

# Internal Ex-Post Evaluation for Technical Cooperation Project

conducted by Ghana office: March, 2013

Country Name	Project to Support the Operationalisation of the In-Service Training Policy
Ghana	

## I. Project Outline

Project Cost	425 million yen	
Project Period	December, 2005 – November, 2008	
Implementing Agency	Ministry of Education, Science and Sports (MOES) (currently Ministry of Education (MOE)), Ghana Education Service (GES), Teacher Education Division (TED)	
Cooperation Agency in Japan	Ministry of Education, Culture, Sports, Science and Technology, Hiroshima University	
Related Projects (if any)	<p>[Japan's cooperation]</p> <ul style="list-style-type: none"> <li>Project of Improvement of Educational Achievement in Science, Technology and Mathematics in Basic Education (STM) (Technical Cooperation, 2000–2005)</li> <li>Follow-up for Project to Support the Operationalisation of the In-Service Training (INSET) Policy (2009)</li> <li>Project for Strengthening the Capacity of the In-Service Training (INSET) Management (INSET2) (Technical Cooperation, 2009-2013)</li> </ul>	
Background	<p>The Government of Ghana set education as the important agenda for national development. As a result of the efforts thus far, the total enrollment ratio in primary education in the country exceeded 80%, reaching the highest level in West Africa. However, there was still a notable gap between public and private schools in terms of students' academic capabilities. The biggest cause for the low attainment level of children was the poor quality of teachers. Although supports for In-Service Training (INSET) were provided by many donors, there were overlapping contents as well as confusions at the frontline, caused by a variety of approaches. Therefore, this project conducted the establishment of the implementation system of INSET in 10 pilot districts, aiming for the establishment of the INSET model in science and mathematics in primary schools and the improvement of INSET policies.</p>	
Inputs	Japanese Side	Ghanaian Side
	<ol style="list-style-type: none"> <li>Experts 13 persons</li> <li>Trainees Received 6 persons</li> <li>Equipments 13 million yen</li> <li>Local Cost 103 million yen</li> </ol>	<ol style="list-style-type: none"> <li>Staff allocated 13 persons</li> <li>Local cost 235,183 cedi</li> <li>Project office, central training center and district training centers</li> </ol>
Project Objectives	<p>Overall goal</p> <p>Medium-Term Goals: 2011</p> <ul style="list-style-type: none"> <li>Capacity of Ghana Education Services (GES) INSET Unit, District Teacher Support Teams (DTSTs), Head Teachers (HTs), Circuit Supervisors (CSs) and Curriculum Leaders (CLs) in supporting School-Based INSET (SBI) is improved in the pilot districts.</li> <li>The INSET model is conducted nationwide.</li> </ul> <p>Long-Term Goal: 2013</p> <ul style="list-style-type: none"> <li>The teaching capacity of primary school teachers is improved through continuous INSET.</li> </ul>	
	<p>Project Objective</p> <p>A structured and replicable INSET model of science and mathematics for primary school teachers is in operation in 10 pilot districts.</p>	
	<p>Outputs</p> <ul style="list-style-type: none"> <li>The INSET implementation structure is established in 10 pilot districts.</li> <li>Needs-based INSET modules and guidelines for the use of a source book (collection of modules) are developed.</li> <li>Capacity of the key actors (National INSET Units [NIUs], DIUs, DTSTs, HTs, CSs, CLs and teachers) to support the delivery of INSET is developed.</li> <li>Monitoring and evaluation system for the district INSET model are developed and implemented.</li> <li>Participation in and support for INSET are encouraged, and the INSET Policy is improved so that the institutionalization of INSET is smoothly implemented by the government of Ghana.</li> </ul>	

