of educational standards and quality. In 1986, the Government of Ghana instituted educational sector reform by taking the following measures: reducing pre-university education from 17 to 12 years (nine years of basic education, plus three years of secondary); reallocating government funds to basic education; instituting curriculum reform; establishing a firm basis for secondary and tertiary study; and involving the family and community in funding and access issues. In addition, Ghana has dramatically increased its budgetary allocation to the education sector, and to basic education in particular. From a low of 1.4 percent of GDP in 1983, expenditures on education rose to 3.8 percent by 1992. Education's share of the national recurrent budget rose from 17 percent in 1980-81 to 36 percent in 1992. Within the education sector, basic education's share has risen from 44 percent in 1984 to over 65 percent since 1989. During 1994, the ministry began a process of redefining its goals, prioritizing its activities, and preparing a comprehensive reform plan. During the same period, donors promoting educational reform in Ghana have attempted to coordinate their activities around support for specific components of the government's reform agenda.

### Indicators of the social/economic context (1992)

	Ghana	Sub-Saharan Africa
Population (millions)	15. 8	—
GNP per capita (\$)	450	846
Infant deaths per 1000 live births	81	97
Annual population growth rate	3. 2	2. 8
Literates as percentage of adult population	65	54. 7

### Indicators of the primary education system (1991-93)

Total enrollment (thousands)	2012	—
Gross enrollment rate	76	77. 9
Girls as portion of gross enrollment	46	44. 8
Pupil:teacher ratio	28	44
Total public expenditure on education (\$millions)	197. 1	—

## **USAID's Assistance**

USAID initiated its program in Ghana, as well as in several other African countries, in 1991. USAID and the World Bank collaborated on the design and implementation of the assistance. Thus, some approaches to NPA were being tested for the first time. For instance, to improve equitable access, USAID helped the government run a number of pilot programs to help determine which incentives would attract girls to school and keep them there. Also, criterion-referenced tests—judging students' achievement in terms of criteria rather than group norms—were introduced. Both the pilot projects and the new tests met with mixed success.

As in other programs, Ghana's focused on improving the ministry's capacity to undertake reform. USAID assisted the ministry in convening two national committees to review progress. Project assistance enabled the ministry to hire and train MIS specialists, who used donated computers to improve education data collection and analysis. The ministry also began decentralization of authority and financing by hiring and training district and circuit-level staff to manage reform. In addition, the ministry hired hundreds of district-level supervisors and trained them to assist schools.

To improve the quality of teaching, the ministry required higher standards for entry-level teachers, and trained in-service teachers to meet those standards. Non-salary expenditures were increased for such things as textbooks and instructional materials for teachers.

Although USAID was able to measure progress in terms of these system-level changes, it could find no measurable impact by 1993 in the results of the criterion-referenced tests. Through short- and long-term assistance, the Mission continues to help the government implement its reform objectives and to monitor the effects of reform activities in the classroom.

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## **Primary Education Reform Program (PREP) 641-0119**

### **Purpose**

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

### **Conditions required for NPA disbursements**

- Maintain primary share of budget and expenditures at 1989 levels
- Plan for an increase in percentage of budget for materials to 6 percent after 1993
- Develop and implement staff training program
- Develop and implement equity pilot programs
- Formulate and implement an equity improvement policy
- Develop and implement a decentralization policy
- Develop, pilot-test, and administer sample-based criterion-referenced testing
- Train 90 percent of primary teachers to a level of minimum standards

## Nature of project assistance

USAID provides short-term training for ministry personnel who manage the project, and short- and long-term consultancies for implementing government policies supported by USAID's program.

## Funding level and duration

- \$32 million in NPA; \$3 million in project assistance
- 1991–96 (amended: 1993)

## Contract mechanisms

- Institutional contract with Mitchell Group to implement short-term technical assistance (until mid-1995)
- Buy-in to centrally funded ABEL Project to implement short-term technical assistance (until 1994)
- Mission-based IQC

## Current status

The Ghana program mid-term evaluation was completed in November 1993, and the Tranche 4 review in December 1994. Tranche 4 was released in the second half of 1995.

## Indicators of progress in Ghana

<b>System-Level Impacts</b>	
<b>Policy</b>	<ul style="list-style-type: none"> <li>• Two National Committees convened to review progress on education reform</li> <li>• Policy to decentralize finance and management authority implemented</li> <li>• 40% of government budget allocated to education, 44% to basic education</li> <li>• 4.5% of primary education budget allocated to instructional materials</li> </ul>
<b>Institutional</b>	<ul style="list-style-type: none"> <li>• MIS specialist hired</li> <li>• Computers donated and training provided to the ministry</li> <li>• Standards for entry level teachers raised; 73.3% of teachers met standard</li> <li>• 84% increase in percentage of teachers who are trained</li> <li>• 68% of district officers hired and trained</li> <li>• 91% of circuit supervisors hired and trained</li> <li>• 100% of district monitors hired and trained</li> </ul>
<b>Classroom/ Community</b>	<ul style="list-style-type: none"> <li>• 73.5% of primary students received textbooks</li> <li>• 95% of teachers received instructional materials</li> </ul>
<b>Student-Level Impacts</b>	
<b>Access</b>	<ul style="list-style-type: none"> <li>• Percentage increases in eligible children in school: Northern Region, 70%; Upper East Region, 49%; Upper West Region, 68%</li> </ul>
<b>Equity</b>	<ul style="list-style-type: none"> <li>• 75.9% of eligible boys and 64.1% of eligible girls attended school nationwide in 1993</li> </ul>

## **Other Donors with Programs in the Education Sector**

- European Community—budgetary support for non-salary expenditures
- Germany—teacher education colleges; infrastructure
- UNICEF—girls' and community-based education
- United Kingdom—teacher training; distance education
- World Bank—basic education infrastructure

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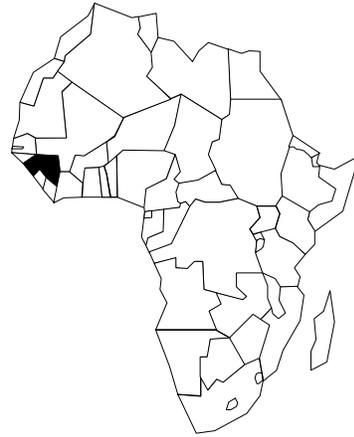
# Guinea

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## Context of USAID's Program/Project

### Background: Historical, political, and economic

French military penetration into West Africa began in the mid-nineteenth century, and France retained control over this mineral-rich territory until the end of World War II. The Republic of Guinea came into being in 1958, when it asserted its independence from the French colonial government under the leadership of Sekou Touré. In reaction to punitive economic measures taken by France against the First Republic, Guinea established close ties with the Eastern Bloc and modeled its economy on a Marxist model, with central planning and collectivization of agriculture. Political unrest and several attempted coups between 1970 and 1984 exacerbated the regime's tendency towards repression. Following President Sekou Touré's death and the successful military coup in 1984 that overthrew the Marxist regime, Guinea has undergone radical changes.



In Guinea the largest ethnic groups are the Fulani (40 percent), the Susu (11 percent), and the Malinke (26 percent). Other groups live in the highlands. Fulani is the most prevalent language and French is the official language.

In all sectors the government has been actively restructuring the socialist-oriented institutions of the First Republic to develop and sustain a market economy. In implementing a structural adjustment program of the IMF, the government has adopted policies aimed at freeing the economy from pervasive state control, improving efficiency in public administration and enterprise, and setting up a framework conducive to a market-oriented economic system. While Guinea is considerably rich in natural resources—bauxite, iron ore, diamonds, gold, uranium, wood, and water—it is poorly managed. The lack of trained and experienced personnel has hampered the adjustment effort.

## Status of Guinea's education reform

As the economy grows in response to adjustment, the education system must produce students who are well trained and prepared to carry out these changes. But a history of failed educational reforms has left Guinea with one of the lowest enrollment rates in the world, deteriorating educational quality, and declining demand for schooling. In the late 1980s Guinea's education system ranked among the worst in the world, with a primary enrollment rate of 28 percent and an adult literacy rate of under 30 percent. Enrollments at all levels fell between 1984 and 1989, owing to an insufficient supply of school places and employment prospects. The problem was most severe at the primary level, particularly for girls and rural children. In 1989, 12.9 percent of the recurrent budget was allocated to the education sector, as compared to a 16 percent average for sub-Saharan Africa and 22 percent for Francophone West Africa.

In 1989, in an effort to rebuild its education system, the Government of Guinea approved a National Education Policy framework and strategy known as the *Programme d'Ajustement Sectoriel de l'Education (PASE)*. Based on a review of the education system, the PASE encompassed a series of administrative and policy reforms aimed at restructuring, expanding, and improving the quality of the education system. In 1990, USAID—in partnership with the World Bank and the French government—began assisting the government to implement the PASE.

