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ON A

CREDIT

IN THE AMOUNT OF SDR11.8 MILLION
(US\$17.3 MILLION EQUIVALENT)

TO THE

REPUBLIC OF GUYANA

FOR THE

SECONDARY SCHOOL REFORM PROJECT

June 24, 2005

**Human Development Sector Management Unit
Country Management Unit for the Caribbean
Latin America and the Caribbean Region**

CURRENCY EQUIVALENTS

(Exchange Rate Effective December 31, 2004)

Currency Unit = Guyanese Dollar (G\$)

G\$1.00 = US\$ 0.005025

US\$ 1.00 = G\$199.00

FISCAL YEAR

January 1 to December 31

ABBREVIATIONS AND ACRONYMS

BEAMS	Basic Education Access, Management Support Program
CAS	Country Assistance Strategy
CHS	Community High School
CIMAT	Curriculum, Instructional Materials and Assessment Team
CPCE	Cyril Potter College of Education
CXC	Caribbean Examinations Council
DfID	(British) Department for International Development
EFA-FTI	Education for All-Fast Track Initiative
EMIS	Education Management Information System
ERS	Emergency Repair School
GEAP	Guyana Education Access Project
GOG	Government of Guyana
GSS	General Secondary School
IDA	International Development Association
IDB	Inter-American Development Bank
IT	Information Technology
MOE	Ministry of Education
MOF	Ministry of Finance
NCERD	National Centre for Education Resources Development
NTFE	National Third Form Exam
PRMPO	Poverty Reduction and Public Management Operation
PT	Primary Top (Secondary Department of Primary School)
PTA	Parent Teacher Association
REdO	Regional Education Officer
RExO	Regional Executive Officer
RMT	Reform Management Team
SAR	Staff Appraisal Report
SIAC	School Improvement Advisory Committee
SIMAP	Social Impact Amelioration Program
SIMS	School Information Management System
SIP	School Improvement Plan
SSRP	Secondary School Reform Project
TA	Technical Assistance
UG	University of Guyana
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund

Vice President:	Pamela Cox
Country Director	Caroline Anstey
Sector Director	Evangeline Javier
Sector Manager	Eduardo Velez
Task Team Leader:	Angela Demas

GUYANA
GY- SECONDARY EDUCATION

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<i>Project ID:</i> P007269	<i>Project Name:</i> GY- SECONDARY EDUCATION
<i>Team Leader:</i> Angela Demas	<i>TL Unit:</i> LCSHE
<i>ICR Type:</i> Core ICR	<i>Report Date:</i> June 24, 2005

1. Project Data

Name: GY- SECONDARY EDUCATION *L/C/TF Number:* IDA-28790; PPFI-P8580
Country/Department: GUYANA *Region:* Latin America and the Caribbean Region

Sector/subsector: Secondary education (30%); Primary education (30%); Central government administration (24%); Tertiary education (9%); Sub-national government administration (7%)

Theme: Education for all (P); Rural services and infrastructure (P); Social analysis and monitoring (S); Participation and civic engagement (S)

KEY DATES

	<i>Original</i>	<i>Revised/Actual</i>
<i>PCD:</i> 02/24/1995	<i>Effective:</i> 12/17/1996	12/17/1996
<i>Appraisal:</i> 01/10/1996	<i>MTR:</i> 11/01/1999	11/01/1999
<i>Approval:</i> 06/11/1996	<i>Closing:</i> 12/31/2003	12/31/2004

Borrower/Implementing Agency: REPUBLIC OF GUYANA / MINISTRY OF EDUCATION
Other Partners:

STAFF	Current	At Appraisal
<i>Vice President:</i>	Pamela Cox	Shahid Javed Burki
<i>Country Director:</i>	Caroline D. Anstey	Paul Isenman
<i>Sector Director:</i>	Evangeline Javier	Julian F. Schweitzer
<i>Team Leader at ICR:</i>	Angela Demas	Hideki Mori
<i>ICR Primary Author:</i>	Angela Demas	

2. Principal Performance Ratings

(HS=Highly Satisfactory, S=Satisfactory, U=Unsatisfactory, HL=Highly Likely, L=Likely, UN=Unlikely, HUN=Highly Unlikely, HU=Highly Unsatisfactory, H=High, SU=Substantial, M=Modest, N=Negligible)

