

Ghana: Basic Education - Rehabilitation of Teacher Training Colleges

Ex-Post Evaluation

OECD sector	11220/Primary education	
BMZ project number	1996 65 118 (Phase I) 1997 65 181 (Phase II) 1998 66 260 (Phase III)	
Project executing agency	Ministry of Education	
Consultant	Hydroplan	
Year of ex-post evaluation report	2007	
	Project appraisal (Planned)	Ex-post evaluation (Actual)
Start of implementation	3rd quarter 1996	2nd quarter 1997
Period of implementation	3.5 years	3.5 years
Investment costs	EUR 20.6 million	EUR 20.8 million
Counterpart contribution	EUR 0.7 million	EUR 0.9 million
Finance, of which FC funds	EUR 19.9 million	EUR 19.9 million
Other institutions/donors involved	WB, DFID, USAID	WB, DFID, USAID
Performance rating	Satisfactory (3)	
• Significance/Relevance	Satisfactory (3)	
• Effectiveness	Satisfactory (3)	
• Efficiency	Insufficient (4)	
• Impact	Satisfactory (3)	
• Sustainability	Satisfactory (3)	

Brief Description, Overall Objective and Programme Objectives with Indicators

As part of a national multi-donor sector programme (Free Compulsory Universal Basic Education - FCUBE), the FC project was intended to make a contribution to improving basic education in Ghana, which also included raising the quality of teacher training. This is why it was aimed at the nationwide rehabilitation of the existing 38 state teacher training colleges (TTCs). A concurrent TC project was geared to raising the quality of teacher training and developing primary school curricula in local languages. The target group consisted of Ghanaian primary school pupils who would benefit from the improved qualification of TTC graduates (intermediaries). The contribution to improving basic education in Ghana (overall objective) was to be measured by the rise in the share of primary school leavers with sufficient writing, reading and arithmetic skills from below 10% to 60% by 2005. After the improvement of primary teacher training in the TTCs (programme objective), at least 80% of the demand for young teachers in Ghana was to be met by TTC graduates after completion of the measures.

Project Design/Major Deviations from Original Project Planning and Main Causes

The project concentrated on rehabilitating the teaching, accommodation and other facilities of the 38 TTCs in the country, some of which were in very bad condition and effectively unable to offer their students adequate living and learning conditions or training in keeping with the curricula. With the project funds, almost 150 student hostel buildings and just over 150 teaching buildings and ancillary facilities (libraries, catering, events, etc.) were refurbished or built. In addition, accommodation was improved or built for over 350 lecturers at the TTCs, minibuses procured to transport students and lecturers and local-language teaching and learning materials financed. The Ministry of Education was responsible on the Ghanaian side for the implementation of the measures, which were supported by an international consultant. There was little deviation from the specification of inputs at project appraisal. The FC measures fitted into the FCUBE programme, in which curriculum development was also supported by German TC and which received finance nationwide from the World Bank, DFID and USAID totalling approx. US\$ 250 million, especially for the construction and rehabilitation of school buildings.

Key Results of Impact Analysis and Performance Rating

After completion of the measures, the TTCs had the capacity to train altogether 19,000 students. Compared with the situation before the beginning of the measures, this amounts to an insignificant quantitative but an enormous qualitative increase, as all TTCs can now draw on the requisite facilities for proper teaching operations, including the TTCs in remote poor regions of the country. As agreed at the beginning of the project, the Ghanaian government has now introduced the so-called in-in-out system for teacher training, where TTC students only spend two as opposed to the previous three years on theoretical training and instead gain practical teaching experience at a primary school under the supervision of an experienced mentor. For one thing, this reform has improved the practical relevance of teacher training and for another it has raised the capacity of the training system by 50%, as the accommodation facilities at the TTCs are only needed for two instead of three years as before. In the academic year 2005/6, 26,000 students were enrolled at the TTCs, which comes to a total capacity utilisation of 93%. The enrolments for 2006/7 amount to a capacity utilisation of 97%.

The share of female students has increased from 36% at programme appraisal to 43% at present, which has helped to remedy the serious lack of qualified women teachers. Altogether, the programme has contributed to improving education opportunities for girls and women.

By far the most graduates of the TTCs teach at state schools with an above-average share of pupils from poor households that cannot afford private school attendance. A higher-quality school education raises income opportunities for school-leavers.

The programme was not geared to participation/good governance, nor did it have any discernible beneficial impacts in this connection.

As the capacities were only gradually put to use due to the Ghanaian government's budgetary restrictions, the programme objective of meeting 80% of the demand for young teachers has only been achieved some years after completion of the measures. As of 2009, approx. 9,000 TTC graduates a year will take up teaching jobs at the schools. According to our calculations, this meets 90% of requirements. Though delayed, the programme objective is thus likely to be met.

