

Country Name	Project for Supporting Institutionalization of the Pre-Tertiary Teacher Professional Development and Management Policy
Republic of Ghana	

I. Project Outline

Background	<p>In Ghana, while steady progress was being made in the quantitative expansion of education, improving the quality of education remained a major challenge. The education sector development plan formulated by the Ministry of Education of Ghana in 2011 emphasized the need to improve the quality of education. One of the six education sub-sector policies in the plan was the “Pre-tertiary Teacher Professional and Management (PTPDM)” policy, which aimed to encourage teachers to perform their duties according to their positions (from new teacher to principal), rather than just according to their qualifications and years of experience, and thereby ensure appropriate personnel management.</p> <p>This project aimed to support the realization of the PTPDM Policy. Specifically, the project was to design career ladders for primary and secondary teachers, provide training by level (from new teachers to principals), and develop a database for teacher management (teacher registration, updating training history, etc.).</p> <p>From 2000 to 2013, Japan implemented three technical cooperation projects to support the development and nationwide dissemination of models and manuals for conducting in-school training programs, focusing on lesson study, to promote learner-centered teaching in elementary school science and mathematics. For the developed training programs for teachers to be properly utilized, it was necessary to combine them with incentives for teachers and to develop a system for teacher personnel, training, and evaluation, etc.</p>																													
Objectives of the Project	<p>Through (1) Developing teacher appraisal and promotion mechanism based on competencies, (2) developing a mechanism for data collection and management of teacher training record, (3) developing training materials for Newly Qualified Teacher (NQT)/Senior Teacher (ST) training courses, (4) Revising PTPDM Policy document and developing PTPDM Policy Framework Guideline, the project aimed at developing an appraisal and promotion system based on PTPDM policy, and thereby contributing to enactment of career progression mechanism in non-pilot districts.</p> <ol style="list-style-type: none"> Overall Goal: Career progression mechanism is enacted in non-pilot districts. Project Purpose: Appraisal and promotion system based on PTPDM policy is developed for nationwide expansion. 																													
Activities of the Project	<p>1. Project site: 5 pilot districts/municipal as follows:</p> <table border="1"> <thead> <tr> <th>Area</th> <th>Region</th> <th>District/ Municipal</th> </tr> </thead> <tbody> <tr> <td rowspan="3">South</td> <td>Greater Accra Region</td> <td>Shai Osudoku</td> </tr> <tr> <td>Central Region</td> <td>Ajumako Enyan Essiam</td> </tr> <tr> <td>Eastern Region</td> <td>Upper Manya Krobo</td> </tr> <tr> <td rowspan="2">North</td> <td>Northern Region</td> <td>Savelugu-Nanton Municipal*</td> </tr> <tr> <td>Upper East Region</td> <td>Kassena Nankana East</td> </tr> </tbody> </table> <p>*Savelugu-Nanton Municipal has been divided into Savelugu and Nanton after project completion.</p> <p>2. Main activities:</p> <p>1) Developing teacher appraisal and promotion mechanism based on competencies, 2) developing a mechanism for data collection and management of teacher training record, 3) developing training materials for Newly Qualified Teacher (NQT)/Senior Teacher (ST) training courses, 4) Revising PTPDM Policy document and developing PTPDM Policy Framework Guideline</p> <p>Inputs (to carry out above activities)</p> <table> <tr> <td>Japanese Side</td> <td>Ghanaian Side</td> </tr> <tr> <td>1) Experts: 11 persons</td> <td>1) Staff allocated: 18 persons</td> </tr> <tr> <td>2) Trainees received: 22 persons</td> <td>2) Facilities and equipment: Office space, including office furniture and a generator</td> </tr> <tr> <td>3) Trainees in the third country training: 31 persons (Kenya Zambia, and Malaysia)</td> <td>3) Local cost: Training expenses and others</td> </tr> <tr> <td>4) Equipment: Air conditioners, PCs, Video camera, generator, scanner, and others</td> <td></td> </tr> <tr> <td>5) Local cost: Travel expenses (Per diem, accommodation), national staff of the project, and others</td> <td></td> </tr> </table>			Area	Region	District/ Municipal	South	Greater Accra Region	Shai Osudoku	Central Region	Ajumako Enyan Essiam	Eastern Region	Upper Manya Krobo	North	Northern Region	Savelugu-Nanton Municipal*	Upper East Region	Kassena Nankana East	Japanese Side	Ghanaian Side	1) Experts: 11 persons	1) Staff allocated: 18 persons	2) Trainees received: 22 persons	2) Facilities and equipment: Office space, including office furniture and a generator	3) Trainees in the third country training: 31 persons (Kenya Zambia, and Malaysia)	3) Local cost: Training expenses and others	4) Equipment: Air conditioners, PCs, Video camera, generator, scanner, and others		5) Local cost: Travel expenses (Per diem, accommodation), national staff of the project, and others	
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Project Period	(ex-ante) April 2014 –March 2018 (actual) April 2014 –April 2018	Project Cost	(ex-ante) 404 million yen, (actual) 421 million yen																											
Implementing Agency	Ministry of Education (MoE), Ghana Education Service (GES), Teacher Education Division (TED), National Teaching Council (NTC)																													
Cooperation Agency in Japan	PADECO Co., Ltd.																													