Outcome: S
Sustainability: L
Institutional Development Impact: SU
Bank Performance: S
Borrower Performance: S

Quality at Entry: QAG (if available) ICR
S
Project at Risk at Any Time: No

3. Assessment of Development Objective and Design, and of Quality at Entry

3.1 Original Objective:

The primary objective of the Secondary School Reform Project (SSRP) was to initiate a long-term, multi-phased education reform program to improve quality, relevance, equity and efficiency of secondary education in Guyana. More specifically, the project aimed to (i) develop measures to improve the quality and efficiency of lower secondary education and test them at a limited number of schools in order to gain acceptance before extending the reform to the rest of the system; (ii) improve the school environment by supporting rehabilitation and repair of schools; and (iii) enhance the ability of national and regional institutions to design, plan for, and implement sustainable education reforms.

3.2 Revised Objective:

The objectives were not revised.

3.3 Original Components:

The project had three main components.

COMPONENT I: Educational Program Quality (US\$3.0 million or 16 percent of total project costs)

The objectives of this component were to (i) introduce decentralized, cost-effective, sustainable, integrated, school-based quality improvements; and (ii) develop, test, and implement more relevant multi-level common curricula in four core subjects for the lower secondary level (Grades 7-9, also known as Forms I-III).

Quality improvements would be concentrated and tested at 12 schools selected by the Government representing the three different types of secondary school streams that make up the secondary school system in Guyana and all 11 geographic regions plus Georgetown. The three types of secondary schools include Primary Tops (PT), primary schools with a secondary department offering three years of lower secondary education; Community High Schools (CHS) with a more vocational orientation; and General Secondary Schools (GSS) with full academic secondary curricula and the opportunity to take higher-level exams (see Annex 9 for additional information).

These 12 schools would serve as pilot schools. At each one, a School Improvement Plan (SIP), incorporating school-based management concepts, would be prepared and implemented in accordance with guidelines and budget advice provided by the central Ministry of Education (MOE) and the regional administrations. The new core curricula would be tested in pilot schools, revised accordingly and new curriculum guides would eventually be distributed to all secondary schools in Guyana.

Pilot schools would receive project inputs in the form of:

- (i) newly developed multi-level curricula in four core subjects for Grades 7-9;
- (ii) increased availability of textbooks and other instructional materials and equipment;
- (iii) in-service training of teachers for delivering the curriculum effectively and efficiently;
- (iv) training and support of principals in effective school management, including educational leadership and community mobilization.

Additionally, given the severely dilapidated condition of many of the pilot schools, rehabilitation of school facilities and acquisition of furniture were to be supported under the School Environment component in order to adequately support the implementation of the improved educational program. Thus, they would receive a combination of quality improvements plus infrastructure improvements.

COMPONENT II: School Environment (US\$13.2 million or 69 percent of total project costs)

The objective of this component was to upgrade facilities to improve the conditions for learning and to make the school and classroom environment more attractive to all students. Teaching equipment would be supplied to the pilot schools. The School Environment component consisted of the following two subcomponents:

A. Pilot Schools (US\$7.2 million): To improve the educational environment in the pilot schools, the project would support (i) school building rehabilitation and renovation, (ii) extension of buildings, (iii) construction of multi-purpose science and computer laboratories, and (iv) acquisition of furniture.

B. Emergency School Repair (US\$6.0 million): The project would reserve funds for emergency repair works at non-pilot secondary schools based on the needs for: (a) structural repairs (structural frame, foundations and walls); (b) roof repairs including weather-proofing, insulation and sound reduction; (c) life-safety provisions including stairs; and (d) essential repairs of utility systems, including the electrical system, potable water distribution, sewerage and toilet blocks. Repair needs would be assessed through the Nationwide Physical Facilities Survey and transparent criteria, agreeable to IDA, would be determined to select secondary schools to be supported. Criteria would include: (i) repair needs identified through the Survey; (ii) student enrollment; (iii) history of repair work in recent years; (iv) regional equity; and (v) urban-rural equity. The 12 pilot schools would not be eligible to participate since the upgrading of their physical facilities would be addressed through the first subcomponent.

