



**SCALING UP HEALTH AND EDUCATION WORKERS: PRSPs
and HUMAN RESOURCES FOR EDUCATION**

LITERATURE REVIEW

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ACRONYMS

EFA	Education for All
FTI	Fast Track Initiative
GDP	Gross Domestic Product
HIPC	Heavily Indebted Poor Countries
IFI	International Financial Institution
JSA	Joint Staff Assessment
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
MDG	Millennium Development Goal
MoES	Ministry of Education and Science
NGO	Non Government Organisation
UNESCO	United Nations Educational, Scientific and Cultural Organisation
UPE	Universal Primary Education

EXECUTIVE SUMMARY

This rapid literature review was undertaken to assess how well human resources for education are covered in the Poverty Reduction Strategy Papers (PRSPs) or linked documents of selected countries in the major change programmes embarked upon by government. It does not represent a systematic review of the whole literature in this field.

The PRSPs and PRSP Progress Reports from six countries were selected for detailed analysis, namely Nicaragua, Albania, Tanzania, Zambia, Cambodia and Madagascar. In addition, as there is little direct information on human resources, education and PRSPs, the review also considers the broader literature on human resources in the education sector to help identify what PRSPs should be addressing on the theme of human resources, as well as some more general studies on PRSPs.

The possibility of implementing universal primary education (a major international goal) and improving education at higher levels, particularly in terms of improving access to the poor, depends on a variety of factors, not least of which is ensuring sufficient numbers of teachers with the right skills, expertise, and motivation. This all depends on improved management of the sector as a whole and is a major challenge in developing countries.

Human resource constraints in general are identified in most PRSPs as a problem but the PRSPs lack clear strategies to tackle constraints. When human resources in the education sector are mentioned it is usually in reference to increasing the number of teachers, sometimes increasing (or decreasing) their salary rather than other issues such as reform of human resource management, inefficient or corrupt tendering processes, attrition, transfers, quality of teacher training, teacher absenteeism, and factors that affect teacher motivation over and above low salaries.

PRSPs are supposed to be developed with the involvement of civil society and other stakeholders. However, there is little evidence to suggest that education stakeholders, including teachers, were involved in developing the education sector in general and the human resources aspect in particular. The civil society/teacher consultation endorsed by all players at the World Education Forum in Dakar in 2000, does not seem to be feeding into the creation of national policies. Even when participation of education stakeholders is strong in the consultation phase, attention to human resource issues varies.

Human resource problems outlined in PRSPs need to be reflected in the poverty diagnosis, in policies, outcomes, targets and indicators, and the budget, all of which should be coherent with each other. Even when targets are set in the PRSPs, the way they determine strategy is far from clear. Implementation and monitoring of human resources in the education sector is inconsistent, with unrealistic aims, weak costing of strategies and either weak or non-existent indicators. In fact even with clear policies it is unlikely that governments in developing countries have the capacity to implement the wider reforms needed to improve human resource in the education sector.

In general it would appear that the area of human resource constraints in achieving quality schooling for all has not been given enough attention. There appear to be few studies of how PRSPs deal with this area. Therefore making suggestions concerning how PRSPs can better address human resource problems is difficult. Specific research gaps would appear to be:

- How issues such as teacher supply and demand, quality, management and deployment are addressed in national poverty strategies, including in diagnosis, targets, outcomes, incentives, costs and timetables.
- How the participation of education stakeholders has and could improve attention to human resources in the PRSP, implementation and monitoring.

1 INTRODUCTION

This rapid literature review assesses how well human resources for education are covered in selected Poverty Reduction Strategy Papers (PRSPs) or linked documents of these countries in the major change programmes embarked upon by government. Terms of reference for the review are attached at Annex 1.

The review commenced with an analysis of several key documents to identify breadth of issues. However, as there is little direct information on human resources, education and PRSPs the review further considers the broader literature on human resources in the education sector to identify what the PRSPs should be addressing on the theme of human resources, as well as some more general studies on PRSPs.

The PRSPs and PRSP Progress Reports from six countries were selected for more detailed analysis.

- Nicaragua and Albania – strong involvement of education stakeholders and civil society in development of the PRSP;
- Tanzania – one of the earliest PRSPs with a number of progress reports written;
- Zambia – addressed HIV/AIDS in its PRSP;
- Cambodia and Madagascar – the United Nations Educational, Scientific, and Cultural Organisation (UNESCO) was involved in PRSP development.

Conclusions made in this paper are based on the above six PRSPs and the PRSPs discussed in the supporting literature referenced in the bibliography.

Section 2 of this paper looks at the extent of the involvement of education stakeholders in the PRSPs and how well human resources are considered. The paper then moves on to consider in Section 3 the content of the actual PRSPs, including how well the papers identify human resource constraints and strategies to match. Outlining intention to implement will not in itself lead to successful implementation if policies are not backed up by a commitment of resources. Therefore Section 4 of this paper discusses the issue of resources and the costing of strategies. This section also examines progress reports on PRSPs, as these usually consider implementation and constraint issues. Finally, in Section 5, the paper looks at the indicators used in measuring progress to assess how well they can measure progress on implementing human resources policies.

2 PARTICIPATION

Despite acknowledging that the PRS process has encouraged better engagement between all stakeholders in tackling poverty, the literature reviewed suggests that there is not sufficient involvement of human resources experts, different sector stakeholders/professionals, or civil societies in general in the process of PRSP development. The PRS development process has been heavily criticised for being dominated by the international funding institutions (IFIs) and/or economists within the World Bank and ministries of finance (Stewart and Wang 2004, Booth and Lucas 2002, Christian Aid and Voluntary Service Overseas in their literature on PRSPs). The civil society/teacher consultation endorsed by all players at the World Education Forum in Dakar in 2000, does not seem to be feeding into the creation of national policies.