II. Result of the Evaluation

<Constraints on Evaluation>

- Due to security reasons, interviews with two of the five pilot districts (Savelugu-Nanton Municipal and Kassena Nankana East) in North could not be conducted. Information was collected by sending and collecting a questionnaire from Savelugu (the questionnaire was sent to Savelugu on behalf of the former Savelugu-Nanton Municipal). However, no information was collected from Kassena Nankana East.

< Special Perspectives Considered in the Ex-Post Evaluation >

- Indicator 2 of the Overall Goal was not verified in the survey items, since the difference between Indicator 1 and 2 is only the target year which is yet to come.
- Indicator 3 of the Overall Goal was also not verified since the target year is yet to come.
- Although the terminal evaluation report mentioned that it is necessary to redefine indicators for Overall Goal, the original indicator is used for this ex-post evaluation, as the project design has not been revised.

1 Relevance

<Consistency with the Ghana's Development Policy at the Time of Ex-Ante Evaluation >

The project was consistent with the development policy of Ghana. In the "Education Strategic Plan (ESP) 2010-2020" formulated by Ghana's Ministry of Education in 2011, one of the six education sub-sector policies in the plan was the "Pre-tertiary Teacher Professional Development and Management (PTPDM)" policy.

<Consistency with the Ghana's Development Needs at the Time of Ex-Ante Evaluation >

The project was consistent with the development needs of Ghana for teacher professional development and management. Due to the great efforts made by the government of Ghana, the school coverage and student enrollment ratio had improved; however, the quality of education still needed to be improved. According to the National Education Assessment (NEA) in 2011, 16.1% and 35.3% of 6th grade students in mathematics and English, respectively reached proficiency level (minimum) which means both subjects were low proficiency. Under such circumstances, the improvement of teachers' capacity to contribute to educational quality was a pressing need.

<Consistency with Japan's ODA Policy at the Time of Ex-Ante Evaluation>

The project was also consistent with Japan's ODA policy to Ghana. "Health, science and mathematics education" was one of the pillars under the "Country Assistance Policy to Ghana" (2012). It aimed at strengthening teachers' capacity to improve education environment comprehensively.

<Evaluation Result>

In light of the above, the relevance of the project is high.

2 Effectiveness/Impact

<Status of Achievement of the Project Purpose at the time of Project Completion>

The Project Purpose was partially achieved at the time of project completion. The PTPDM policy roll-out plan was approved in February 2018 (Indicator 1). 40.8% of NQT in 5 districts completed the induction program (Indicator 2). As for appraisal and promotion, 69.71% of teachers submitted their appraisal forms (form, which was developed in this project, to be filled out for teacher appraisal according to the Teacher Handbook) in pilot districts (Indicator 3), although less than 50% of teachers were able to properly fill important parts of the appraisal form (Indicator 4). In-service Training (INSET) was implemented over 4 times of SBI and over 2 times of CBI in most of the pilot districts in 2020-21 academic year (Indicator 5).