COMPONENT III: National and Regional Institutional Strengthening (US\$2.5 million or 13 percent of total project costs)

To enhance the ability of national and regional institutions to design, plan for, and implement sustainable education reforms, this component was designed to support the improvement of education sector performance through a number of interventions. It also supported the establishment of an "SSRP Secretariat" that would function as the Project Implementation Unit.

A. Strengthening of budget planning. The project would support the development and implementation of new budgeting guidelines, which would treat individual schools as a basic planning unit and establish rational and clear resource allocation criteria (i.e., formula based). To strengthening organization and management, the project would support the development and implementation of strategies to improve overall effectiveness of education administration.

B. Nationwide physical facility survey. In order to assist the Government in identifying capital investment priorities and carrying out resource planning, the project would support a detailed nation-wide survey of secondary school infrastructure to be completed during the first year of project implementation.

C. School information system. The project would support the continuation of the School Mapping Exercise, and would finance the establishment of the School Information System (SIS), which would be a permanent mechanism to compile, process and store information on: (a) individual students (b) student learning outcomes assessed on a sample or census basis; (c) teachers and staff; (d) teaching methods and curricula; (e) textbooks, other instructional materials, equipment, and furniture; (f) school sites and buildings; and (g) communities and school catchment areas.

D. Social awareness campaigns. A social awareness campaign (SAC) would be financed under the project

to: (i) properly assess and reflect the views and concerns of stake-holders in the reform process; and (ii) inform the public about reform objectives, benefits, implementation strategies and progress made. The SAC would employ press releases, discussions on TV and radio, newsletters, other media, community workshops, national conferences, and retreats for decision makers.

E. Preparation of Phase II Project. As the initial phase of a long-term secondary education reform, the proposed project would support the preparation of a second-phase project. A Phase II project would: (i) provide direct assistance to a larger number of schools in implementing the curricula of four core subjects and supporting school-based management; (ii) develop and support the implementation of curricula for subjects not covered by the project (Phase I project); and (iii) introduce reform measures at the upper-secondary level (Grades 10 and 11).

3.4 Revised Components:

The components were not revised.

3.5 Quality at Entry:

ICR Rating: Satisfactory. The project's Quality at Entry is rated satisfactory based on: (i) the consistency of its objectives with those of the Country Assistance Strategy (CAS), the Government's priority for developing its human resources, and the education sector's policies; (ii) good project design that reflected lessons learned from previous projects and donor experiences; and (iii) demonstrated commitment by the government. In 1994 when project preparation commenced, the Government was seeking assistance from IDA in the process of reforming its secondary education system to improve quality, relevance, and equity for the poorest segment of the student population.

The objectives of the project were consistent with the 1993 CAS which called for assisting, "the Government in refocusing and strengthening the public sector to improve delivery of public services, especially human resources development, (b) to play a catalytic role in developing sector strategies and policies...(c) to support the rehabilitation of education facilities," and complement the primary education project financed by the InterAmerican Development Bank (IDB). The objectives as stated in the Staff Appraisal Report (SAR) were realistic, achievable, and fully supportive of the country's education sector policies. In keeping with lessons learned, the project architecture was not too ambitious or complex, with three main axes responding to the reform objectives and policy concerns: education quality and relevance, equitable distribution of educational opportunities and resources, and institutional efficiency. There was no need to revise the project objectives during the course of implementation. The project description was found well written, precise and relevant enough to sustain planning and implementation over the life of the project. The size of the credit (SDR11.8 million equivalent to US\$17.3 million) was adequate and adapted to Guyana's limited borrowing capacity. Most of the monitoring indicators included in the SAR were descriptive in nature emphasizing output, input and process indicators. Baselines and targets were not formally included in the SAR for outcomes, however, the project corrected for this by collecting relevant data in order to measure impact and outcome of activities. Financial and procurement annexes were clear and precise, allowing for easier project monitoring at implementation. The Environmental Assessment determined the project to be Category C. While safeguard procedures required by the Bank were less rigorous at the time of preparation, the project design specifically catered to equitable distribution of benefits targeting the poorest communities. The Government's commitment to ensure regional equity and urban-rural equity was reflected in its insistence to reach all 11 regions, including those remote hinterland regions where there is traditionally a higher concentration of the Amerindian population.