Caillods and Hallak (2004) state that when the education ministry was involved in the development of the PRSP it was sometimes only through a finance or administration person within the education ministry rather than an education professional. In some cases a low level official represented the education sector with negative consequences for how well the sector was represented in the PRSP and for implementation of sector priorities.

Even when participation of education stakeholders is strong in the consultation phase, such as in Albania and Nicaragua, attention to human resource issues varies, possibly because drafting and approval of the PRSP tends to be dominated by economists and the IFIs. Unfortunately UNESCO tends to be more involved in operations than policies at the present time and their involvement in PRSPs is on an ad hoc basis (Riddell pers comms). However, the Cambodia PRSP seems to have benefited from their involvement, whereas involvement in Madagascar's PRSP did not lead to a strong focus on much needed reforms in human resource management.

3 CONTENT OF PRSP'S

This section looks at the selected PRSPs in more detail and considers how well they identify human resource constraints and strategies to address these constraints. Human resource problems outlined in the PRSPs need to be reflected in the poverty diagnosis, in policies, outcomes, targets and indicators, and the budget, all of which should be coherent with each other. For example, even when targets are set in the PRSPs, the way they determine the strategy is far from clear, or indicators are either weak or non-existent (Bagai 2002, Caillods and Hallak 2004).

3.1 Diagnosis

The PRSPs reviewed recognise, to varying degrees, the need for more and improved human resources in achieving better quality education for all. However, few recognise the need for improved management of human resources. Factors identified that affect the improvement of education for all include a lack of teachers (in particular qualified teachers), low salaries and weak management. For example,

- The Cambodian PRSP does not explore human resources constraints in the education sector in their poverty diagnostic. Poor teaching and 'schooling is not useful' are, however, mentioned in the list of factors that influence dropout rates (December 2002).
- The Nicaraguan PRSP states that human capital in Nicaragua has been affected adversely by three factors: (i) lack of investment, (ii) emigration of the most skilled and educated, and (iii) some deterioration in the social fabric partly related to the protracted civil war. The effectiveness of basic public education, particularly for the poor, is affected adversely by a high numbers of non-certified teachers; poor physical conditions in over half the primary classrooms; and a chronic shortage of teaching materials. This partly explains the high repetition and drop-out rates, especially in rural areas where these problems are most acute (July 2001).
- The Albanian PRSP states that the public educational system suffers from problems of quality, due to shortages in teaching equipment, the progressive increase in the number of teachers without relevant teaching education, serious shortcomings in the re-training of teachers, outdated or rigid teaching methods, curricula problems etc. The quality of education is lower in the rural, remote, and suburban areas. The educational system also suffers from considerable management weaknesses and, particularly, by excessive centralisation. The employees of the educational system are not financially motivated, especially those working in the rural and remote areas of the country (November 2001).

3.2 Policies and strategies

The PRSPs reviewed tend to focus more strongly on improving retention and enrolment rates rather than improving learning outcomes through better human resource policies because it is less costly and is easier to measure. Yet a focus on dramatically increasing enrolment rates without corresponding attention to human resource issues can significantly decrease the quality of education offered.

The Tanzanian PRSP (October 2000) outlined the Governments intention to upgrade and reallocate teachers, strengthen inspectorate services, improve availability of textbooks, rehabilitate of classrooms, and modify the pupil-teacher ratios in order to raise educational attainment. However, the abolition of school fees was not initially accompanied by these improvements. Schools could not cope with the increase in pupils and teaching standards dropped.

The education chapter of the World Bank *PRSP Source Book* (2002) does suggest some key policy actions to improve human resources and administration such as better and more cost-effective training; locally recruited teachers; incentives for teacher deployment to remote and rural areas; teacher redeployment and efficient class size; control of teacher absenteeism; and planning for the impact of HIV/AIDS. However, these do not form part of a comprehensive guide for countries to develop strong policies on human resources and the *Source Book* does not discuss the development of strategies to achieve these policy actions. A rapid review of PRSPs and literature on PRSPs shows that they suffer from the same weaknesses.

3.3 EFA and MDGs

Most PRSPs refer to Education for All (EFA) goals and the Millennium Development Goals (MDGs) for education (Caillods and Hallak 2004). Two of the twelve strategies for achieving EFA are particularly significant:

- develop responsive, participatory and accountable systems of educational governance and management;
- enhance the status, morale and professionalism of teachers.

(UNESCO 2002a).

Nevertheless, as Bennell (2004) points out, discussions about EFA and improving the quality of education have generally failed to recognise the key issues of teacher motivation and incentives. In some cases countries have been more concerned to address these internationally set goals rather than their own in-country priorities (Johnson 2003).

PRSPs do not generally use all of the EFA goals as an integrated set of actions to successfully achieve the aims of the PRS (Caillods and Hallak 2004) or they do not necessarily use the EFA goals as the basis for selecting key education outcomes (UNESCO 2002a).

3.4 Salaries

Salaries and training are the main focuses of the PRSPs relevant to human resources. One of the main problems is that teacher pay and material benefits are too low in developing countries for individual and household needs to be met. Very low salaries are likely to jeopardise any policy on education if teachers are either difficult to recruit, de-motivated and frequently absent, or if they charge extra fees to deliver the programme (Caillods and Hallak 2004, Bennell 2004, Fry 2002). Due to the enormous financial implications of reversing the growing impoverishment of teachers in many developing countries the problem has not been adequately acknowledged and addressed by governments and donors, including in PRSPs. Countries have preferred to emphasise increased efficiency of teachers which has only served to further over burden them, often beyond their capabilities (Caillods and Hallak 2004, Bennell 2004, Fry 2002).