<Continuation Status of Project Effects at the time of Ex-post Evaluation>

The project effects have partially continued at the time of ex-post evaluation, while there is room to improve the effectiveness of the teacher appraisal process. At the National level, NTC is the main organization responsible for implementing the PTPDM Policy, while GES is the other key body, which is mainly responsible for promotions and the human resource management of teachers. As for roll-out plan of the PTPDM policy, most of the activities such as disseminating teacher's standards, licensing, and developing a database by NTC have been conducted as planned, while those related to GES have not been conducted. GES is relevant to the PTPDM policy, but the PTPDM policy seems no longer a priority because of the new policy on the promotion processes. The new policy commenced promotion aptitude tests in 2020 (Indicator 1).

At most of the pilot districts visited during the survey, appraisal forms have been submitted to the District Education Offices (DEOs) at least during promotions or renewals of license, and several trainings such as INSET have been conducted for teachers, and this has enabled them to fill forms properly. The Teacher Training Logbook, which is the logbook to record and manage training records by individual teachers, has been utilized by teachers who have been already licensed to manage training records to meet the requirement of promotions and renewals of licenses. The information recorded in Teacher Training Logbook has been uploaded to NTC database (Portal). Using NTC Portal is mandatory for teacher licensing. Teachers who have not been yet licensed did not use Teacher Training Logbook.

The Induction Program have been implemented nationwide at the time of ex-post evaluation (Indicator 2), and training materials for NQT/SQ have been utilized. NQT can only get their full teacher license when they complete the induction program. SBI (School-Based INSET) and CBI (Cluster-Based INSET) have also been conducted for the instructions on how to fill out the evaluation forms or as part of the induction program.

<Status of Achievement for Overall Goal at the time of Ex-post Evaluation>

The Overall Goal was not verified at the time of ex-post evaluation. Indicator 1 was not verified. Competency-based appraisal (which is the same concept as appraisal in the report) is supposed to be implemented annually. However, appraisal has been implemented only during promotions and renewals of licenses in half of the DEOs we collected information. The reason why half of the DEOs have not implemented annual appraisals appropriately might be because there has been no strict directive or supervision at all levels (National to district levels) due to the new policy on the promotion processes, and DEOs are left to decide what they do with competency-based appraisals. Also, the new promotion system focuses more on the results of aptitude tests and has decreased incentive for DEOs or teachers to conduct appraisals based on Teacher Appraisal Handbook.

Teachers who were hired in 2018 or later have been licensed by NTC, competency- based teacher appraisal has been implemented during promotions, and competency- based teacher appraisal has been implemented during renewals of their licenses. On the other hand, since many in-service teachers are yet to be licensed by NTC, competency-based teacher appraisal processes are only being applied at the time of promotion. The NTC stated that licensing of in-service teachers has been completed in the Greater Accra, Central, Western, and Western North Regions at the time of ex-post evaluation, and licensing for the remaining regions will be completed by March 2022. Hence, after March 2022, competency-based appraisal will be implemented for all teachers including HTs at least during renewals of licenses and promotions. Indicator 2 and 3 of the Overall Goal was not verified since the target year is yet to come.

<Other Impacts at the time of Ex-post Evaluation>

Some positive impacts by the project have been observed at the time of ex-post evaluation. According to NTC, the PTPDM policy put Ghana on track and ahead of many African countries regarding teacher management and professional development. For example, Sierra Leone, Rwanda, and Gambia have called on Ghana to learn from Ghana’s experience about the PTPDM. Also, teachers became more proactive and more committed to improve teachings through competency-based appraisal and promotion.

No negative impacts on the natural environment have been observed.