4. Achievement of Objective and Outputs

4.1 Outcome/achievement of objective:

ICR Rating: Satisfactory. Overall, the SSRP initiated an education reform program that has improved the quality, relevance, equity, and efficiency of secondary education in Guyana. The project objectives established in the SAR continue to be relevant and consistent with the education policies being implemented by the MOE as detailed in the Education Strategic Plan 2003-07. The specific outcomes are detailed below.

A. To develop measures to improve the quality and efficiency of lower secondary education and test them at a limited number of schools in order to gain acceptance before extending the reform to the rest of the system:

This objective was successfully achieved. The SSRP's effort towards quality improvement focused on measurable increases in learning. A final evaluation of the SSRP's implementation performed by an independent consultant indicated that "the effort at quality improvement within SSRP exhibits much that could be called best practice in 'standards based reform'." All of the inputs and processes: curriculum, training, textbooks, supervision, incentives were aligned towards achievement of specific learning goals and were developed according to measurable standards. According to the Ministry of Education, the curriculum training was well adapted to most of teachers' levels of qualification and the challenging needs of learners in Guyana. Teachers spoke favorably of the curriculum guides, which proved to be well targeted towards classroom practice and learning goals. Improvements in national level exam scores and the sharp increase in the number of secondary students writing the Caribbean Examination Council (CXC) exam (30 percent increase nationwide from 1996 to 2004) show the positive impact that national adoption of the curriculum guides produced, with support from SSRP, on the quality of learning and on student achievement.

Transition towards a unified General Secondary Schools (GSS) model. At project design, the Ministry of Education was concerned that Primary Tops (PT, primary schools plus three years of lower secondary education) and Community High Schools (CHS) did not have the same quality requirements and were not conducive to the same quality achievements as the GSS. The most disadvantaged students tended to be concentrated in the poorest quality schools, which posed equity concerns. Moreover, the 'tri system' complicated the management and supervision practices of secondary education.

The project has been successful in transforming all pilot schools into General Secondary Schools (GSS), leading the way for a more general unification of secondary institutions at the country level. The GSS provide full access to grades 7 to 11 in a single institution, allowing for easier access from lower to upper secondary, and greater synergies between teachers and students around the entire secondary level unified curricula.

The SSRP has achieved, through the 12 pilot schools experiment, the conversion of three Primary Tops (PT) and seven Community High Schools (CHS) into General Secondary Schools. This achievement was realized through a complementary approach focusing a variety of project activities on the completion of this objective, including: new unified curriculum at lower and upper secondary levels, harmonized teacher training, and civil works and classroom extension to ensure safe facilities that fit with the GSS curriculum. The transition from lower to upper secondary has been facilitated through the NTFE exam. The Government is now attempting to transform all secondary schools into a single GSS model. Student enrollment by type of secondary education institution provides evidence that the transformation towards a unified model has occurred on a large scale over the life of the project (80 percent increase in GSS

enrollment between 1995 and 2004). Taking the 1994-95 academic year as the project start baseline and comparing with the 2002-03 academic year, PT enrollment has declined from 14,000 to 10,600; CHS has remained constant at about 9,200; and GSS has increased from 28,000 to 44,000 students. In this policy area, the pilot schools have likely served as a useful laboratory for enlarging the access to secondary education through the development of General Secondary Schools.

Percentage of students taking the CXC Exams. By expanding access to secondary schooling through infrastructure improvements at the 12 pilots and converting the curriculum at Primary Tops and Community High Schools to the General Secondary School curriculum, more students were able to attend secondary school, stay in school longer, and write exams than previously possible (Figure 1). Between 1996 and 2004 there was more than an 83 percent increase in the number of CXC subject exams taken in the Pilot Schools. Over the same period, there was also a steady increase in the number of CXC subject exams taken nationwide, although this growth was slower than in the Pilot Schools. National CXC exam growth reached 30 percent in 2004 (Figure 2). The pilot school population represents about 11.5 percent of the total number of students enrolled in secondary schools in Guyana, yet the pilot schools contributed more than 19 percent to the overall improvement in national trends. Year 2003 appears to be an aberrant year for both the pilot schools and nation-wide, though in opposite directions. The extended industrial action (teachers' strike) that took place during 2003, may explain the dip in the number of pilot school exams taken that year. Students may not have felt prepared enough to write the CXC since they had missed a significant number of school days. The national trend in 2003 could be a reflection of invalid data. The following year follows more closely with the trend line.