## II. Result of the Evaluation

Summary of the Evaluation
<p>To improve primary school teachers' teaching skill for science/math and enhance students' abilities in Ghana, INSET program was supported by many donors. However, a systematic INSET arrangement did not exist at the time of the ex-ante evaluation of this project. Therefore, there was an urgency to promote the harmonization of systems through the institutionalization of INSET (model building) by the Ghana Education Service (GES).</p> <p>This project has achieved the development of the structured and replicable INSET model and conduct of school-based INSET (SBI) or cluster-based INSET (CBI) in the 10 pilot districts by the time of project completion, but then the achievement</p>

level slightly declined in terms of frequency of SBI/CBI after the project completion. For the overall goals, the medium-term goal 1 (improvement of related organizations in the pilot districts) was achieved as the capacity of related organizations in the pilot districts was improved through workshops and trainings. The medium-term goal 2 (application of the INSET model nationwide) and the long-term goal (improvement of teachers' capabilities) have not yet been fully achieved mainly due to the increase in number of districts and financial devolution due to ongoing progress of decentralization, shortage of and delays in governmental budget support for districts and frequent personnel changes of INSET related personnel. As for sustainability, these problems have been observed as well in terms of technical and financial aspects due to frequent personnel changes and shortage of governmental budget support for districts and schools.

For relevance, the project has been highly consistent with Ghana's development policy, development needs as well as Japan's ODA policy. For efficiency, the project cost slightly exceeded the plan.

In the light of above, this project is evaluated to be partially satisfactory.

### 1 Relevance

This project has been highly relevant with Ghana's development policy goal to improve the "quality of education" as set in Education Strategic Plan (2003-2015), development needs "improved training system to increase teachers' teaching skills and students' achievements" as well as Japan's ODA policy for Ghana (assistance in the education sector as set in Basic Education for Growth Initiative (BEGIN) 2002 and JICA's country program), at the time of both ex-ante evaluation and project completion. Therefore, its relevance is high.

### 2 Effectiveness/Impact

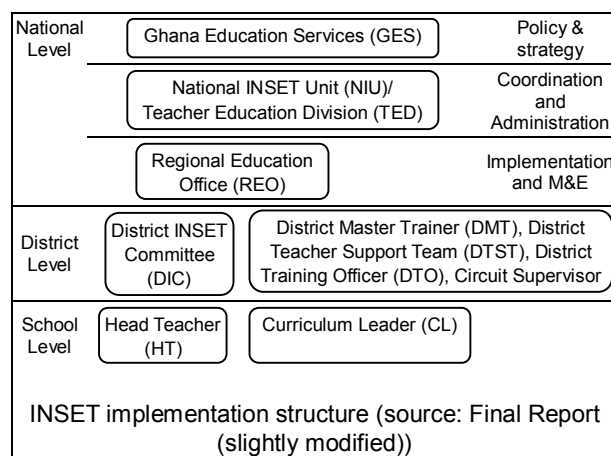
This project has somewhat achieved the project purpose and overall goal by the time of project completion. For the project purpose, the development of structured and replicable INSET model was successfully achieved through the development of the INSET sourcebooks and guidelines as well as orientations and the conduct of INSET (SBI/CBI)<sup>1</sup> in the 10 pilot districts. However, the percentage of schools that regularly conduct INSET in the pilot districts slightly decreased from 84.9% in 2007/8 to 75.3% in 2012.

As for the overall goals, based on the interviews and sampling surveys conducted for this ex-post evaluation and under INSET2, the medium-term goal (1) of improving capacity of GES INSET Unit, DTSTs, HTs, CSs and CLs has been mostly achieved partly thanks to the continuing trainings under INSET2; however, the medium-term goal (2) of disseminating the INSET model nationwide has not fully achieved yet as 57.7% of schools in 170 districts (10 pilot and 160 non-pilot) which completed CL training 1 by the end of 2011 and has conducted more than 2 SBI/CBI sessions from January 2012 to August 2012. Regarding the long-term goal of improving teachers' capabilities, there is a possibility to achieve this goal as the results of the measurement of teaching skills under INSET2 surveys showed that teachers who had participated in SBI/CBI scored significantly higher than teachers who had *not* participated in SBI/CBI. However dissemination of INSET should be enhanced.