### Indicators of the social/economic context (1992)

	Guinea	Sub-Saharan Africa
Population (millions)	6. 1	—
GNP per capita (\$)	510	846
Infant deaths per 1000 live births	133	97
Annual population growth rate	2. 6	2. 8
Literates as percentage of adult population	36	54. 7

### Indicators of the primary education system (1991–93)

Total enrollment (thousands)	472	—
Gross enrollment rate	46	77. 9
Girls as portion of gross enrollment	33	44. 8
Pupil:teacher ratio	49	44
Total public expenditure on education (\$millions)	62. 6	—

## **USAID's Assistance**

USAID and the World Bank collaborated in the design and implementation of program assistance to PASE. The three-pronged assistance strategy was to improve financial and administrative management; enhance equity of access, especially for rural girls; and improve quality of schools and teachers. PASE has accomplished much towards meeting these objectives. Ministry staff have improved their budgeting and management capabilities; data have been computerized and accounting procedures standardized. The ministry has redeployed nearly 3,000 teachers. Approximately 162,000 new students have entered elementary school, bringing the gross enrollment ratio from 28 percent to 40 percent. Equity has improved as well—rural enrollment increases ranged from 14 percent in the Forest Region to 23 percent in Middle Guinea. The girls' gross enrollment rate rose from 23 percent in 1993 to 26 percent in 1994. The quality of inputs is improving as the government reallocates resources towards primary education, in general, and for teaching materials and other operating expenditures, in particular.

Following its assessment of the accomplishments of the first phase of reform in the education sector, the ministry has formulated its strategy for a second phase of sectoral adjustment. USAID plans to help the government intensify efforts to improve the services and materials offered to schools and teachers and to improve access for girls and rural children. This systemic approach to educational development will require the ministry to strengthen its strategic planning capability, performance measurement, and management information systems. USAID will assist in developing Fundamental Quality and Equity Levels (FQELs), similar to those introduced in Benin.

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## **Programme d'Ajustement Sectoriel de l'Education (PASE) (Education Sector Reform Program) 675-0222; 675-0223**

### **Purpose**

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

### **Conditions required for NPA disbursements**

- Achieve specific targets for both budgetary allocations and actual expenditures
- Produce a plan for government assumption of recurrent financing
- Devise plans for redeployment and retraining of teachers and school construction
- Undertake study and action toward expanding access to rural children and girls

### **Nature of project assistance**

Assistance includes technical support in the areas of budget and planning, financial management, planning, and EMIS, short-term U.S. project backstopping for girls/equity activities, and a small amount of funds for local project support, including the purchase of equipment. Project funds also finance participant training.

### **Funding level and duration**

- \$29.1 million in NPA; \$10.7 million in project assistance
- 1990–96 (amended: 1993 (NPA), 1994 (project))

### **Contract mechanisms**

- Buy-in to the centrally-funded Improving the Efficiency of Educational Systems Project (IEES) through June 1994
- Technical assistance since then has been provided through Mission-managed PSCs
- A buy-in to ABEL II will provide technical assistance, goods, and services until the new project begins

### **Current status**

The Guinea program completed a mid-term evaluation in March 1993, and successfully responded to three tranche reviews. The 1993 amendment added a fourth tranche. Conditions were met for Tranche 4 disbursement. Political reasons precluded another NPA program. The project paper for Fundamental Quality and Equity Levels (FQEL) was approved in August 1995. A Request for Proposal (RFP) is under preparation.

## Indicators of progress in Guinea

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### System-Level Impacts

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- Policy**
- 125% increase in share of government budget to education, 3% to primary education
  - 157% increase in share of education budget to non-salary expenses
  - Per pupil and per administrator spending targets exceeded
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- Institutional**
- Ministry computerized and accounting procedures standardized; staff trained
  - Accounting procedures standardized throughout ministry
  - 2500 additional teachers deployed from surplus of sec. school teachers and administrators
  - 80% of primary budget managed at decentralized levels
  - National strategy developed and initiated to increase girls' enrollment
  - Discriminatory pregnancy policy eliminated
  - Female headmistress policy enacted
  - Private-public partnership begun to finance and manage school construction
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### Student-Level Impacts

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- Access**
- Increased gross enrollment rate (GER) from 28% in 1989 to 40% in 1993
  - Rural GER rose from 27% in 1993 to 30% in 1994
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- Quality/  
Efficiency**
- 1900 classrooms constructed
  - 400,000 textbooks procured and distributed
  - 7,000 teachers trained in language and math
  - 17% increase in teachers
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- Equity**
- Girls' gross enrollment ratio (GER) increased from 23% in 1993 to 26% in 1994
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## Other Donors with Programs in the Education Sector

- African Development Bank—school rehabilitation and construction
- Canada—vocational/technical education
- European Community—school construction
- France—primary education, education policy; educational reform
- Japan—school construction
- World Bank—primary education, education policy, higher education

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# Lesotho

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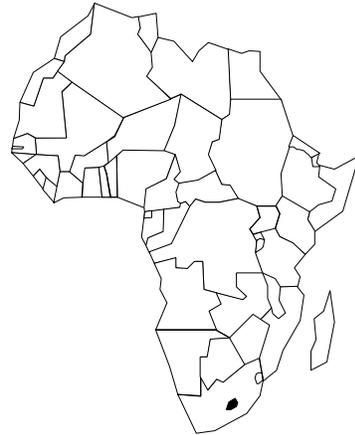
## Context of USAID's Program/Project

### Background: Historical, political, and economic

Lesotho became a British protectorate in 1868. The country gained independence in 1966 and formed a constitutional monarchy. Beginning in 1970, Lesotho experienced several coups and saw the monarchy's authority removed and later restored. Elections were held in 1993 with the Basotho Congress party winning all the seats in the legislature. The elected government was briefly dissolved in 1994 due to clashes between army factions.

Lesotho is situated entirely within the borders of the Republic of South Africa and is inhabited by the Basotho ethnic group. The official language is English.

Historically, Lesotho has been economically dependent on the wages earned by Basotho migrant workers in the mines of South Africa. The government is attempting to increase its self-reliance at home and to expand exports. Despite Lesotho's limited arable land, agriculture has remained the major economic activity. Over 90 percent of the population is rural. The nation's population is young, with 40 percent under the age of 15.



### **Status of Lesotho's education reform**

Prior to independence, the government provided only a basic education for children. At independence, three Christian missionary societies had a large formal education network in place in Lesotho. Today, education is organized under two distinct organizations: the government and the churches. The Ministry of Education trains all teachers, administers examinations, reviews and authorizes curricula, opens and closes schools, inspects operations, and pays teachers.

In the 1970s, the government and donors made significant strides in improving teacher training and developing instructional materials. To further develop and produce relevant curricula and instructional materials for teacher training as well as for primary and secondary classrooms, the government requested additional donor assistance.

Prior to USAID's program in 1991, the government's improvements to education focused on the quality of instruction, and were much less devoted to systemic changes, such as management at all levels, planning, budgeting, and monitoring the efficiency of the system.

<b>Indicators of the social/economic context (1992)</b>		
	<b>Lesotho</b>	<b>Sub-Saharan Africa</b>
Population (millions)	1. 9	—
GNP per capita (\$)	590	846
Infant deaths per 1000 live births	46	97
Annual population growth rate	2. 7	2. 8
Literates as percentage of adult population	71	54. 7
<b>Indicators of the primary education system (1991–93)</b>		
Total enrollment (thousands)	345	—
Gross enrollment rate	98	77. 9
Girls as portion of gross enrollment	54	44. 8
Pupil:teacher ratio	49	44
Total public expenditure on education (\$millions)	54. 3	—

## **USAID's Assistance**

USAID responded to the government's request for assistance in the 1970s, and operated three education projects prior to the current project. The Structuring Non-Formal Education Resources Project (1979–86) aimed to develop and test an innovative organizational approach for assuring technical and financial assistance to organizations and communities involved in non-formal education activities. The Instructional Materials Resource Center Project (1977–86) established a permanent institution to prepare instructional materials for the National Teacher Training College and primary and secondary schools. From 1986 to 1991, USAID assured comprehensive support under the Basic and Non-formal Education Systems Project. Assistance was provided in curriculum development, pupil assessment, teacher training, non-formal education, and skills training. This assistance built on prior project work and on the Government of Lesotho's overall strategy for the reform of basic education.

The current project is the first to offer policy support with NPA. USAID has worked with the government to meet conditionality in the areas of increased finance, improved management, and improved quality of instruction.

With support from USAID, government budget allocations to education increased, and within the education sector, allocations to primary education increased. The reorganization of the ministry and the strengthening of the planning unit's budgeting and financial data tracking capabilities improved management. And the government's establishment and enforcement of policies on overage enrollment and repetition has increased efficiency. To improve the quality of education, the USAID program has addressed the training and support of teachers, resulting in higher salaries and in-service training. Also to improve quality, the program supported the development of new syllabi, textbooks, and radio instructional materials, and new classrooms.