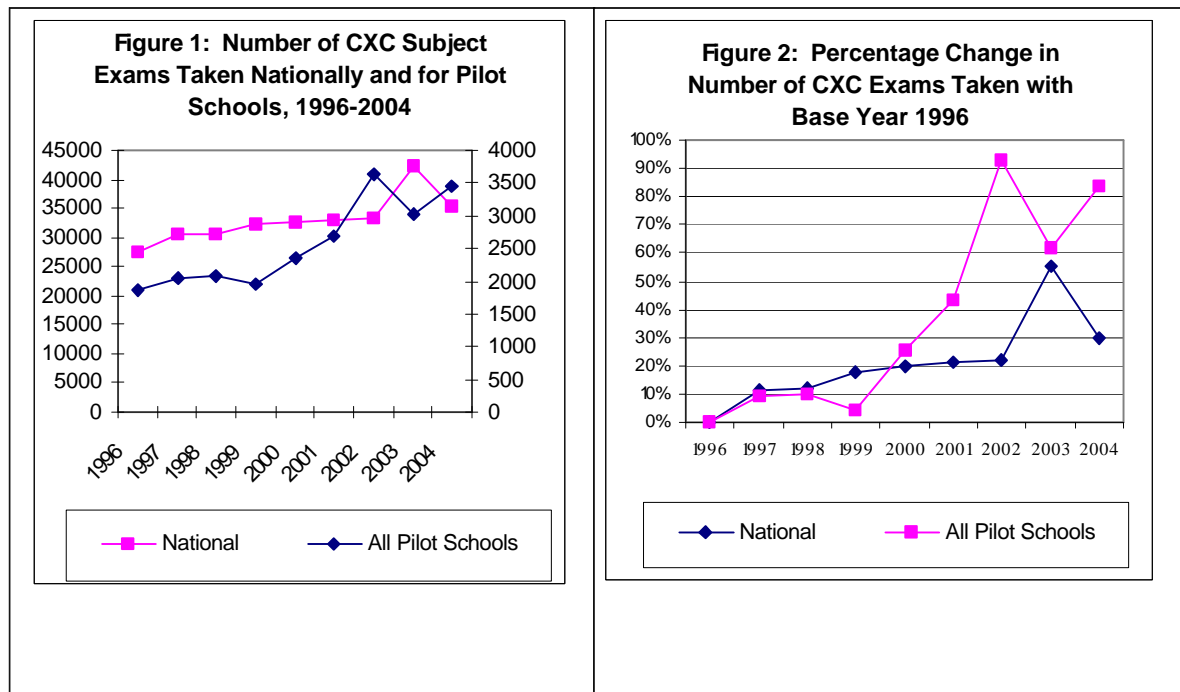
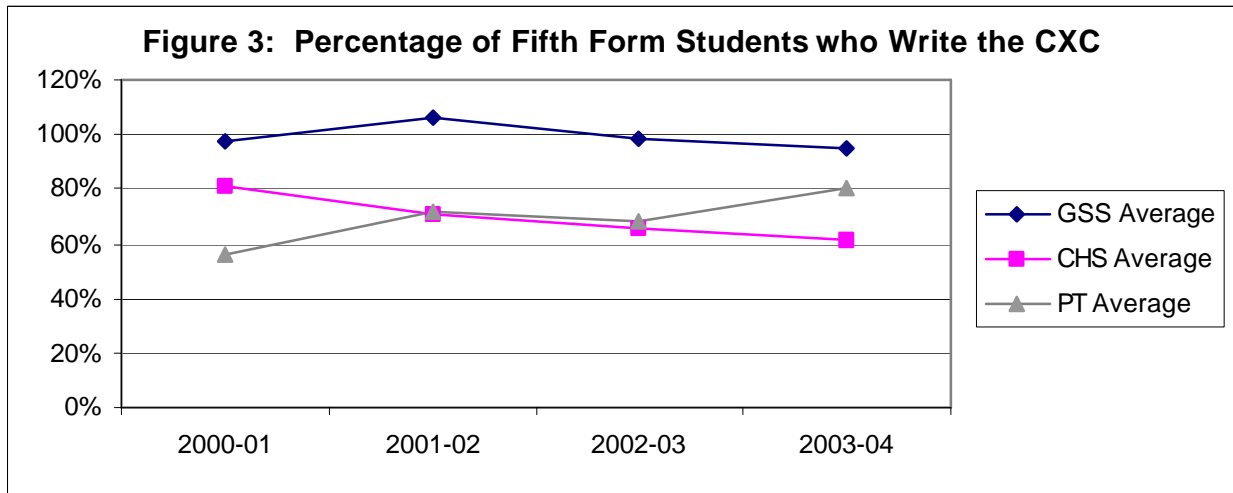