<Evaluation Result>

Therefore, the effectiveness/impact of the project is fair.

Achievement of Project Purpose and Overall Goal

Aim	Indicators	Results	Source
(Project Purpose) Appraisal and promotion system based on PTPDM policy is developed for nationwide expansion.	Indicator 1: Roll out plan of PTPDM Policy of Ministry of Education is formulated.	Status of the Achievement: achieved (partially continued) (Project Completion) PTPDM policy roll-out plan including financial measures for the staged introduction of PTPDM was approved at Joint Coordination Committee (JCC) on February 2018. (Ex-post Evaluation) Roll out plan is divided into three parts; preparatory phase (April–August 2018), introductory phase (September 2018–August 2023), and operation phase (after September 2023). Most of the activities such as disseminating teacher’s standards, licensing, and developing a database by NTC have been conducted as planned. However, most of the activities related to GES have not been conducted.	Project Completion Report, Interview (NTC and GES), and Questionnaire (NTC)
	Indicator 2: The percentage of BTs* who complete induction programme exceeds 80% in the 3 pilot districts in the South and 60% in the 2 pilot districts in the North. *BTs (Beginning Teachers) are referred as NQT (Newly Qualified Teacher) in this report.	Status of the Achievement: partially achieved (continued) (Project Completion) Achieved in 2 districts in the South and almost achieved in 1 district in the North (40. 8%). (Ex-post Evaluation) The induction program is currently implemented nationwide.	Project Completion Report, Interview (Upper Manya Krobo, Shai Osudoku, Ajumako/Enyan/Essian, Akatsi South and South Tongu DEOs), and Questionnaire (Upper Manya Krobo, and Savelugu)
	Indicator 3: Submission rate of appraisal form exceeds 70% in the 5 pilot districts.	Status of the Achievement: partially achieved (partially continued) (Project Completion) Achieved in 3 pilot districts and almost achieved in average of 5 pilot districts (69.71%). (Ex-post Evaluation) Appraisal forms have been submitted to the DEOs at least at the timing of promotion or renewing license in all pilot districts and some non-pilot districts.	Project Completion Report, Interview (Upper Manya Krobo, Shai Osudoku, Ajumako/Enyan/Essian, Akatsi South and South Tongu DEOs), and Questionnaire (Upper Manya Krobo, and Savelugu)
	Indicator 4: The ratio of teachers who properly fills important parts (to be specified) of appraisal form increases 20% compared to the first cycle of monitoring in 2016.	Status of the Achievement: not achieved (partially continued) (Project Completion) Achieved in 2 out of 6 sections, and not met in the sections on competencies which are regarded as particularly important and the absolute ratio being as low as less than 50%. (Ex-post Evaluation) Most of the DEOs stated teachers fill forms properly. Several trainings such as INSET enabled them to do so. Teachers in some non-pilot districts did not seem to have chance to attend these trainings.	Project Completion Report , Interview (Upper Manya Krobo, Shai Osudoku, Ajumako/Enyan/Essian, Akatsi South and South Tongu DEOs), and Questionnaire (Upper Manya Krobo, and Savelugu)
	Indicator 5: 80% of schools in pilot districts organize SBI more than 4 times or CBI more than 2 times.	Status of the Achievement: achieved (continued) (Project Completion) Achieved in 4 districts for SBI and 4 districts for CBI. (Ex-post Evaluation) SBI and CBI have been conducted for the instructions on how to fill out the evaluation forms or as part of the induction program.	Project Completion Report
(Overall Goal) Career progression mechanism is enacted in non-pilot districts.	Indicator 1: (3 years) End of 2020-21 academic year, - 60% of HTs in nonpilot district implement competency-based teacher appraisal.	(Ex-post Evaluation) not verified Both indicators are difficult to count because of the difference in situation between teachers who were hired in 2018 or later and other in-service teacher, and between years with promotions and years without promotions, even in the same school. Competency-based appraisal is supposed to be implemented annually. However, in nonpilot districts, appraisal is implemented only during promotions and renewals of licenses, though annual appraisal is still	Project Completion Report, Interview (NTC, GES, and Upper Manya Krobo, Shai Osudoku, Ajumako/Enyan/Essian, Akatsi South and South