The gradual decline in the achievement of the project purpose and the insufficient achievement of the medium-term overall goal (2) are mainly due to: rapid progress of financial devolution due to decentralization, shortage of governmental budget support for districts, slow delivery of Capitation Grant<sup>2</sup> to schools, low prioritization of INSET among Directors of some districts, frequent personnel changes of District Training Officers (DTOs), DTSTs, HTs and CLs, weak legal enforcement for the teachers to participate in SBI/CBI, lack of communication with schools in rural areas, and the increased number of districts<sup>33</sup>. To cope with these obstacles, NIU members under INSET2 are developing a new method of monitoring to understand the situation of each district better, and providing consultation for DIC, and sensitizing District Director of Education (DDE) to enhance dissemination of INSET.

Nevertheless, as a ripple effect some SBI/CBI model has been implemented in a few secondary schools out of their own initiatives and also it has been implemented in literacy at the several primary schools.

Therefore, effectiveness/impact of this project is fair.



### 3 Efficiency

While the inputs were appropriate for producing the outputs of the project and the project period was as planned, the project cost slightly exceeded the plan because of additional inputs such as equipment and administrative cost (ratio against the plan: 114%). Therefore, efficiency of the project is fair.

### 4 Sustainability

The project has some problems in technical and financial aspects of the implementing agency. In the technical aspect,

<sup>1</sup> School-Based INSET (SBI) is a type of INSET which is organized at the school level by the teachers in a particular school. SBI is organized to solve some special needs or deficiencies identified by the teachers themselves or by lead teachers. Cluster-Based INSET (CBI) is the type of INSET which is organised when a number of schools come together to form a cluster to share ideas on good practices.

<sup>2</sup> Capitation Grant is provided by the government to all public basic schools in Ghana. It was introduced in 2005/6, together with the abolishment of school levies, to encourage poor families to attend schools. Each school can decide the use of the grant, and it can be used for SBI/CBI.

although the continuing trainings (with support from INSET2) has improved the capabilities of the key actors and the INSET sourcebooks have been effectively revised by them, the frequent personnel changes of HTs, CLs, DTST, DTOs have adversely affected the accumulation of the knowledge and maintaining the level of INSET-implementation capacity. In the financial aspect, while budget for education is continuously supported by external assistance and districts have some budget for INSET (SBI/CBI and monitoring), the budget release is generally slow and/or insufficient, and some districts do not give budgetary priority to INSET<sup>3</sup>.

However, no problem has been observed in policy and structural aspects of the implementing agency. In the policy background, INSET is still supported by recent education policies. To institutionalize the INSET program, TED facilitated the development of Pre-Tertiary Teacher Professional Development and Management (PTPDM) policy with the involvement of major stakeholders and it was endorsed by the Ghana Education Service. As for the structural aspect, the structure of implementing agency has been partially changed from the implementation period due to decentralization and it is considered appropriate for continuity of project effectiveness. And NIU is actively improving the INSET monitoring system.

Therefore, sustainability of this project is fair.

### III. Recommendations & Lessons Learned

Recommendations for Implementing agency

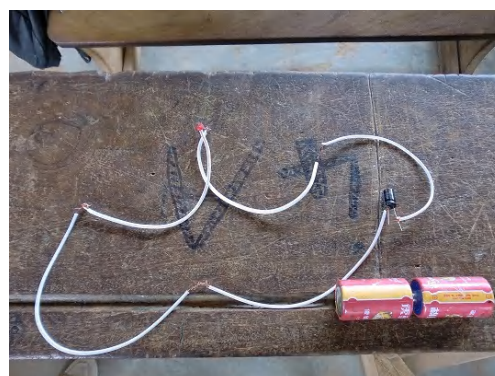
- TED's continuous effort for launching and enforcing the PTPDM is crucial.
- TED's continuous sensitization towards District Education Directors and the MoE/GES policy level personnel to prioritize INSET activities is essential.

Lessons learned for JICA

- Although INSET (SBI/CBI) model is flexible in terms of human and financial resources compared to cascade model, it is still necessary to carefully consider the stakeholders' personnel changes, implementing agencies' budget constraints and financial devolution and respond to the change of the situation proactively.



Trained teacher teaching science class



Materials for science experiment during SBI

<sup>3</sup>When the project started in 2006, the number of the district was 138; however, after the completion of project, the number was increased to 170 in 2009.

<sup>4</sup> In accordance with decentralization, the flow of finance changed and NIU does not have a direct control of allocation of INSET budget for districts.