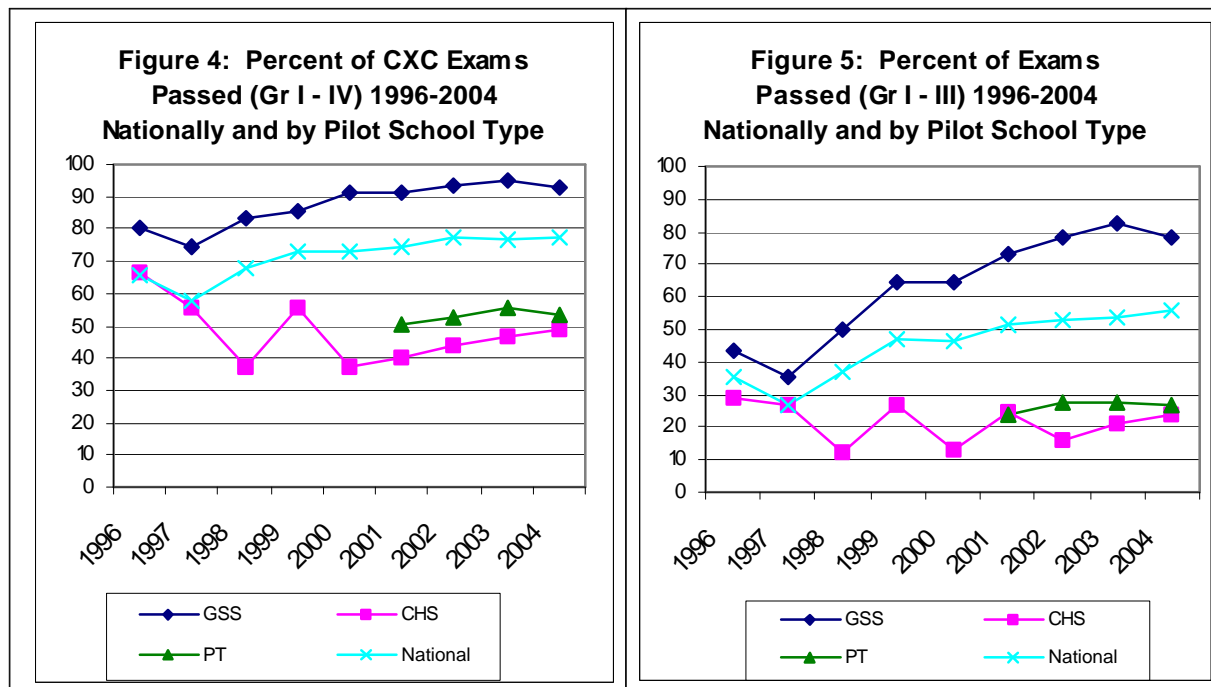