-80% of DEO implement competency-based HT appraisal.	implemented in most pilot districts. Teachers who were hired in 2018 or later have been licensed by NTC, competency-based teacher appraisal has been implemented during promotions, and competency-based teacher appraisal has been implemented during renewals of their licenses. On the other hand, since many in-service teachers are yet to be licensed by NTC, competency-based teacher appraisal is implemented only during promotions. NTC stated that licensing of in-service teachers is currently completed in Greater Accra, Central, Western, and Western North region, and licensing will be completed by March 2022 in the remaining regions. Hence, after March 2022, competency-based appraisal will be implemented for all teachers, including HTs, at least during renewals of licenses and promotions.	Tongu DEOs) and Questionnaire (NTC, Upper Manya Krobo, and Savelugu)
Indicator 2: (5 years) End of 2022-23 academic year, -80% of HTs in nonpilot district implement competency-based teacher appraisal. -90% of DEO implement competency-based HT appraisal.	(Ex-post Evaluation) not verified Indicator 2 was not verified since the difference between Indicator 1 and 2 is only the target year which is yet to come.	n.a.
Indicator 3: (5 years) Data on teachers' competency is utilized in the promotion process at district level.	(Ex-post Evaluation) not verified Indicator 3 was also not verified since the target year is yet to come.	n.a.

3 Efficiency

Both the project cost and project period slightly exceeded the plan (ratio against the plan: 104%, 102%). Outputs were produced as planned. Therefore, the efficiency of the project is fair.

4 Sustainability

<Policy Aspect>

In the "Education Strategic Plan (ESP) 2018-2030" formulated by the Ministry of Education, one of the eight education sub-sector policies in the plan was the "sustainable and efficient management, financing, and accountability of education service delivery." As one of the strategies to achieve the policy, "implement the PTPDM policy, with its associated continuous professional development and career progression" was mentioned in ESP.

< Institutional/Organizational Aspect>

In April 2017, the organization structure was reformed. Teacher Education Division (TED) of GES, which supported the development of the PTPDM Policy, merged into NTC under new government following the presidential election of the previous year. Although appraisal and promotion should be strongly linked, the collaboration between NTC and GES seemed weak. In GES, Human Resource Management Division has been in charge of promotion and is relevant to the PTPDM policy. However, it seems no longer their priority.

The number of staff in NTC has not been sufficient to implement the PTPDM policy nationwide. However, the recruitment of NTC staff has to be based on clearance from the Ministry of Finance. Thus, it is difficult to increase the numbers although a minimum necessary increase in staff is allowed.

<Technical Aspect>

Some non-pilot districts and the new staff of NTC currently have lacked the requisite skills and knowledge to undertake their mandate, while the other staff at NTC has sustained necessary skills and knowledge through training programs like workshops and INSET.

<Financial Aspect>

According to NTC, the budget source has been the Government of Ghana. However, the funds allocated to NTC has always been insufficient, so NTC has generated funds internally from such as license fee, and solicited funds from development partners.

At the district level, according to DEOs, they did not receive any dedicated funding for PTPDM activities. Teachers were mainly responsible for operational costs associated with promotions including food costs during training. They stated that asking teachers to pay for food cost created the impression of extorting money from teachers since the training sessions must last for three or five days. However, NTC stated that teachers had received professional development allowance to take training courses, and the full 5 days induction course will be implemented from next year with financing by Right to Play (an international non-profit organization that empowers vulnerable children to overcome the effects of war, poverty, and disease around the world through play). However, depending on partner organizations for funding training activities is not sustainable without dedicated funding from the government. Therefore, it is difficult to say NTC is able to secure a budget for its activities continuously.