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## **Primary Education Program (PEP)** **632-0225; 632-0230**

### **Purpose**

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

### **Conditions required for NPA disbursements**

The agreement provides approximately 20 conditions for each of the four tranches. Conditions include:

- Devise specific targets for budgetary allocation
- Create 260 new primary posts per year, 70 percent in Standards 1–3; create 70 new district resource teacher (DRT) positions per year
- Create plan for upgrading the Lesotho in-service education certification program and for establishing an in-service division at the National Teacher Training College (NTTC)
- Set targets for in-service training enrollment

- Improve management, organization, and staffing at NTTC
- Develop and implement new curricula
- Distribute materials, furniture, and equipment for standards 1–3
- Revise end-of-level criteria, and develop and implement Standard 3 achievement test
- Define and implement age and repetition restrictions
- Adopt revised legal framework for ministry-proprietor-parent relationships
- Improve financial management capacity of the ministry
- Develop and implement of cost-centered budgeting
- Improve annual statistics gathering
- Develop and implement an MIS

### **Nature of project assistance**

The project component supports long- and short-term technical assistance, a USAID program coordinator, participant training, commodities, and evaluation and audit services.

### **Funding level and duration**

- \$18.6 million in NPA; \$6.4 million in project assistance
- 1991–96

### **Contract mechanisms**

- Institutional contract with Ohio University, State University of New York at Albany, and CAI to implement long-term technical assistance

### **Current status**

Tranches 1 and 2 of NPA funds were disbursed. Tranche 3 was disbursed in late 1995; Tranche 4 was canceled, because the USAID Mission in Lesotho closed in September 1995.

## Indicators of progress in Lesotho

<b>System-Level Impacts</b>	
<b>Policy</b>	<ul style="list-style-type: none"> <li>• MOE reorganization implemented</li> <li>• 22.4% of government budget allocated to education</li> <li>• 57.8% of education budget allocated to primary</li> <li>• Teacher salaries exceeded civil service salaries</li> <li>• Overage enrollment and repetition policies established</li> <li>• Underage enrollment policy enforced</li> </ul>
<b>Institutional</b>	<ul style="list-style-type: none"> <li>• Planning Unit developed and tracked annual plans and budgets</li> <li>• Budget tracking system in place, providing timely financial reports, data collection, and processing</li> <li>• District level inspectorate offices established and operating</li> <li>• In-service teacher training system in place; resource centers created and staffed</li> <li>• 37% of classrooms targeted for construction by 1996 completed</li> <li>• Student:classroom ratio (excluding church halls) decreased from 99:1 in 1990 to 77:1</li> <li>• 100% of all schools replenished with Radio English material</li> <li>• New syllabus in place for all standards and subjects; achievement test designed for Standard 3, 3 subjects tested</li> <li>• Standard 4 math textbook developed and tested</li> </ul>
<b>Classroom/ Community</b>	<ul style="list-style-type: none"> <li>• Pupil-teacher ratio decreased from 54:1 in 1990 to 46:1 in 1994</li> </ul>
<b>Student-Level Impacts</b>	
<b>Access</b>	<ul style="list-style-type: none"> <li>• <b>Net enrollment ratio increased from 68% in 1990 to 70.7% in 1993</b></li> </ul>
<b>Quality/ Efficiency</b>	<ul style="list-style-type: none"> <li>• Repetition rate decreased from 22.8% in 1990 to 19.1% in 1992</li> </ul>

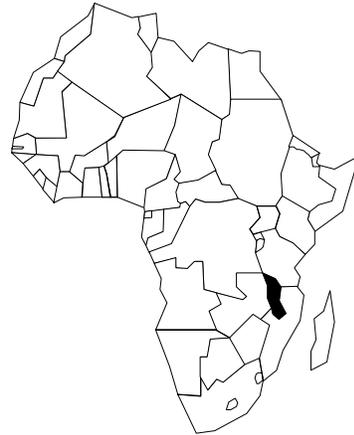
## Other Donors with Programs in the Education Sector

- African Development Bank—secondary education
- European Community—classroom construction, equipment, in-service teacher support, science education
- Germany—equipment, facilities, training, and curriculum assistance to Lerotholi
- Ireland—equipment and staff for rural schools, technical and vocational education
- UNCDF—school feeding programs
- UNFPA—population and family life education
- Netherlands—early childhood development
- United Kingdom—secondary education, technical education
- UNICEF—teacher training, special education, early childhood development, non-formal education
- World Bank—primary education, education management, curriculum reform, teacher support, vocational training, support for the National University of Lesotho

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# Malawi

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## Context of USAID’s Program/Project

### Background: Historical, political, and economic

Precolonial Malawi was a loosely organized society comprising the Chewa and Tumbuka, and later the Yao and Ngoni ethnic groups. The British established the protectorate of Nyasaland in 1891, which was later federated with Northern and Southern Rhodesia. In July 1964, Nyasaland gained independence under the name of Malawi, and Dr. Hastings Kamuzu Banda was elected president. By 1971, Banda had consolidated his power and was named life president. With the Malawi Congress Party and its paramilitary wing, the Young Pioneers, Banda kept Malawi under firm authoritarian control until the early 1990s. Following escalating domestic and political unrest and strong pressure from the international community, Malawi took steps to open its political system and improve its human rights record. In 1993–94, the country moved quickly to become a nascent multiparty democracy. The government’s main focus now is to consolidate political and economic democracy.

Malawi has a number of development problems: a narrow economic base, concentrated economic structure, limited foreign and domestic investment, poor mineral resources, low educational levels, high population growth, poor health status, and limited employment opportunities. The modern commercial economy is small, dominated by a few firms that hold a near monopoly on trade, agribusiness, and finance. As a result, Malawi is one of the world’s poorest countries.

### Status of Malawi’s education reform

Malawi’s education system has mirrored its economic structure. A large proportion of the population receives little formal training, while a small elite benefits from a highly centralized system. The school system is based on a modified British model. Prior to independence, Malawi had close to 15,000 community schools, but by 1992, government control had reduced this number to fewer than 1,000. Yet, Malawi’s citizens are eager to attend school. In October 1994, the government implemented a policy of free primary education. The elimination of school fees, combined with extensive publicity caused by the election and a preregistration of all primary pupils, led to an increase from 1993–94 primary enrollments of 1.9 million to an estimated 3.2 million children in 1994–95.

The rapid increase in enrollment has further taxed Malawi’s vastly under-resourced primary schools. Many classes contain 200 or more pupils; four or five share a book; up to half of all urban classes meet outdoors. As a result, the primary system is characterized by high repetition and dropout rates. Only 50 percent of standard 1 pupils make the transition to standard 2 in one year, for example. Of those who do finish primary school, competition is severe to pass the examination to enter secondary school—students often repeat standard 8 three or more times in order to improve their scores and their chances at secondary admission.

<b>Indicators of the social/economic context (1992)</b>		
	<b>Malawi</b>	<b>Sub-Saharan Africa</b>
Population (millions)	9.1	—
GNP per capita (\$)	210	846
Infant deaths per 1000 live births	134	97
Annual population growth rate	3.2	2.8
Literates as percentage of adult population	56	54.7
<b>Indicators of the primary education system (1991–93)</b>		
Total enrollment (thousands)	1795	—
Gross enrollment rate	80	77.9
Girls as portion of gross enrollment	47	44.8
Pupil:teacher ratio	68	44
Total public expenditure on education (\$millions)	58.8	—

## **USAID’s Assistance**

Because during the 1980s only 9 percent of all females in Malawi had more than four years of schooling, USAID urged the government to emphasize increasing girls’ enrollment rates. The program’s strategy for reducing repetition and dropout rates is to improve the quality of basic education. The government has made substantial progress toward this end. Recurrent expenditures in education increased in the early 1990s. The ministry has improved planning and budgeting processes, increased the number of teachers, improved teacher training, built more classrooms, and provided more learning materials. The private sector now participates in the procurement and distribution of learning materials.

With technical assistance from USAID, the ministry launched in one district a social mobilization campaign to encourage girls to enter and remain in school. The government also revised its policy of dismissing pregnant girls. Girls are now permitted to return to school after their first pregnancy. The curriculum is being revised to make it more gender neutral. Other USAID activities provide a number of incentives to women who persist to secondary and higher education.

As a result of these changes, participation rates have increased: girls now outnumber boys in standard 1, and pass rates have risen for all students.

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## **Girls' Attainment in Basic Literacy and Education (GABLE) 612-0237; 612-0240**

### **Purpose**

To increase girls' attainment in basic education.