The PRSPs of Albania, Nicaragua and Cambodia outline the governments' intention to raise teacher salaries. Albania, for example, states in their PRSP that the financial motivation of the employees in the educational system, especially in the pre-university education, is considered as one of the most important measures to increase the work quality of the teaching personnel. It stated that the payroll funds for the pre-university education would be increased by about 12 percent a year in the 2001-2004 period. Two thirds of this increase would be used to raise the basic wages of the teachers and the other funds would be used to support the restructuring reform. On the other hand, the financial compensation of the teachers working in the

rural and remote areas would be increased in order to increase the quality of teaching in these areas. This measure would be coordinated with the implementation of training programs, especially for teachers with inadequate education.

3.5 Training

Some of the PRSPs reviewed state that they plan to train more teachers. Tanzania, Madagascar and Nicaragua recognise the importance of ongoing teacher training, upgrading teacher qualifications and improving the quality of training offered. Madagascar has even set clear targets. However, these PRSPs do not *sufficiently* address the quality and content of teacher training, in terms of how to ensure that the education offered ties in with poverty reduction goals. In many parts of the developing world training systems are expensive and are not producing enough new teachers to meet projected demand. Too often they fail to reform teaching practices, offer training of limited relevance to the real conditions new teachers face in expanded school systems and fail to demonstrate effectiveness (Lewin and Stuart 2003). The UNESCO EFA Monitoring Report (2005) confirms the critical lack of adequately trained teachers.

Nicaragua, Madagascar and Tanzania have outlined plans for in-service teaching and distance training that could cut costs and improve quality. The Nicaragua PRSP says that relevant in-service training programs for teachers are already underway and that they will be improved and expanded. How this will be done is unclear. However, these types of training may not necessarily lead to better teacher motivation and retention, better quality education that reaches the marginalised, and at a lower cost.

3.6 HIV/AIDS

The impact of HIV/AIDS on the education sector, for example, the ill-health and death of teachers and administrators, is rarely stressed (Tamukong 2004). It is mentioned in the Zambia paper, where prevalence is high. This paper says that 1,600 teachers are dying every year from causes related to HIV. It indicates that two teachers are to be trained in order to ensure that a least one of them will teach. However, the PRSP progress report states that the Ministry of Education put a ceiling on the wage bill, with obvious implications for the education sector. The conflicting strategies highlighted here also suggest that information given by governments, and possibly to governments (by the IFIs), can be unclear and contradictory.

The Burkina Faso PRSP mentions that the rate of teacher absenteeism has increased and that sick teachers need to be replaced, but no concrete figures are given and no specific actions proposed. The Mozambique and Rwanda PRSPs mention the need to undertake studies on the impact of HIV on the education sector. Countries are increasingly allocating resources to each ministry to tackle HIV/AIDS but in many cases institutional capacity is lacking to ensure that these resources are utilised. It is still the case that in most PRSPs HIV is relegated to the health section.¹

3.7 Administration and management

Certainly there would appear to be a need for reform in the administration and management of human resources in the education sector. Bennell et al (2004)

¹ (The three PRSPs mentioned in this paragraph are all discussed in Caillods and Hallak 2004).

suggest that many of the problems associated with teacher availability, performance and retention are a result of weak management and administrative practices; problems such as slow and bureaucratic recruitment and redeployment processes; bribery for posts; teachers being employed in non-classroom based posts or salaries being claimed for posts that do not exist; lack of monitoring of teachers and delays in salary payment

In Uganda, for example, the slow process of teacher recruitment by the Ministry of Public Services slowed down the implementation of universal primary education (UPE). Upon identification of the problem, two measures were subsequently taken:

- A revision of the administrative procedures, - new performance indicators state that new staff should be hired on a government payroll within 30 calendar days,
- The decentralisation of payroll management.

This latter measure created another problem, which made it necessary to start a tracking study on payroll management (Caillods and Hallak 2004).

In the joint staff assessment (JSA) of the Madagascar PRSP, it is very clearly recognised that education outcomes outlined in the Madagascar PRSP will not be achieved without among other things:

- rapid reform of human resources in education;
- improved management capacity and quality at the central and district levels;
- introducing modern pedagogic principles and improved teacher and staff training;
- making teacher management practices (recruitment and transfers) more efficient and transparent;
- providing the system with the necessary inputs to meet the pedagogic and administrative goals (pedagogic materials, school books and teacher guides, computerised management systems, effective management information systems).

Based on the papers reviewed, it would appear that PRSPs do not on the whole address these problems, or only address aspects of management and administration without an overall vision of reform. Moreover, policies concerning human resources tend to focus on teachers rather than human resources within administration and management. Albania and Cambodia are among countries that have begun to address these issues through their PRSPs and extracts of the relevant sections of the two documents are attached as Annex 2. However, it is noted that the implementation of these plans has been hampered by a lack of wider civil service reform (JSA Progress Report 2003).

3.8 Other areas

This section outlines some other issues which do not appear to be well covered in PRSPs, follow-up documents and supporting literature in relation to human resources.