The improvement in infrastructure has enabled the Ghanaian government to upgrade the contents of training and raise both the entry and final qualifications in teacher training. Thanks to the project therefore, a larger number of better trained young teachers is available to the Ghanaian educational system. Studies by the World Bank in Ghana prove that the level of qualification of the teachers also has a beneficial effect on the learning outcomes of the pupils. Discernible progress has been made towards achieving the overall objective, but the results fall well short of the indicator. Instead of the target of 60%, only 25% of the pupils in English and as little as 10% in mathematics (each increased from less than 10% at project start) recorded a satisfactory standard of performance. One reason for the slow development at overall objective level is that the graduates of the upgraded TTCs have only just started to teach at the schools and make up a very small ratio of total Ghanaian teaching staff. Hence, an immediate leap in learning outcomes could not have been expected in any case so that the target indicator was far too ambitious. Quality improvement in basic education is also inhibited by other factors, particularly the high absentee rate of teachers and lack of discipline in adhering to curricula. The significance of these problems is illustrated by comparing state with private schools, which provide an increasing share of education courses in urban areas in particular and already teach more than 20% of pupils. Although substantially fewer teachers with formal educational training from the TTCs teach at the private schools, the learning outcomes of the pupils are distinctly better on national average. A major plausible reason for this could be the higher discipline among teaching staff and the more effective incentives for them in the private schools. The relevance of this problem was not identified and not addressed through appropriate measures under the FCUBE programme. As part of the ongoing reform efforts by Ghanaian education policy with continued close assistance from international donors via budget support, however, steps are likely to be taken to improve discipline and teacher attendance.

Altogether, the project has made a contribution to improving education at primary schools in Ghana. This will afford increased growth opportunities for the Ghanaian economy and higher individual income prospects for the pupils. The women's quota among trained young teachers has been increased, which has had a positive effect on gender equality. The upgrading of the TTCs, which were in part practically non-operational at project start, was very important for improving the general conditions in the sector. Since, however, the central problem of the indiscipline of the teaching staff at the state schools was not addressed by measures in the FCUBE programme, we assess the relevance of the project as satisfactory only (Subrating 3). The number of teachers trained a year since programme appraisal has increased by 50% and 90% of annual teacher requirements can be met by the TTCs as of 2009. Because the new capacity was underused during a transitional phase of several years between the completion of the measures and the evaluation, we also assess the effectiveness of the project as satisfactory only (Subrating 3). The measures were planned and carried out economically. Only a small percentage of students drop out or fail examinations. The young teachers frequently only spend a few years in their profession, though, incurring high costs for the government for training replacements. This is why we consider the efficiency to be insufficient (Subrating 4). The upgrading of the TTCs has improved the level of qualification of the newly trained teachers. The formal training of the teachers evidently improves the learning performance of the pupils. The overall objective has not been attained, but it was also overambitious. It can probably be achieved later if the partner government continues with its pro-reform sector policy and if the TTC graduates successively occupy a large share of teaching posts in the country. We therefore gauge the developmental impact of the project as satisfactory (Subrating 3). The managements of the TTCs exert great efforts to maintain the financed infrastructure, but the

budgets for upkeep and servicing are too small. Planned changes to the finance system for TTC students are likely to enlarge the financial scope of the TTCs. There is a good chance that the conditions in the sector will improve further, though this will proceed slowly in phases as up to now. We assess the sustainability of the project measures as satisfactory (Subrating 3).

In all, we assess the developmental efficacy of the project as satisfactory (Rating 3).

General Conclusions

With high absentee rates and generally poor discipline among teaching staff, raising the number and qualifications of teachers is not adequate to assure quality improvements in the school system. School and teacher supervision must also be strengthened. As, despite the low standard of training, private schools in Ghana record better learning outcomes, consideration should be given to introducing incentives in the state schools as well.

Notes on the methods used to evaluate project success (project rating)

Projects are evaluated on a six-point scale, the criteria being relevance, effectiveness (outcome), "overarching developmental impact" and efficiency. The ratings are also used to arrive at a final assessment of a project's overall developmental efficacy. The scale is as follows:

- 1 Very good rating that clearly exceeds expectations
- 2 Good rating fully in line with expectations and without any significant shortcomings
- 3 Satisfactory rating – project falls short of expectations but the positive results dominate
- 4 Unsatisfactory rating – significantly below expectations, with negative results dominating despite discernible positive results
- 5 Clearly inadequate rating – despite some positive partial results the negative results clearly dominate
- 6 The project has no positive results or the situation has actually deteriorated

A rating of 1 to 3 is a positive assessment and indicates a successful project while a rating of 4 to 6 is a negative assessment and indicates a project which has no sufficiently positive results.

Sustainability is evaluated according to the following four-point scale:

Sustainability level 1 (very good sustainability)

The developmental efficacy of the project (positive to date) is very likely to continue undiminished or even increase.

Sustainability level 2 (good sustainability)

The developmental efficacy of the project (positive to date) is very likely to decline only minimally but remain positive overall. (This is what can normally be expected.)

Sustainability level 3 (satisfactory sustainability)

The developmental efficacy of the project (positive to date) is very likely to decline significantly but remain positive overall. This rating is also assigned if the sustainability of a project is considered inadequate up to the time of the ex post evaluation but is very likely to evolve positively so that the project will ultimately achieve positive developmental efficacy.

Sustainability level 4 (inadequate sustainability)

The developmental efficacy of the project is inadequate up to the time of the ex post evaluation and an improvement is very unlikely. This rating is also assigned if the sustainability that has been positively evaluated to date is very likely to deteriorate severely and no longer meet the level 3 criteria.