### **Conditions required for NPA disbursements**

- Increase budgetary resources to education and primary budgets and for primary learning materials
- Initiate a system to integrate planning and budgetary processes
- Plan to reexamine allocations to secondary and tertiary sectors with a view to increasing primary's share
- Examine options for increased cost-recovery measures at the university level
- Plan to strengthen the analytical and planning capacity of the ministry
- Increase number of teachers and their training, and increased supply of learning materials
- Increase supply of classrooms
- Establish gender-balanced community primary schools with a view to enhance community participation in the construction and management of schools
- Continue activities to improve the relevance of primary education for girls through gender-appropriate teacher training and curriculum, a scholarship program for secondary school girls, and the introduction of classroom techniques to enhance girls' achievement (gender streaming)
- Increase efficiency of primary system by reducing repetition and late entry

### **Nature of project assistance**

The project component provides technical assistance, limited commodities, and funding for studies, which will directly support government institutions involved in implementing GABLE reforms and activities. The project will also fund the monitoring and evaluation element of GABLE and a social mobilization campaign to improve attitudes and practices toward education for girls.

### **Funding level and duration**

- \$35 million in NPA; \$10.5 million in project assistance
- Program: 1991–98 (amended: 1994)  
Project: 1991–98

### **Contract mechanisms**

- Buy-in to the centrally-funded ABEL project (through FY 93)
- Institutional contractor currently being selected
- Contract with CAI for assistance with the social mobilization campaign

### **Current status**

Phase I of the project has been completed, and Phase II began in September 1994. Three tranches of NPA funds have been released.

## Indicators of progress in Malawi

<b>System-Level Impacts</b>	
<b>Policy</b>	<ul style="list-style-type: none"><li>• 16% of government budget allocated to education</li><li>• 57% of education budget allocated to primary education</li><li>• Registration system established to provide information on pupil flow through system</li><li>• Fee waiver enacted for non-repeating girls in primary school</li><li>• School fees eliminated for all children</li><li>• Discriminatory pregnancy policy eliminated</li><li>• Community-based schools policy enacted</li></ul>
<b>Institutional</b>	<ul style="list-style-type: none"><li>• Curriculum revised to make it more gender neutral</li><li>• Teaching force expanded by 15,000</li><li>• Competitive procedures initiated for procurement and distribution of learning materials</li><li>• Social mobilization campaign implemented</li><li>• Gender unit established in ministry</li></ul>
<b>Classroom/ Community</b>	<ul style="list-style-type: none"><li>• Book distribution increased by 75%</li></ul>
<b>Student-Level Impacts</b>	
<b>Access</b>	<ul style="list-style-type: none"><li>• Increased gross enrollment rates (GER)</li></ul>
<b>Quality/ Efficiency</b>	<ul style="list-style-type: none"><li>• Reduced repetition rates</li></ul>
<b>Equity</b>	<ul style="list-style-type: none"><li>• Girls' GER increased to an estimated 130%; girls outnumber boys in Standard 1</li></ul>

## Other donors with programs in the education sector

- African Development Fund—construction and equipment for primary school classrooms
- Germany—teacher training
- UNDP—curriculum development, teacher training, planning and management
- UNICEF—teacher training, community schools
- United Kingdom—secondary education, tertiary education
- World Bank—school construction; technical support to ministry staff

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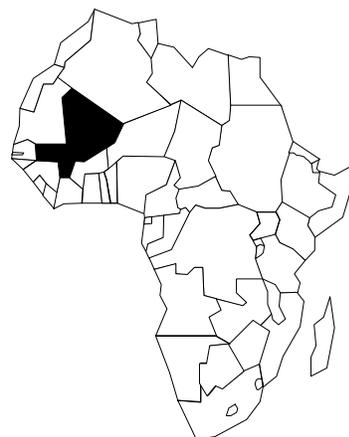
# Mali

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## Context of USAID's Program/Project

### Background: Historical, political, and economic

Centuries before becoming the French colony of Soudan, the region that is now Mali was part of the powerful Kingdom of Ghana, bridging North and West Africa. In the late 1880s, Mali was administered with other French colonial territories under the federation of French West Africa. In 1960, following the collapse of the Mali Federation (consisting of Soudan and Senegal), Soudan proclaimed itself the Republic of Mali and withdrew from the French community. President Modibo Keita formed a single-party socialist state. In 1968, a bloodless coup set up a military government, renounced socialism, and placed Moussa Traoré in the presidency. In March 1991, a violent coup led by the nation's largest trade union and the national student movement toppled Traoré and his party.



Mali is currently experiencing the growth of myriad nascent political parties and democratic associations representing a broad spectrum of ideologies and interests. All are working together under the democratically-elected President Alpha Oumar Konaré, who is maintaining a relatively stable environment. In 1994, the government succeeded in attracting students back to school and avoiding the outbreak of civil war in the north. Power sharing, democratic pluralism, political parties, elections, and free and vocal expression are flourishing for the first time. Mali is becoming a model of reconciliation and stability within West Africa.

A succession of severe droughts and inadequate economic policies have impeded economic growth since the 1960s. Mali also has a limited physical and human resource base. In spite of several debt rescheduling plans, debt service still is a heavy burden. In January 1994, the CFA franc was devalued by 50 percent in an effort to restore economic competitiveness to the countries of the CFA zone. The devaluation challenged the government's ability to impose tough economic policies on the population. Through hard negotiating tactics, and with the promise of limited compensatory measures, the government prevented wages from rising significantly. Despite the devaluation, in 1994, Mali satisfied the conditions of its structural adjustment program with the IMF and the World Bank. Mali's efforts to privatize state-owned enterprises are proceeding slowly, and the government will need to continue efforts to improve the environment for private sector investment.

## Status of Mali's education reform

Before independence, the education sector was underdeveloped in Mali. Formal education became rapidly and almost exclusively associated with a career as a government-employed white collar worker. In 1983, the government clearly saw that the state budget could not sustain continued hiring of all secondary and post-secondary school graduates, and ended the practice, which led to massive unemployment, and in turn reduced the demand for education.

Mali's education system faces grave problems of inadequate quality and coverage. The system is unbalanced, with a low primary enrollment ratio, an oversupply of secondary and higher education graduates, and graduates with unnecessary skills, resulting from the system's inability to respond to market signals. At the September 1991 Education Debate, the government reaffirmed its concern for equity in the allocation of educational resources and the need to give priority to basic education. Current emphasis is on increasing enrollment, especially for girls, and in retaining all students at least through the primary cycle. A key feature of the government's Education Sector Program is an increase in the percentage of national budget resources for education and accompanying intrasectoral reallocations in support of primary schooling.

<b>Indicators of the social/economic context (1992)</b>		
	<b>Mali</b>	<b>Sub-Saharan Africa</b>
Population (millions)	9	—
GNP per capita (\$)	310	846
Infant deaths per 1000 live births	130	97
Annual population growth rate	2. 6	2. 8
Literates as percentage of adult population	31	54. 7
<b>Indicators of the primary education system (1991-93)</b>		
Total enrollment (thousands)	497	—
Gross enrollment rate	31	77. 9
Girls as portion of gross enrollment	39	44. 8
Pupil:teacher ratio	47	44
Total public expenditure on education (\$millions)	67. 6	—

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## **USAID's Assistance**

USAID's project in Mali focuses on increasing enrollment, especially girls' enrollment, while improving quality. The project currently has three main strategies. The first strategy is to coordinate and improve teacher training, instructional objectives, and student testing. About 8,000 teachers have received in-service training. Students have received textbooks. Seven-hundred classrooms have been rehabilitated, and many others have been furnished and equipped. Ministry staff have devised tests of student achievement and collected data on progress over the years. Students have been systematically tested, and testing has been institutionalized. The second strategy is to encourage local communities to support schools. Support through U.S. PVOs and local NGOs is intended to help establish an additional 1,500 community schools over the next five years. This component of the project began in one region of the country. As a result of these efforts, the number of seven-year-old girls entering primary school has increased by 83 percent, and overall girls' enrollment has increased 67 percent. The third strategy is to strengthen the capacity of regional educational institutions to manage and provide pedagogical support to schools. This has helped the system to decentralize. In addition, the central ministry offices have improved their capacity to analyze educational data. An MIS system is in place; data come from all schools and are widely disseminated.

The USAID education program in Mali has a longer history than most programs. In just four years, the project has established a solid foundation for system-wide improvements and has achieved remarkable student-level results. Enrollment has increased by 60 percent since 1989, and the rate of primary school graduates by 65 percent. Efficiency has improved: the average number of student-years to produce a graduate has decreased by 78 percent.

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## **Basic Education Expansion Program (BEEP) 688-0258**

### **Purpose**

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

### **Conditions required for NPA disbursements**

- Increase budget allocations to primary education by reducing higher education scholarships (the government did not comply with this conditionality, which it had agreed to in 1989, and consequently did not receive all budgeted NPA funds)
- Create new, community-level private schools; enact a law recognizing non-public schools, a decree regulating the implementation of the law, and a campaign widely publicizing the school creation process and its legal aspects (this amended conditionality was met in 1993)

### **Nature of project assistance**

The project had long-term expatriate technical assistance until 1994, when they basically completed their work. More Malians now hold project positions, including management ones. Occasional expatriate short-term technical assistants perform tasks such as undertaking a local finance study and performing action-research at the classroom level. Now, the only non-Malian long-term technical assistant is from Zaire.