- I. Staffing rural schools and improving living conditions for teachers in rural areas – Tanzania's intention to reallocate teachers did not outline a strategy for how it would be done. Cambodia's PRSP stated that incentives would be offered to teachers teaching in rural area, but the measure is very costly.
- II. Ensuring that female teachers are recruited and retained takes gender sensitive measures that are largely lacking from PRSPs. There are, for example, too few female teachers in rural schools (Bennell 2004, Matabish 2004). Some PRSPs,

however, do recognise the importance of addressing gender imbalances². For example, Ethiopia and Guinea Bissau have time bound targets for increasing the number of female teachers. The Mozambique PRSP states its intention to ensure at least a 45 per cent intake of women in teaches training courses (Caillods and Hallak 2004). How this will be achieved is not clear. Zambia outlines its intention to improve the living conditions of single female teachers.

- III. Curricula reform could greatly improve the quality of teaching. However when it is mentioned as an aim, for example in the Mozambique PRSP, it is in terms of relevancy to children, in particularly poor children. Although this is important curricula reforms often results in teachers been given more hours and more subjects to teach (Bennell 2004, Fry 2002).
- IV. Although literacy is sometimes addressed to some extent in PRSPs, mobilising human resources to tackle illiteracy appears to be weak or non-existent. The same is true for skills building and training across sectors.
- V. Decentralisation is a goal of PRSPs and is expected to improve school management. It is therefore is mentioned in a number of PRSPs but it may not necessarily improve the situation for teachers (Bennell 2004). To date few countries are actually applying decentralisation so it is as yet difficult to determine its impact. Decentralisation could lead to serious problems with staff deployment and retention. In Uganda decentralisation has not improved the supply of education inputs per pupil including teachers, textbooks, and classrooms (Bategeka et al 2004).
- VI. Decentralisation plans are often accompanied by plans to encourage non-government organisations (NGOs) and community participation in service delivery including education. However, this may over-burden human resources at the local level. For example, village development committees in Cambodia are involved in schools but they are generally weak in terms of providing competent human resources.

² Of the six PRSPs focused on in this paper none specifically addressed the issue of gender in context of human resource constraints.

4 IMPLEMENTATION

Outlining intentions will not in itself lead to successful implementation if policies are not backed up a clear commitment of resources. Therefore this section discusses resources and the costing of strategies. This section also examines progress reports on PRSPs, as these usually consider the implementation of strategies outlined in the PRSPs and also constraints to implementation.

4.1 Costing and salaries

PRSPs attempt to integrate poverty analysis, public policy, macroeconomic policies, budgetary processes and monitoring systems. Any attempt to address human resources in the education sector may not fit well with the macroeconomic ideas of the IFIs or government as a whole, when they emphasise tight credit ceilings and restrictive fiscal policies (UNCTAD 2002). In fact targets outlined in PRSPs are often ambitious, based on over-optimistic growth and revenue projections that have to be revised in follow-up documents. The few progress reports that have been produced point to these potential difficulties. For example Uganda's progress report shows several of the education goals to be unrealistic within the original time frame and budget plans (ActionAid 2002).

The costing of different measures also appears to be weak in PRSPs. When they are costed there may be doubts about the realism of the overall figures provided posing questions regarding the sustainability and credibility of the PRSPs (Bagai 2002, Caillods and Hallak 2004). For example, a crucial element in recurrent costs is the treatment of teacher's salaries, with huge consequences on a country's budget and on the financial sustainability of the public sector, yet the cost implications are rarely considered (Caillods and Hallak 2004). Sometimes donors and IFIs soften the requirements and allow salary increases and the employment of more teachers to go ahead, but not necessarily with improved costing (Caillods and Hallak 2004). However, most countries need more teachers. According to the UNESCO EFA Global Monitoring Report Team, 15-35 million additional teachers were needed worldwide in 2002 to achieve UPE (UNESCO 2002b).

Limiting the budget for education staff salaries can have dire consequences for a country's education system, particularly those facing attrition from HIV/AIDS and migration. Zambia's PRSP progress report notes that in 2003 the Ministry of Education's wage bill ceiling made it impossible to employ the Teacher College graduating cohort of December 2002, despite having 9000 vacancies and a staff body increasingly depleted by HIV/AIDS. Matabishi's study (2004) of the implementation of the PRS in Zambia states there is a shortage of teachers due to HIV/AIDS and the desperate desire on the part of the government to reach the Heavily Indebted Poor Countries (HIPC) completion point which does not allow recruitment and replacement of retired and/or dead teachers.

In most countries there is a pressing need to recruit more teachers and/or teacher's salaries are too low (for example low teacher salaries were a problem in Albania, Cambodia, and Nicaragua). One of the first measures taken in Nicaragua and Albania was to substantially increase teachers' salaries. These measures were not costed, but it was mentioned that they would appear in the revised version of the PRSP. In Cambodia, teachers' salaries were expected to double between 2000 and 2005. However, the JSA progress report says that the lack of civil service reform has led to problems with the realisation of this aim. The cost of this measure is listed in the PRSP and is by far the most expensive measure envisioned in the education sector. Cambodia is having problems recruiting teachers and offers incentives, such

as allowances for teaching in rural areas and training, but such measures can be costly.

In countries such as Uganda, where salaries of civil servants including teachers is low³ raising only teachers' salaries would be difficult without impacting the civil service as a whole (Caillods and Hallak 2004). Yet there is little incentive to enter the teaching profession because of the poor pay offered to teachers and especially licensed teachers (those with some years of high school education who are given only in-service training) (Bategeka et al 2004). In fact governments often operate standard pay scales and making any changes in a particular sector generally faces bureaucratic blockages (Johnson pers comms). This situation is confirmed by Cambodia's experience.