<Evaluation Result>

In light of the above, slight problems have been observed in terms of the institutional/organizational, technical, and financial aspects of the implementing agency. Therefore, the sustainability of the effectiveness through the project is fair.

5 Summary of the Evaluation

The project partially achieved the Project Purpose at the time of project completion. PTPDM policy roll-out plan was approved, and INSET was implemented regularly in most of the pilot districts. Completion rate of the induction program and submission rate of appraisal form were almost reached the target. On the other hand, less than 50% of teachers were able to fill the appraisal form properly. The Overall Goal was partially achieved at the time of ex-post evaluation. All the districts interviewed during the survey have implemented competency-based appraisal, although the full appraisal processes based on Teacher Appraisal Handbook have only been kept in a few pilot DEOs. As for sustainability, slight problems have been observed in terms of the institutional/organizational, technical / and financial aspects of the implementing agency. As for efficiency, the project cost slightly exceeded the plan.

Considering all of the above points, this project is evaluated to be partially satisfactory.

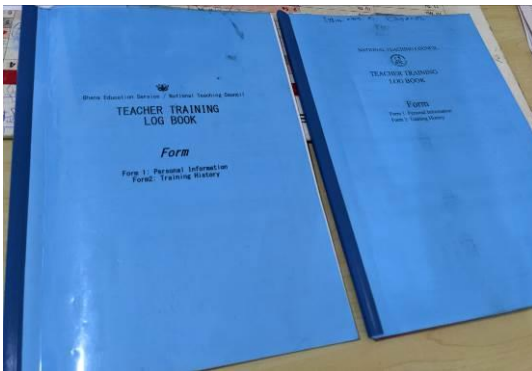
III. Recommendations & Lessons Learned

Recommendations for Implementing Agency:

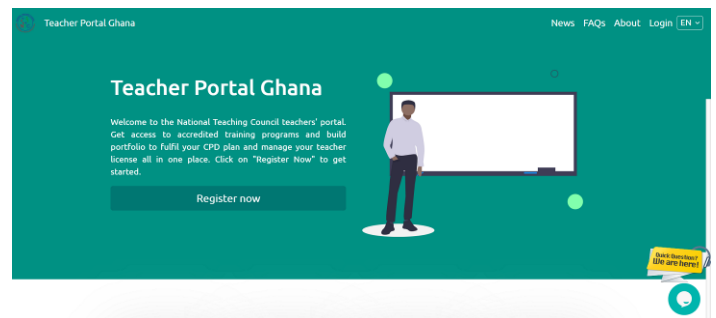
- A competency-based appraisal is supposed to be implemented annually. However, appraisal is implemented only during promotions and renewals of licenses in a half districts we collected information. Also, the appraisal process often has not thoroughly followed Teacher Appraisal Handbook. It is better to clarify and agree the role of appraisal under the new policy on promotion processes, which commenced promotion aptitude test in 2020 in order to improve the quality and utilization of the competency-based teacher appraisal process.

Lessons Learned for JICA:

- While competency-based teacher appraisal developed in this project has been utilized, the process has not thoroughly followed Teacher Appraisal Handbook. At the beginning of the project, TED of GES was regarded as the main counterpart of the project. In the project's third year, TED was transferred from GES to NTC and the project treated NTC as a main counterpart. However, GES was responsible for promotions and the human resource management of teachers, which was one of the most important functions of the PTPDM Policy. According to the ex-ante evaluation report, this changes in the implementation structure were observed even before the implementation of the project. From the point of view of the ex-post evaluation, it seems that sensitization of the process of competency-based appraisal was not enough to ensure career progression mechanism nationwide, mainly because involvement of GES in the project, especially after the integration of TED into NTC, was not enough. Thus, if signs of change in the implementation structure are identified at the start of the project, JICA and JICA Project Team should consider the counterparts carefully based on the analysis of the new structure of the counterparts before and after the change in structure.



Teacher Training Logbook used in Shai Osudoku



The top page of the NTC Portal (<https://tpg.ntc.gov.gh/>)