### **Funding level and duration**

- \$3 million in NPA; \$38 million in project assistance
- 1989–99 (amended: 1991, 1994)

### **Contract mechanisms**

- Buy-in to the centrally funded ABEL project (1991–94)
- FSNs and U.S. PSCs hired by the Mission (increasing since 1992)
- Cooperative agreements with Save the Children/USA and World Education, Inc.—U.S. PVOs that work with local NGOs

### **Current status**

In 1994, the government met the amended conditionality and received all NPA funds. The project continues, staffed largely by FSNs and PSCs.

## Indicators of progress in Mali

<b>System-Level Impacts</b>	
<b>Policy</b>	<ul style="list-style-type: none"><li>• National, regional, and local offices established to administer girls' education initiative</li><li>• Student testing initiated and institutionalized</li><li>• Legal framework defined and in place for development of private and community schools</li><li>• Reformed curriculum policy in place</li><li>• Decentralization policy in place</li><li>• "Restrictive" criteria for allocating scholarships to higher education</li></ul>
<b>Institutional</b>	<ul style="list-style-type: none"><li>• MIS system in place for school and personnel statistics, with data from all schools; analyzed data widely disseminated</li><li>• Personnel redeployment plan under development</li><li>• System developed and implemented for inventorying classroom resources</li><li>• More than 8,000 personnel, mostly teachers, received in-service training</li><li>• All school directors trained</li><li>• Regional school maps under development</li></ul>
<b>Classroom/ Community</b>	<ul style="list-style-type: none"><li>• Over 5,000 desks and other equipment procured and distributed</li><li>• 700 classrooms rehabilitated</li><li>• 600,000 textbooks procured and distributed</li></ul>
<b>Student-Level Impacts</b>	
<b>Access</b>	<ul style="list-style-type: none"><li>• Primary enrollment increased by 60%; girls' enrollment by 67%</li><li>• Gross enrollment rate has risen steadily from 22% in 1989 to 32% in 1994</li></ul>
<b>Quality/ Efficiency</b>	<ul style="list-style-type: none"><li>• Sixth grade graduates from an initial cohort of 1,000 increased by 65% between 1989 and 1993</li><li>• Drop-out rate decreased by 70% from 1989-94</li><li>• Repetition rates decreased by 16% from 1989-94</li><li>• Average number of student-years to produce a sixth-grade graduate decreased by 78%</li></ul>
<b>Equity</b>	<ul style="list-style-type: none"><li>• Number of 7-year old girls entering primary schools has increased by 83%</li></ul>

## Other Donors with Programs in the Education Sector

- African Development Bank—basic education
- Canada—teacher in-service training
- UNFPA—family population education
- Germany—primary education
- Netherlands—school rehabilitation, emergency rehabilitation
- OPEC and IDB—primary education, classroom construction, rehabilitation, and equipment
- UNDP/UNESCO—global human development strategy
- UNICEF—early childhood development, girls' literacy training and medersas development
- World Bank—education sector consolidation, umbrella project

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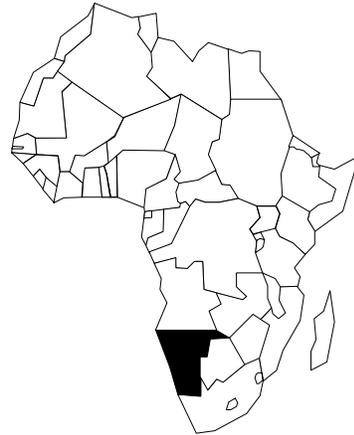
# Namibia

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## Context of USAID's Program/Project

### Background: Historical, political, and economic

The formidable Namib Desert dissuaded Europeans from exploring the region now called Namibia until the late eighteenth century. Early in the twentieth century, the Herero and Nama Wars consolidated German colonial power and placed the prime grazing land under white control. German administration ended during World War I, when South African forces occupied the territory and began administering the region under the terms of the Covenant of the League of Nations. During the 1960s, as the European powers granted independence to their colonies and trust territories in Africa, pressure mounted on South Africa to do the same for Namibia. In 1966, the United Nations General Assembly revoked South Africa's mandate. Intense negotiations with South Africa and international pressure led to the beginning of Namibia's formal transition to independence in April 1989. During the 11-month transition, political prisoners were granted amnesty, discriminatory legislation disappeared, South Africa withdrew its forces, and some 42,000 refugees returned to Namibia. Elections took place in November 1989, and by February 1990, the Constituent Assembly had drafted and adopted a constitution.



The estimated per capita GDP for 1988 of US\$1,200 is one of the highest in sub-Saharan Africa, and the physical infrastructure inherited at independence is one of the best on the continent. However, Namibia also inherited one of the most skewed income distributions in the world and a highly dualistic society in which differences in economic conditions and living standards are unusually pronounced. The society is divided into two largely independent economic systems. One encompasses a traditional, subsistence set of economic activities in which about 55 percent of the predominantly black total population is active; the other consists of modern, market-oriented activities in which about 45 percent of the population operates, 5 percent white and 40 percent black. Whites occupy most positions of responsibility. They also own and control a disproportionately large share of the country's physical assets and human capital.

The economy went into a recession in 1980 that lasted five years, and GDP growth throughout the 1980s ranged from stagnant to negative. The poor performance can be attributed to declining overall investment levels, and to external shocks, including droughts. In addition, sanctions against the South Africa and political uncertainty inhibited private sector investment.

### Status of Namibia's education reform

Until independence in 1990, apartheid policies shaped the educational system. Formal education was essentially inequitable and discriminatory; it was neither compulsory nor freely accessible for the black population. Only about 1 percent of black Namibians ever complete secondary school. Infrastructure and materials are poor to non-existent in some areas. Distances in many rural areas are such that boarding is necessary, even at the lowest grades. The curriculum, imported from South Africa, was standardized for all students, exam-driven, and based on a premise that only the best few students should succeed. Texts and materials are often targeted well above the average student. Student-teacher ratios in black schools are

typically 60:1, and less than 25 percent of teachers have graduated from high school. About 82 percent of children who enroll drop out, fail, leave, or become repeaters during primary school.

Namibia's assessment of the education sector resulted in a mandate to reform the school system, particularly primary education. The goals of the reform are to extend access to education through expanded capacity, eliminate barriers that keep children out of school, overcome the legacy of discrimination and segregation through affirmative action policies and programs to improve equity and quality, and to teach democratic principles, such as broad participation in decision-making and accountability.

<b>Indicators of the social/economic context (1992)</b>		
	<b>Namibia</b>	<b>Sub-Saharan Africa</b>
Population (millions)	1.5	—
GNP per capita (\$)	1610	846
Infant deaths per 1000 live births	57	97
Annual population growth rate	3	2.8
Literates as percentage of adult population	na	54.7
<b>Indicators of the primary education system (1991-93)</b>		
Total enrollment (thousands)	349	—
Gross enrollment rate	136	77.9
Girls as portion of gross enrollment	50	44.8
Pupil:teacher ratio	32	44
Total public expenditure on education (\$millions)	254.1	—

## **USAID's Assistance**

USAID's support for the reform of Namibia's formal education system aims to help correct an imbalance in resources reaching white schools and black schools. Its assistance has been twofold. The program was designed at the moment of independence, when the government was beginning to set out its reform policies. Over time, a lack of correspondence in the timing and sequencing of the Ministry of Education's reform

activities and those targeted by USAID's conditionality became a problem. In addition, USAID had been overly optimistic about the capacity of the ministry to carry out its reform and underestimated the seriousness of the obstacles to be overcome. In 1994, USAID converted the balance into a project designed to focus primarily on alleviating key constraints that affect learner outcomes at the lower primary level, grades 1–4.

The most significant achievement of the initial Basic Education Reform Program (BERP) was the progress made toward completing the curriculum revision. The recently launched Basic Education Support (BES) project, will assist further to build the ministry's capacity for curriculum design and development in primary grades, teaching and learning materials production, and continuous assessment and testing. In cooperation with the Peace Corps, BES will assist volunteers to work in communities in northern Namibia, where a disproportionately small amount of resources have gone, to assist teachers with language and teaching skills.

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### **Basic Education Reform Program (BERP)**

**673-0003**

### **Basic Education Support Project (BES)**

**673-0006**

#### **Purpose**

To develop a more effective, efficient, and sustainable basic education system accessible to more Namibian children.