In Benin, Burkina Faso, Guinea and Niger salaries are high compared to the gross domestic product (GDP) per capita and to the fiscal revenue per capita (an indicator of a government's capacity to finance education expansion), and expanding with the present level of unit costs would not be affordable (Caillods and Hallak 2004). However, Fry (2002) and Bruns et al (2003) warns against the World Bank preference for pegging teacher salaries to GDP. The small number of countries which have achieved, or are close to, UPE completion goals have done so by devoting a higher share of their GDP to public primary education, paying teachers an average annual wage of about 3.3 times per capita GDP, maintaining an average pupil teacher ration of 39:1 and keeping average repetition rates below ten percent (Bruns et al 2003). For many developing countries this may not be possible and they often find themselves having to balance cost and quality through salary changes, increased classroom sizes, multi-grade teaching and double teaching shifts.

In countries such as Niger, the reform of the public service included in the PRSPs requires that government contain staffing and wages in the public sector. The recruitment of poorly paid volunteer teachers in basic education has been made a condition for reaching completion point of the HIPC initiative. The PRSP in Burkina Faso mentions that the policy has been and will continue to be, to recruit assistant teachers in order to reduce average salary costs. The cost of expanding primary and secondary education has been estimated on that basis. Whether these decisions have been discussed with teachers and teachers' unions is not known, neither are the consequences for the quality of education (Caillods and Hallak 2004). The hiring and treatment of staff and voluntary workers by NGOs and community-based organisations is an area that needs further attention. However, reducing costs by hiring low skilled and low paid and/or voluntary staff could seriously undermine the improvement of learning outcomes.

4.2 Resources

It is unclear whether PRSPs generate extra money to support increases in the budget for salaries, training and reforms. Funds released under the HIPC initiative are supposed to be allocated to social sectors, yet there is no guarantee of this and such funds are unlikely to be sufficient. Donor funds are decreasing and often unreliable, and government funds are subject to the vagaries of the market thus making projections about what a country can afford is difficult. Medium Term Economic Frameworks and budgetary reforms proposed under PRSPs may help developing countries obtain funds externally.

³ Nevertheless the difference in salary between principals or headmasters and other teachers has risen dramatically (Bategeka et al 2004).

Eligibility to receive funds under the FTI requires having an approved PRSP and so may ensure more funds are released for plans laid out in PRSPs. The FTI uses 14 indicators (including teacher salaries/per capita GDP and pupil-teacher ratio) to determine programmes success (Bruns et al 2003). However, some countries have faced considerable delays in receiving the promised funds (Nicaragua for example). Subrahmanian (2004) expresses concern that the FTI, PRSPs and other funding modalities do not operate as a coherent whole, creating confusion and ultimately dilution of much needed commitment.

As Johnson (2003) points out in his paper, which focuses on how well human resources are covered in the health sections of the PRSPs, country capacity to implement reforms in the end may be more important than financing in terms of meeting all the objectives of the PRSP. Employing more staff or increasing their salaries may not lead to greater efficiency in resource use. However, actually implementing reforms to ensure more effective use of limited resources, for example through improved teacher management, is often beyond the capacity of many developing countries. Moreover the time frame for proposal based funding, such as with PRSPs and the FTI, tends to squeeze out time for proper planning of reforms (Subrahmanian 2004).

4.3 Progress reports

Caillods and Hallak (2004) state that progress reports illustrate a number of problems that countries face when implementing their policy. They are almost exclusively related to human resource issues:

- absenteeism of teachers;
- difficulty in sending teachers to hardship areas, making it necessary to introduce incentives such as teacher houses and hardship allowances;
- low quality of education where expansion has taken place at the expense of quality.

Progress reports also identify a number of managerial and administrative problems that have hindered progress on education such as:

- over ambitious aims;
- lack of education sector capacity and reform (usually when reform is not an aim in itself)
- wider reforms in the civil service;
- slow disbursement of funds or lack of clarity concerning how they will be distributed, the existence of a wage ceiling for teachers and;
- inadequate indicators.

Extracts from reports to illustrate these issues are attached at Annex 3.

5 MONITORING

PRSP indicators look at inputs and outputs and are divided into intermediate and final indicators. Although, as already discussed, completion rates and learning outcomes depend to a degree on a number of aspects related to human resource they are not sufficiently reflected in the intermediate indicators. Generally there is more concern for outcomes and less concern for inputs and mechanisms of implementation (Caillods and Hallak 2004 and the PRSPs reviewed).

Although, three of the six PRSPs (and many discussed in other studies) have at least one indicator on inputs at primary level, (generally the pupil : teacher ratio⁴ or the proportion of trained teachers beyond primary level) and/or the proportion of the budget devoted to education, such indicators by no means capture the wider human resource concerns discussed in this paper.

Indicators that focus directly on human resources in the PRSPs reviewed include:

- The proportion of unqualified teachers in basic and secondary education and pupil teacher ratio (Albania)
- The share of teachers without adequate education in the 8-grade and secondary education and the number of teaching personnel in relation to the number of pupils (Albania)

No indicators are presented in the Nicaragua, Cambodia and Madagascar PRSPs.

In the PRSP's reviewed an indicator on the resources to be allocated to education is limited, and this may be a worrying sign for the implementation of EFA.

Monitoring levels of planned and actual government expenditure in areas such as education is important. The effectiveness of this monitoring depends on there being a budget system in place under which allocations are transparent and accountable, yet few countries are in a position to provide data showing how public money is actually spent on a sector by sector basis (Booth et al 2004), let alone sub-sector expenditures and expenditures relating to policies on human resources.

⁴ With student: teacher ratios it is critical to have a projection of absolute numbers so it is clearer whether the distortion comes from fewer pupils or fewer teachers.