#### **Conditions required for NPA disbursements**

Conditionality focused on finance, quality, equity, and organization. Conditions included:

- Establish a rational and equitable financial resource base for the sustainable delivery of quality education services
- Institutionalize mechanisms to produce, publish, and distribute textbooks based on new curriculum and syllabus
- Address the inequitable distribution of educational resources by giving voice to the black majority
- Integrate 11 separate education authorities into a united national primary administrative system, with a central committee to direct and monitor reform
- Plan and institutionalize a management information system to monitor progress towards reform goals

### **Nature of project assistance**

BERP project resources were initially used to monitor, evaluate, and audit activities of Namibian government's Basic Education Reform Program associated with USAID's conditionality. In 1994 the project was amended and expanded to incorporate the remaining NPA funds. The amended project (BES) uses an institutional contractor for technical assistance. It continues to support monitoring, evaluation, and audit services of the Namibia Basic Education Reform Program.

### **Funding level and duration**

- \$16 million in NPA (BERP); \$18.3 million in project assistance (BES)
- Program: 1991–93
- Project: 1991–2001 (amended: 1992, 1994)

### **Contract mechanisms**

- Institutional contract with IIR (1994)
- Participating Agency Service Agreement (PASA) with Peace Corps (1994)

### **Current status**

In the six-months from October 1, 1994 to March 31, 1995, an institutional contractor was selected and a PASA negotiated with Peace Corps. The Peace Corps pilot team was selected, trained, and fielded to three clusters in two regions. A project steering committee was formed.

## **Indicators of progress in Namibia**

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### **System-Level Impacts**

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|---------------|---|
| <b>Policy</b> | <ul style="list-style-type: none"><li>• Government spending on education increased from 8% of GNP in 1990 to 10.6% in 1993</li><li>• Public expenditure on education increased from \$185.5 million in 1990 to \$254.1 million in 1993</li><li>• 14 education agencies consolidated into a single ministry, which, in 1995, split into two units: basic education and vocational/higher education</li></ul> |
|---------------|---|
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### **Student-Level Impacts**

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|---------------|--|
| <b>Access</b> | <ul style="list-style-type: none"><li>• Primary school gross access rate (GAR) rose from 135 in 1990 to 136 in 1992</li><li>• Secondary GAR rose from 43.2 in 1990 to 55.2 in 1992</li></ul> |
|---------------|--|
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- |               |  |
|---------------|--|
| <b>Equity</b> | <ul style="list-style-type: none"><li>• Primary GAR for girls rose from 135 in 1990 to 138 in 1992</li></ul> |
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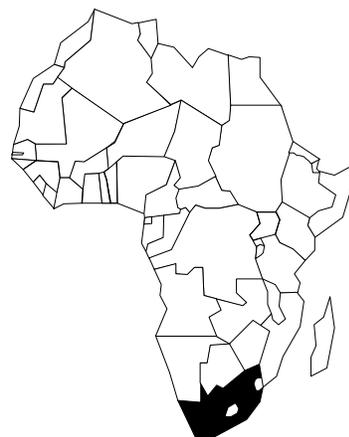
## **Other Donors with Programs in the Education Sector**

- African Development Bank—equipment for teachers' training colleges
- Denmark—secondary school library science, community classroom, primary school English language teacher education
- European Community—teacher training, education newspaper, primary school construction, and rehabilitation
- Finland—curriculum development, books
- Sweden—public expenditure review, educational planning, geographical information system, education management and information system, community classroom improvement, resource books and teacher aids, Namibian language competency, teacher training
- UNDP—curriculum development, teacher training
- UNESCO—curriculum development, teacher training
- UNFPA—curriculum development, teacher training, population education
- UNICEF—principal management and training, monitoring learner achievements
- United Kingdom—English language literacy, educational planning, examination reform, book box project, distance education, University of Namibia.
- World Food Program—pre-primary and primary school feeding project

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# South Africa

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## Context of USAID's Program/Project

### Background: Historical, political, and economic

When the Union of South Africa took shape in 1910, the land was populated by San, Khoikhoi, and Bantu-speaking people, who had been there since the tenth century, and French Huguenot refugees, Dutch, and Germans, who formed the Afrikaner segment. The Union's successor, the Republic of South Africa, opted for a unique combination of a strong presidential system and a tricameral parliament.

The gradual legalization of apartheid throughout the republic became final in 1948, when the Nationalist Party came to power. Attempts from the late 1940s through the early 1990s by Black Africans to eliminate apartheid structures resulted in continuous protests and, in turn, forceful countermeasures by the government. In the 1960s, the African National Congress (ANC), headed by Nelson Mandela, emerged as the strongest voice in Black African politics, but the government quickly banned the group. Political upheaval continued through the 1980s. In the early 1990s, an era of negotiations began. In April 1994, multi-party, non-racial elections resulted in Mandela's election as president and the creation of a Government of National Unity, composed of ministers from the three major parties. This landmark occasion brought an end to apartheid rule.

The population of South Africa comprises four racial groups: indigenous Africans (74 percent), Whites (14 percent), Coloureds (9 percent), and Asians (3 percent). The Africans can be divided into four ethnolinguistic groups: the Nguni, Sotho, Venda, and Thonga. Also, a small number of San and Khoikhoi live in the Kalahari Desert. The whites comprise Afrikaners, descendants of British settlers, and smaller numbers of more recent European immigrants. The Coloureds are a racially mixed group whose ancestors include Europeans, Africans, and Malay slaves. The Asians came to South Africa from the Indian subcontinent.

South Africa has by far the largest economy in sub-Saharan Africa. The GDP is highly skewed toward the white population. Indigenous Africans account for over 95 percent of the poorest 40 percent of the population. The economy is non-competitive and inefficient, with a small number of firms controlling the majority of markets. The government has an enormous task ahead of it to reform and restructure all ministries and the civil service. At present, nearly 50 percent of the adult population is illiterate, 40 percent lack adequate housing, and 50 percent lack a safe water supply.

### Status of South Africa's education reform

One of apartheid's most devastating legacies has been its impact on the education system. Underfunding, overcrowding, poor facilities, extremely high student-teacher ratios, inadequate teacher training, and insufficient teaching materials frequently characterized the black schools. The new government, in collaboration with the donor community, is committed to reforms that will increase the majority population's access to quality education and foster economic and social opportunity as well as empowerment. South Africa allocated close to the equivalent of US\$8 billion for education in 1993–94. While this level of funding is relatively high, its allocation by race and ethnicity are not equitable. This inequity is manifested in statistics

such as high school proficiency pass rates of 44 percent among the black majority, compared to 86 percent for colored, 95 percent for Indian, and 98 percent for whites. Fourteen percent of public education teachers did not have a teaching qualification and 57 percent were underqualified. The majority of unqualified and underqualified teachers are assigned to rural and previously designated homelands. For the majority population there is a 50 percent dropout rate by Standard 7 (ninth grade). In 1995, the government made education compulsory. The implementation of the policy, however, presents logistical problems, since neither school facilities nor the numbers of trained teachers exist to serve the new populations of students. Moreover, the government does not have the resources to meet quality standards for black pupils.

<b>Indicators of the social/economic context (1992)</b>		
	<b>South Africa</b>	<b>Sub-Saharan Africa</b>
Population (millions)	39. 8	—
GNP per capita (\$)	2670	846
Infant deaths per 1000 live births	53	97
Annual population growth rate	2. 5	2. 8
Literates as percentage of adult population	82	54. 7
<b>Indicators of the primary education system (1991-93)</b>		
Total enrollment (thousands)	7400	—
Gross enrollment rate	111	77. 9
Girls as portion of gross enrollment	50	44. 8
Pupil:teacher ratio	27	44
Total public expenditure on education (\$millions)	7606	—

## **USAID's Assistance**

Because of the injunction against working directly with the former South African government, until May 1994, USAID worked only with NGOs to formulate policy and to develop and test models for the future unitary education system. Today USAID's strategy is to work on the development and dissemination of non-racial,

non-sexist educational models. Increasingly, USAID is working with the new government of South Africa, but unlike most other USAID education efforts in Africa, the program has not yet addressed systemic reform.

NGOs funded by USAID have carried out activities that help the education sector in education policy support, tests and assessment, distance education for secondary education, early childhood development, curriculum and pedagogy, and the culture of learning. The emphasis is on: 1) strengthening capacities of black educational organizations; 2) supporting educational planning and research, especially curriculum reform, school finance, and administration; 3) upgrading the performance and leadership skills of black teachers through in-service training; and (4) supporting pilot and experimental programs for black students, with a special focus on literacy and bridging programs in science, math, and English, and on supplementary curricula in black history and arts.

USAID has two basic education projects, but no NPA program, in South Africa.

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## **Educational Support and Training Project (ESAT)**

### **674-0302**

#### **Purpose**

To support indigenous, non-governmental initiatives that test improved models for basic education for disadvantaged South Africans.

#### **Nature of project assistance**

Project support provides grants and technical assistance to NGOs working in the education sector as well as to policy reform and research. Assistance is provided for training and technical assistance in preparation for education forums.

#### **Funding level and duration**

- \$50 million in project assistance
- 1986–98 (amended 1988, 1989, 1992)

### **Contract mechanisms**

- Long-term technical assistance implemented through buy-ins to centrally funded projects: ABEL II and IEQ
- Short-term technical assistance through IQCs with Aurora Associates and DEVTECH
- Grants to local NGOs

### **Current status**

An interim evaluation was conducted in November 1993 for the ESAT Project. With the award of the ABEL II project in July 1994, the Mission initiated a buy-in for the 1994–99 project years.

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## **South African Basic Education Reconstruction Project (SABER) 674-0314**

### **Purpose**

To support increased development and use of innovative educational models and policy systems that improve the quality of primary education for historically disadvantaged South Africans.

### **Nature of project assistance**

Project support provides larger grants and more technical assistance to selected NGOs supported by the ESAT project. Assistance is provided for training and technical assistance in preparation for education forums.

### **Funding level and duration**

- \$40 million in project assistance
- 1992–2000

### **Contract mechanisms**

- Buy-ins to the centrally funded ABEL II and IEQ projects for long-term assistance
- IQCs are with Aurora Associates and DEVTECH for short-term technical assistance

### **Current status**

The first SABER evaluation took place in April 1995. USAID is embarking on a strategic planning process that will help shape and guide the Mission's funding priorities over the next five to ten years. The Basic Education Sector Assessment is scheduled for 1996.

## Indicators of progress in South Africa

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### System-Level Impacts

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<b>Policy</b>	<ul style="list-style-type: none"><li>• Universal education policy established 19 departments of education consolidated into one education system</li><li>• 21.4% of government budget allocated to education in 1993–94</li></ul>
<b>Institutional</b>	<ul style="list-style-type: none"><li>• 2,000 education specialists trained</li><li>• 45 innovative education programs introduced through NGOs, reaching more than 620,000 teachers and 3-5 million students</li><li>• Beginning of a focus on institution building of historically black universities and colleges</li></ul>
<b>Classroom/ Community</b>	<ul style="list-style-type: none"><li>• Expanded access to community-based early childhood development training for parents and communities</li><li>• Degree programs in higher education completed by 2,000 South African blacks</li></ul>

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## Other Donors with Programs in the Education Sector

- European Community
- Ford Foundation
- International Development Trust
- Japan
- Joint Education Trust
- Sweden
- United Kingdom

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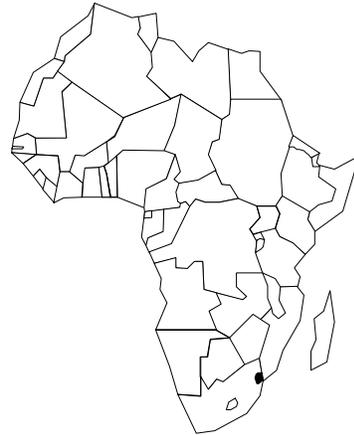
# Swaziland

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## Context of USAID's Program/Project

### Background: Historical, political, and economic

In the early years of its colonial rule, the British expected that South Africa eventually would incorporate Swaziland, which is completely surrounded by South Africa. However, as South Africa intensified its apartheid policies after World War II, the British increased investments in education, medical care, and agriculture in an effort to help prepare Swaziland for independence. Swaziland gained independence in 1968 as a constitutional monarchy. King Sobhuza II, who reigned from 1921 to 1982, assumed absolute power in 1973. He was succeeded by his son King Mswati III in 1986. In October 1993 a parliament was elected.



Today, the principal ethnic group is the Swazi, and the official languages are English and siSwati.

Swaziland is among the more prosperous countries in Africa. The cattle, mining, and sugar industries account for the bulk of Swazi wealth. While most of the high-level economic activity is in the hands of non-Africans, indigenous Swazis are becoming more active as small entrepreneurs and are moving into mid-management positions. The majority of Swazis are subsistence farmers, and approximately 17,000 work in the South Africa gold and platinum mines. Almost every homestead has someone employed for wage income, and in recent years, new entrants into the labor pool have exceeded the number of new jobs created. This, coupled with South Africa's economic downturn, drought, and an alarmingly high population growth rate have resulted in a prolonged recession. To address these problems, after the October 1993 elections, the king formulated a national development plan that encouraged active participation to identify priority needs in both the private and public sectors. The government has accomplished little in the past year to increase transparency, accountability, or responsiveness to citizens' needs. Political parties are still banned but the labor movement has become more vocal, strident, and visible in pressing for reform and change.

Pre-1993 economic growth was led by investment, and a large part of the foreign investment came to Swaziland because of sanctions against South Africa. Since South Africa achieved majority rule, no major investment projects have been completed in Swaziland. The government's main concern now seems to be to ensure that existing investors remain in Swaziland.

## Status of Swaziland's education reform

Increasingly the Kingdom of Swaziland recognizes the need to improve education in order to achieve sustainable economic development. Key objectives include ensuring universal primary education, reorienting primary curriculum toward practical subjects that will enable school leavers to move easily into employment opportunities within the country, and training teachers. Impressive gains have resulted from investments in education by the government and donors. The school system's capacity has expanded to the point where virtually all Swazis receive some primary education. Since 1968, the percentage of all primary school teachers that meet Swaziland's standard qualifications has increased from about 69 percent to nearly 100 percent. The government determined that investments in quality and efficiency are needed to improve the human resource base and cope with expanding enrollments, and the government is concentrating on the need to produce school leavers who can assume productive roles in the formal and non-formal economic sectors.

<b>Indicators of the social/economic context (1992)</b>		
	<b>Swaziland</b>	<b>Sub-Saharan Africa</b>
Population (millions)	0.9	—
GNP per capita (\$)	1090	846
Infant deaths per 1000 live births	108	97
Annual population growth rate	na	2.8
Literates as percentage of adult population	77	54.7
<b>Indicators of the primary education system (1991-93)</b>		
Total enrollment (thousands)	186	—
Gross enrollment rate	120	77.9
Girls as portion of gross enrollment	49	44.8
Pupil:teacher ratio	33	44
Total public expenditure on education (\$millions)	63.7	—

## **USAID's Assistance**

USAID's assistance to basic education in Swaziland has been substantial, starting with the Primary Curriculum Development Project (1975–82) and the Teacher Training Project (1983–89). Given the requirements of economic growth and the government's timely promulgation of and demonstrated commitment to sound educational policies, USAID began the Education Policy, Management, and Technology (EPMT) project in 1989. EPMT provides the education sector with technical advice and training required for sustained implementation of reforms already adopted by the Ministry of Education.

Technical assistance and training focus on management training for headmasters, criterion-referenced testing, and contract administration. Short-term technical assistance focuses on continuous assessment, interactive radio instruction pilot testing, guidance, finance and budget, human resources, and logistics management.

All 500 primary head teachers and Grades 1–3 classroom teachers have received in-country training through this project, and 32 trainers of teachers and head teachers have also been trained in-country. The core component, continuous assessment, has been implemented in Grades 1–3 nationwide. The project will introduce the continuous assessment program to Grade 4 in January 1996.

With USAID project assistance the Ministry of Education convened a National Education Symposium in May 1994. At this event, the planning ministry paid respect to the education ministry's budget management capability by permitting it to determine on its own which programs to cut, if necessary. The Ministry of Education has used many of the planning tools developed by the project to present a compelling case for education reforms.

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## **Education Policy, Management and Technology Project (EPMT) 645-0230**

### **Purpose**

To improve the quality and efficiency of basic education.

### **Nature of project assistance**

Project funds support technical assistance, training, and limited amount of commodities, including materials, supplies, equipment and vehicles, limited research, and costs for monitoring and evaluation. The project supports four masters degree candidates at U.S. universities, six internships at state testing authorities in the United States, and in-country courses, seminars, and workshops.

### **Funding level and duration**

- \$7.1 million in project assistance
- 1989–96 (amended: 1992, 1994)

## Contract mechanisms

- Institutional contract with IIR

## Current status

The project is moving towards achieving its goal, with most components completed. The USAID Mission is closing in September 1995.