6 CONCLUSIONS

This rapid literature review would suggest that the area of human resource constraints in achieving quality schooling for all has not been given enough attention. There appears to be few studies of how PRSPs deal with this area and therefore making suggestions about how PRSPs can better address human resource problems is difficult. Specific research gaps would seem to include:

- How issues such as teacher supply and demand, quality, management and deployment are addressed in national poverty strategies, including in diagnosis, targets, outcomes, incentives, costs and timetables. Identifying best practices/lessons learnt would be useful.
- How the participation of education stakeholders has and could improve attention to human resources in the PRSP, implementation and monitoring.

For PRSPs to better address human resources in the education sector and the connection with poverty alleviation goals more consideration should be given to this area, in particular:

- The management of human resources in the education sector and how it can be made more effective. Does decentralisation help or hinder?
- Given budgetary constraints what conditions are needed to improve recruitment especially in rural areas and of female teachers.
- The affect of attrition through such factors as HIV and migration on the education sector. How can policies best address this problem?
- How teacher induction, training and continuing professional development for teachers can address the needs of the poor while remaining relevant to all.
- The impact on the education sector of using unqualified teachers and/or teachers hired by NGOs as well as community involvement in education. What conditions are needed to improve their effectiveness?
- The impact of changes in the education sector, such as curricula development, on the motivation of teachers.
- How funds are actually spent, what proportion reaches schools and other education institutions/organisations and to some extent the resulting output.
- The indicators needed to measure improvements in human resource employment, quality and management.

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ANNEX 1 TERMS OF REFERENCE

SCALING UP HEALTH AND EDUCATION WORKERS: LITERATURE REVIEW

Background

DFID's Scaling Up Services Team is set up to consider service expansion in a world where aid resources are escalating rapidly. As part of this it is looking at addressing the global shortages of health and education of health workers, in particular the 'crisis of health workers' in some countries of sub-Saharan Africa. On health we are engaged with the Joint Learning Initiative and the High Level Forum on Health.

Purpose

The purpose of the four discreet literature reviews described below is to provide the evidence base, and where appropriate examples of successful and unsuccessful interventions, to inform the thinking and work of DFID and its partners. It will identify gaps in the current knowledge base.

Objectives

The objective of these reviews is to understand the evidence relating to approaches to improving outcomes through increasing the numbers, productivity, quality, distribution and retention of health and education workers:

Community and informal health workers – The recent UN Millennium Project (UNMP) report recommended as a 'quick win' a "massive training of community-based workers". Informal/ community-based health workers can play an important role in both preventative and curative interventions. Some experience, e.g. from the Integrated Management of Childhood Illness programme, suggests that, to be most effective and impact on health outcomes, community-based workers need to be supervised and linked to formal health systems. This review will examine the evidence to support or reject the hypothesis that investment in 'community workers' can only impact on health outcomes with parallel investments in trained health workers and health systems.

Increasing the productivity of an existing 'stock' of health workers - training significant numbers of new health workers will take time. Graduate training takes a number of years and many countries have only limited capacity to train doctors and nurses. This review will look at strategies that have been undertaken to increase the productivity of health workers in delivering quality of care to more clients. It will examine the evidence to support or reject the hypothesis that short-term training, incentives, better equipment, supplies and conditions and other things can be employed that improve outputs and health outcomes without increasing the numbers of health workers.

PRSPs and Education – In 2003, the HSRC undertook a review of the human resource content of PRSP and HIPC documentation in 6 selected African countries. This review will undertake a similar analysis to assess how well human resources for education are covered in the PRSPs or linked documents of selected countries in the major change programmes embarked upon by government.

Systems for training – This literature review should cover the history of skills training in health and education in developing countries (mainly low income Africa and Asia) to examine the following hypotheses: i) training for teachers and healthworkers is normally controlled by the state – but in some instances, the private sector can be regulated to provide quality workers; ii) training institutions for teachers and health workers have largely been developed to supply the public sector, which

leads to undersupply if there are many providers, emigration prospects, AIDS and state-only training of workers; and are normally exclusively controlled by state; iii) private demand for training is often wasted in “rent-seeking” for limited public sector training places; iv) there are useful examples of total-market planning of the supply of skilled workers; v) there are useful examples of public and private provision of training.

Recipient

The work is being commissioned by Policy Division’s Scaling up Services Team. The output is intended to inform the work of DFID and the wider international community when supporting service delivery in difficult environments.

Scope

The consultants will be expected to draw upon a wide range of sources including, but not restricted to:

- Academic
- The International Community:
- Grey literature, e.g. evaluation reports

Method

The consultants will be expected to develop an appropriate methodology in order to systematically conduct and produce the review.

Outputs

The main output from this consultancy will be 4 short reports (maximum 10 pages each) that summarise the literature and evidence in the areas outlined above. Each report should

- Briefly define the problem and its scope
- Use country examples to provide illustrations of successful and unsuccessful approaches
- Where appropriate draw some conclusions of what we know about what works and under what conditions.

Timeframe

The consultancy should commence as soon as possible and all outputs should be completed and agreed by 15 March 2004.