## Indicators of progress in Swaziland

<b>System-Level Impacts</b>	
<b>Policy</b>	<ul style="list-style-type: none"><li>• Teacher housing equitably distributed</li></ul>
<b>Institutional</b>	<ul style="list-style-type: none"><li>• Data from the MIS and the planning model used to make key decisions, including budget allocations, allocation of teaching posts, and teacher housing</li><li>• Plans developed to reduce the number of teaching posts by 400; MIS data used to make these decisions</li><li>• Early data on the impact of continuous assessment and head teacher management training suggest success</li></ul>
<b>Student-Level Impacts</b>	
<b>Quality/ Efficiency</b>	<ul style="list-style-type: none"><li>• Repetition rate in Grade 1 declined from 21.1% in 1992 to 17% in 1994</li></ul>

## Other Donors with Programs in the Education Sector

- European Community—teacher training college construction and furnishing
- IBRD—primary and secondary school construction, curriculum development and materials, teacher training college construction
  - Sweden—educational planning, teacher training colleges
  - UNESCO—educational planning, teacher training colleges
- United Kingdom—staff and equipment for Ministry of Education, university, and teacher training colleges

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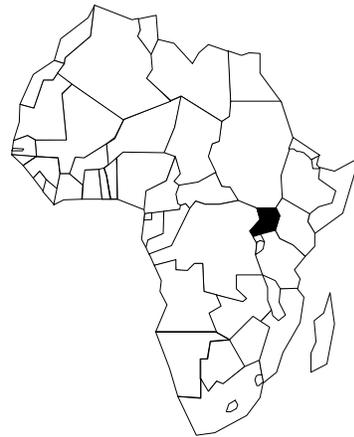
# Uganda

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## Context of USAID's program/project

### Background: Historical, political, and economic

Uganda was established as a protectorate in 1894 by the British government and gained internal self-government in 1962. In succeeding years, supporters of a centralized state vied with those in favor of a loose federation with a strong role for tribal-based local kingdoms. The struggle ended in 1966 when Prime Minister Milton Obote suspended the constitution and assumed full governmental powers. In 1967, Col. Idi Amin Dada overthrew Obote in a coup, declaring himself president and amending the constitution to give himself absolute power.



During Amin's eight-year rule, the economy went into deep decline, and social disintegration and massive human rights violations occurred. Assisted by Tanzanian armed forces, Ugandan exiles waged a war of liberation and expelled Amin and his remaining forces. The next seven years saw continued political and economic unrest as opposing forces within Uganda wrestled for power. In 1986, the National Resistance Army, led by Yoweri Museveni, assumed power. To a large extent the human rights abuses of earlier governments were put to an end. The government drafted a new constitution, broad economic reforms were instituted, and elections for the Constituent Assembly took place in December of 1995.

The principal ethnic groups include the Nyoro, Ganda, Gisu, Nubians, Acholi, Langi, and Karamojong. Most Indians and Europeans left Uganda during the past two decades of unrest. The official language is English, but Swahili and Luganda are widely spoken.

The Government of Uganda has been one of the most consistent reformers in sub-Saharan Africa over the past five years. The results of these reforms have led to a 6 percent average annual growth in GDP. The key economic reform implemented in FY 1994 by the government was to bring foreign exchange transactions onto a fully market-determined basis, with the establishment of an interbank foreign exchange in November 1993. The government also rationalized fiscal expenditures through reforming the civil service, demobilizing a large part of the army, privatizing some of the remaining state-owned enterprises, and carrying out widespread reforms in the financial sector. The government has sought external assistance to prepare a plan for reducing debt and is now following this plan carefully.

## Status of Uganda's education reform

Uganda inherited a small but highly organized education system, recognized as one of the best in sub-Saharan Africa. Since the mid-1970s, this tradition of excellence has declined, largely due to political and civil disturbances, and subsequent economic deterioration. Uganda's adult literacy rate is the lowest in East Africa. The education sector is demonstrating signs of renewal, and improvements in the system are commensurate with the increasing number of children in primary school. At the same time that enrollments have mushroomed, educational financing has fallen drastically. Parents are forced to finance primary education for their children, because the central government gives little to schools. This policy has led to disparities due to variations in community capacity to support schooling and a lack of access to education for children from the most disadvantaged families. Teachers lack adequate compensation, many schools are in poor physical condition, instructional materials are scarce, and teachers are poorly trained. Only 53 percent of school-age children are enrolled in school and, approximately 50 percent of those who do start school drop out before they have mastered basic reading, writing, and arithmetic. Parental displeasure with hard financial sacrifices for poor quality schooling is contributing to the rise in dropout rates for the lower grades. The dropout rate for girls in primary school is even higher than that for boys.

### Indicators of the social/economic context (1992)

	Uganda	Sub-Saharan Africa
Population (millions)	17.5	—
GNP per capita (\$)	170	846
Infant deaths per 1000 live births	122	97
Annual population growth rate	2.6	2.8
Literates as percentage of adult population	62	54.7

### Indicators of primary education (1991-93)

	Uganda	Sub-Saharan Africa
Total enrollment (thousands)	2650	—
Gross enrollment rate	67	77.9
Girls as portion of gross enrollment	44	44.8
Pupil:teacher ratio	32	44
Total public expenditure on education (\$millions)	52.8	—

## **USAID's Assistance**

USAID and the World Bank have worked together with the government to define long-term support for an overall program of education sector reform that places priority on the rehabilitation of basic education. The Mission identified teacher training and support as a critical need and has provided NPA support to the government to raise teachers' salaries. USAID has also lent technical assistance through the project to help establish a system of in-service training and certification. The in-service teacher training program has been designed, materials produced, and tutors are being trained. In addition, program funds are helping the education ministry to reform textbook procurement policy to encourage free and fair competition among private publishers. Schools now select textbooks from those made available through contracts with eight publishers.

The Support for Uganda Primary Education Reform (SUPER) program is also improving the management of the education system by supporting the government's efforts to decentralize resources and improve accountability at the district and school levels; it has done this in part by training head teachers and district-level officials. With SUPER support, the ministry carried out a nationwide census of all primary schools to obtain reliable baseline data on the number of schools, classrooms, and teachers and their qualifications, as well as the number of pupils disaggregated by sex, grade, and school.

To address equity issues, the program helps the government encourage more girls to attend primary school. The main vehicle for this effort is technical assistance in social mobilization campaigns and funding for a ministry program that rewards schools for encouraging girls' enrollment.

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## **Support for Uganda Primary Education Reform (SUPER) 617-0131**

### **Purposes**

- Improve students' mastery of literacy, numeracy, and other basic skills
- Improve school administration, management, and accountability
- Reduce inequities in persistence among different groups of children

### **Conditions required for NPA disbursements**

Program conditionality is tied to the achievement of the following three policy objectives:

- Improve primary school teachers' terms and conditions of service
- Allocate resources to provide primary schools a sustainable supply of instructional materials needed for effective teaching
- Allocate resources to allow local level decision-making on school management for improving quality and increasing equity

### **Nature of project assistance**

The project supports short- and long-term foreign technical assistance, assistance for in-country training workshops, and local staff for the Teacher Development and Management System office and field posts. Equipment and materials are funded by the project, and project funds provide targeted support for agreed policy reforms.

### **Funding level and duration**

- \$83 million in NPA; \$25 million in project assistance
- 1992–2002

### **Contract mechanisms**

- Institutional contract with AED and subcontractors: CAI, Research Triangle Institute, and the University of Massachusetts
- Buy-in to the centrally funded IEQ project to inform project implementation and provide evaluative (impact) data on primary education reforms

### **Current status**

The program component has been in operation for two years. Tranche 1 (\$10 million) was released in August 1993, and Tranche 2 (\$11 million) in December 1994. The project will make a contract revision to allow for continued acceleration of the pace of primary education reform.

## Indicators of progress in Uganda

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### System-Level Impacts

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| <b>Policy</b> | <ul style="list-style-type: none"><li>• Broad improvements in the education system reflected in recent reports</li><li>• Government reformed textbook procurement policy to be based on free and fair competition among private publishers</li><li>• \$2.75 million allocated directly to primary schools and executed contracts with eight publishers for over 700,000 core textbooks</li><li>• Over 9,000 “ghost” teachers removed from the payroll, resulting in savings of \$300,000 per month and an increase in qualified teachers</li><li>• School staff ceilings set</li><li>• Teachers’ salaries raised 17%</li></ul> |
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|----------------------|--|
| <b>Institutional</b> | <ul style="list-style-type: none"><li>• Nationwide census completed of primary schools, providing the ministry of education with reliable baseline data on the number of schools, classrooms, and teachers and their qualifications, as well as the number of pupils disaggregated by sex, grade, and school</li><li>• Untrained teachers given competency tests; those who failed laid off</li><li>• In-service teacher training program designed, materials produced, and tutors being trained</li><li>• 260 in-service tutor posts created at teacher training colleges</li><li>• 4% increase in qualified teachers</li></ul> |
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|---------------------------------|---|
| <b>Classroom/<br/>Community</b> | <ul style="list-style-type: none"><li>• \$300,000 in small grants made to 100 schools to encourage girls’ persistence in school</li></ul> |
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### Student-Level Impacts

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|---------------|--|
| <b>Equity</b> | <ul style="list-style-type: none"><li>• Girls enrolled in Grade 7 as percentage of girls who start school rose from 24% in 1990 to 28% in 1992</li></ul> |
|---------------|--|
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## Other Donors with Programs in the Education Sector

- African Development Bank—Makerere University
- Denmark—special education
- OPEC—technical and vocational training
- UNICEF—community mobilization; alternative education program for out-of-school youth
- United Kingdom—secondary education
- World Bank—primary education reform and teacher development
- World Food Program—secondary school food programs

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