Stages	Time frame	Consultant days	Reimbursables
Literature search of existing documents and information on increasing levels of skilled attendance	Mid to end February	Community and informal health workers – 2 days Increasing productivity of an existing stock of health workers – 2 days PRSPs and Education - 4 days Systems for Training - 2 days Research assistance time - 8 days	
Telephone interviews with country teams for PRSP and Education	End February	2 days	Telephone calls
Analysis of documents and interviews to determine the gaps and areas that need further strengthening and report writing	Early to mid-March	Community and informal health workers – 3 days Increasing productivity of an existing stock of health workers – 3 days PRSPs and Education - 4 days Systems for Training - 3 days	Printing costs
TOTAL DAYS		25 days expert time 5 days research assistance	

Reporting and Management

The consultants will report directly to Ali Forder (A-forder@dfid.gov.uk). The DFID project officer is Peter Clarke (p-clarke@dfid.gov.uk)

Costs

Across the reports, a total of 30 days of consultancy inputs.

ANNEX 2 EXTRACTS FROM ALBANIA AND CAMBODIA PRSPs

Albania

The implementation of the administrative and financial reform of the education sector will play an important role for the attainment of the PRSP objectives [including those outlined under the above section on salaries]. This reform will help to increase the efficiency in the administration through increased effectiveness, harmonisation and decentralisation of the decision-making structures at all levels. Also, the reform will help the increase of efficiency in the resource use through the application of a new formula for the use of the financial resources and the establishment of special funds for the promotion of innovative initiatives of the schools, communities and the local authorities. Part of this reform will also be the preparation and realisation of a comprehensive program for the improvement of recruitment and career criteria and procedures, job and task description, and the reorganisation of the Ministry of Education and Science. In addition, programmes for training and retraining of the Ministry staff, the local authorities, and the school principals will be implemented. The improvement of the administration and the expansion of the management capacities are expected to have direct positive effects on the improvement of the quantitative and qualitative indicators of the educational system, in general, and in the disadvantageous areas, in particular.

The JSA progress report (June 2002) praises Albania for making education reforms a high priority. However, they feel that the report describes an overly optimistic picture. Implementation of these reforms is only just beginning, and more analysis is needed to ascertain the effectiveness of the adopted measures and to establish output/outcome indicators for these reforms.

Cambodia

The PRSP outlines the government aims to improve the effectiveness of the services delivered in particular in rural and areas through ensuring availability of trained and motivated teachers and core instructional materials more equitably across the country. This approach will be based on continued use of the recurrent budget priority action program mechanism, with extensive capacity building in technical and financial management and monitoring at central, provincial, district and school levels. Targeted efforts will include specific training programs for senior managers to teacher trainers, inspectors, non-formal officers, and community leaders in managing education programs that specifically help the poorest groups. The strategy for the use of external assistance will be promoting a mix of targeted sector budget support, investments in facilities and capacity building and specialised technical assistance. The priority action programmes, will be expanded to cover technical vocational education and training, teacher training and higher education institutions and expanded teacher development and instructional materials provision.

ANNEX 3 EXTRACTS FROM COUNTRY PRSP PROGRESS REPORTS

Tanzania

Initially in Tanzania the rapid quantitative expansion following the abolition of fees (civil society organisations participating in the PRSP process demanded that this provision be made) was accompanied by a decrease in quality and learning achievements. However, programmes have since been put in place aimed at enhancing the quality of the learning environment. Tanzania's most recent annual *PRSP Progress Report* (2004) notes the following achievements:

- To enhance quality of teaching and learning, and to reduce the shortage of teachers across schools and regions, the government recruited 10,719 new Grade "A" teachers out of the targeted 11,651 by May 2003. This is 92% of the target. The failure to employ in some districts is a result of unattractive working environment including, among other things, poor housing conditions for teachers.
- In order to meet the increased demand for teachers, the government increased the number of trainees in teacher training colleges.
- The pre-service teachers training enrolment expanded from 9,728 in 2002 to 15,285 in 2003.
- In-service training of teachers is also being conducted through Teacher Resource Centres and distance learning.
- In 2002, a total of 149 (86 male and 63 female) in-service grade A teachers were admitted in Teacher Training Colleges and in 2003, 484 (234 male and 250 female) teachers were enrolled.
- Training of 763 facilitators to upgrade 50,000 grades "C/B" teachers to grade A was conducted.
- In-service and pre-service teacher professional development programs have been developed to integrate In-Service Training Program (INSET) into the Primary Education Development Plan.

Poverty Reduction Strategy Paper—Progress Report Joint Staff Assessment (2004):

There are still challenges in the area of capacity building, particularly in transforming the Ministry of Education into an agency that focuses on policy, technical support and monitoring and evaluation, linked systematically to the local government institutions responsible for delivery of primary education. It is expected that the priority for education in the second-generation PRS will be broadened from primary education to include post-primary education and training more widely.

Cambodia

Joint Staff Assessment of PRSP Progress Report (August 2004) notes the following concerns with implementing the fairly comprehensive strategy.

- ◆ Untimely and unreliable disbursements have hindered school-based planning and improvement processes, and ultimately continue to place a burden on the poor as schools must depend on student fees to cover operational costs.
- ◆ Slow progress on civil service reform in providing more competitive salaries to teachers would constrain the ability of the education sector to reduce the cost of education to the poor and to provide sufficient services to rural areas.
- ◆ The systemic constraints imposed by low teacher pay and the need to ensure that salary increases are combined with accountability for higher professional standards. The staffs urge the government to continue analytical work to review possible options in teacher pay reform, taking into account (i) congruence with overall civil service reform, (ii) budgetary projections, and (iii) market comparisons and living wage estimates for teaching professionals. In the short term, paying

teachers' salaries at existing levels in a full, timely and regular manner would constitute a significant advance.

Nicaragua

Nicaragua's PRSP Progress Report (2002) highlights the passing of the Educational Participation Law in February 2002, with which the decentralisation process was strengthened, encouraging citizen participation in the administrative, financial, and academic affairs of the study centres through the school councils. In early 2002, teachers' salaries were raised by 28.0 percent and the curriculum of teacher training institutions was revised including those that prepare bilingual education teachers. However the JSA progress report (2002) notes that the implementation of the PRSP, as well as improvements in service quality, will require a stronger emphasis on institutional reforms and capacity building in social sector institutions.

Nicaragua's second Progress Report (2003) or the JSA of this report (2003) do not cover human resources as funds focused on school infrastructure. It should be noted however that in 2002 Nicaragua was selected to benefit under the EFA programme but when the second progress report was written funds had not materialised.

Zambia

Zambia's PRSP Progress Report (2004) notes that recent gains in learning achievement are encouraging, but there is concern that they are at risk, due to the current teacher employment crisis. In 2003, the Ministry of Education's wage bill ceiling made it impossible to employ the Teacher College graduating cohort of December 2002. A count in October 2003 revealed that the Ministry had 9,000 teaching vacancies in the seven mainly rural provinces (8,500 in basic schools, and 500 in high schools).

Joint Staff Assessment (JSA) of PRSP (2002):

The JSA states that Zambia's education policy would improve substantially with better targeting. It is not clear, for example, how resources will be allocated within the sectors towards pro-poor activities, such as primary education. The sector indicators could also better reflect the pro-poor emphasis. However, their recommendation for indicators focuses on enrolment and no mention is made of human resources.

Albania

Albania: PRSP Progress Report (2003):

To improve the sector's effectiveness in 2002 the Ministry of Education and Science (MoES):

- concluded its restructuring with the support of the World Bank;
- drafted a new Set of Functioning Regulations of the Ministry, which enable it to better target the Ministry's policy setting activities;
- set up the Minister's Council, composed of education provider and client representatives, to serve as the first instance to examine the Ministry's policy decisions; and
- began to train Ministry staff with foreign experts.

In the context of increasing the quality of the teaching staff:

- MoES has concluded the restructuring of the pre-university salaries. In 2002, salaries were increased by 12%. Compared to 2000, in 2002, the salaries of the teachers, as a share of the per capita GDP, changed from 142.3% to 147.8%.

- MoES has drafted a national needs assessment for teacher without the required education. The Institute of Pedagogical Research has completed training modules for these teachers. The share of the teachers who meet the standards of MoES rose from 74.3 % in 2000, to 81.2 % in 2002. A project targeting correspondence studies in teaching faculties in universities has concluded. It will continue to further training of the teachers who lack the appropriate education. Soon this system will start to be functional.

Administrative and financial reform in the education system is also mentioned in this report. The following objectives are outlined as critical to sectoral reform and development:

- Community participation;
- Strengthening the accountability of the education system
- The modernisation of education information systems.

Poverty Reduction Strategy Paper (PRSP) Progress Report (2004):

Training programs for the senior staff at the central, local and school levels were drafted in order to strengthen their qualifications. Staff at the central and regional levels have started their training;

- The new curriculum framework of pre-university education, which aims to develop the necessary skills to face the challenges brought about by the gradual integration of the Albanian with the regional and European education systems, has been introduced;
- The main lines of the new curriculum framework as well as the implementation platform that would enable its launch by the academic year 2004-05 were drafted.

JSA of PRSP Progress Report (2004):

While education reforms remain a high priority, the report describes an overly optimistic picture. The Albanian Progress Report describes numerous initiatives in reforming the education sector in 2003, including improved efficiency in the administration of the sector, reform of the education system and curricula, and improved enrolment in basic education and vocational training. However, implementation of these reforms is only just beginning, and more analysis is needed to ascertain the effectiveness of the adopted measures and to establish output/outcome indicators for these reforms. The adoption of a sector-wide strategy (expected in 2004) should address some of these missing links.

Madagascar

JSA of PRSP (October 2003):

The staff agree with the outlined strategy, its goals and the announced actions in the education sector. However, they have some reservations about the managerial capacity necessary to meet the stated goals and the specific indicators chosen to monitor performance. Regarding managerial capacity, a quantum leap is necessary

- in budget planning and reporting at the various levels of the government;
- in the formulation of performance contracts and indicators; and
- in coordination of complementary investments.

Regarding the indicators chosen, the staff encourage the government to reflect more fully on the work in the *Education for All* initiative in the first PRSP progress report. The staff note that a detailed costing of current and investment needs of the education sector has already been completed as part of the *Education for All* initiative and should be included in the first annual PRSP progress report.

PRSP Progress Report (July 2004):

The progress report provides quite a lot of detail on educational staff capacity building.

JSA of PRSP Progress Report (September 2004):

As noted in the previous JSA, the staffs agree with the outlined strategy in education and actions to meet the goals. The Government's main priority remains the EFA, and the Government has agreed on a key set of performance indicators to measure progress in implementing the EFA, to which all the development partners have subscribed. However, staffs are concerned about capacity in the Ministry of National Education and Training (MENRS), especially in budget formulation, procurement, financial management and monitoring, and donors are providing technical assistance for strengthening capacity in these areas.

The education and training system is in the process of reform since mid-2002. Progress in the context of the Government's PRSP objectives will require significant gains and improvements in the following areas over the next 2-3 years:

- rapid reform of Human Resources in education;
- improved management capacity and quality at the central and district levels;
- introducing modern pedagogic principles and improved teacher and staff training;
- making teacher management practices (recruitment and transfers) more efficient and transparent;
- providing the system with the necessary inputs to meet the pedagogic and administrative goals (pedagogic materials, school books and teacher guides, computerised management systems, effective MIS); and
- increasing access to and absorption capacity at secondary and in higher education levels.