Figure 3 shows the number of students in Form V (Grade 11) at the pilot schools who wrote the CXC exam as a fraction of the number of students enrolled in Form V at the beginning of the school year. The General Secondary Schools, Annandale and Mackenzie, maintained near universal CXC submissions throughout the 2000-2004 period. The former Primary Tops schools, Uitvlugt, Tucville, and L'Adventure, show a remarkable increase in the percentage of students in Form V who write the CXC. In the 2000-2001 school year only 56 percent of students who began the year wrote the exam, but by 2003-2004, this figure climbed

to 81 percent. The number of students of former CHS schools taking the CXC also has steadily increased each year, but it has not kept up with the large increase in students enrolled or surviving through fifth form at the CHS, thus the trend shows a decline even though the numbers have been increasing. In 2000, 268 students at former CHSs out of 331 students took the exam, and by 2003, students surviving through Form V grew to 521 of which 321 took the exam. Encouragement to take the CXC is a practice that could be emphasized more in the former CHS. Overall, since 2000-01, when all pilot schools began taking the CXC, the number of Pilot School CXC writers has increased from a total of 519 students out of 623 Form V students to 640 out of 848 Form V students in 2004.



Exam Performance. Figures 4 and 5 explore performance on the CXC exams in the pilot schools compared to the national average. Scoring of the CXC exam ranges from Grades I-VI, with marks of I-IV as passing and V and VI as failing. It should be noted that the national average comprises General Secondary Schools and select Community High Schools that offer the CXC. The graphs separate out the performance on the CXC by pilot school type – PT, CHS, and GSS. It appears that achievement levels of students are improving in each group of schools, however, the ex CHS and PT schools understandably still lag behind the GSS and national GSS average. It will not be until 2006 or 2007 when a cohort will have had the benefit of the new curriculum from Form I through to Form V. The two General Secondary Pilot Schools, Annandale and Mackenzie, continue to outperform the national average consistently. While the pass rates for the Grades I – IV improve at roughly the same rate nationally as in the General Secondary Pilot Schools (Figure 4), it is clear from Figure 5 that there are increasingly more students scores at the GSS pilot schools qualifying for the higher level pass Grades I – III compared with the national average. Mackenzie High School, a sixth form school that started out with a 20.5 percent CXC pass rate for Grades I-III in 1996, improved to 85 percent in 2001, and in 2003 was up to 92 percent. An accomplishment of the SSRP program is that eight secondary schools (five Community High Schools, and three Primary Tops) that formerly had no CXC candidates began offering the CXC exam in 2001. These schools show a slow but mostly steady increase in grade I – IV pass rates between 2001 and 2004 when all pilots began participating in the CXC. Prior to 2001, the CHS registered a volatile performance from year to year. It is important to note that the national average pass rates for Grades I – III and Grades I – IV have been steadily increasing as well. This is a positive indicator and is likely to be at least in part due to the national standards-based curriculum developed, tested, and implemented nationally by the SSRP program and the creation of annual regional and national standardized exams.



The National Third Form Exam (NTFE), offered in Grade 9, was developed by the SSRP as part of the secondary school reform measures and was implemented for the first time in 2001. In measuring student performance during project implementation, the CXC is the main criterion used to assess the impact of the project on quality outcomes. In the longer term, the NTFE is expected to become more important for the Government to assess student performance at the end of the lower secondary cycle, thereby allowing for remedial actions to be taken in Grades 10 onwards to increase the success rate of students at the upper secondary levels. In Pilot Schools, trends in average NTFE performance in English and math are generally a few points lower than the national average. Scores in Language Arts are consistently about 10 points higher than those in math, but both are low. One of the reasons behind the low scores on the NTFE subjects is due to a high proportion of students/teachers not submitting student projects by the deadline. These projects – essays and portfolios – are worth 25 percent of the total NTFE score and there is evidence that many of the Pilot Schools either did not submit their projects or submitted them after the deadline, resulting in a zero for that part of the test score. This makes it difficult to analyze real performance. When controlling for the Project part of the exam, both national and pilot school scores are stagnant for math, and scores for English tend to fluctuate by a few points, but mostly following an upward trend.

Low scores on the NTFE suggests that there is a need for better quality-assurance in the delivery of the exam and in the delivery of the educational curriculum nation-wide. Decreases at pilot schools could be attributed to a number of reasons including, the physical displacement of schools due to school infrastructure improvements, the teacher strike in 2003 when children were out of school for about six weeks, and a drop off in pedagogical supervision after 2001 when the regional offices were supposed to gradually increase their role and take over from the SSRP Secretariat who had been working intensively with the pilot schools up until that time. On this last point it is notable that the Ministry took the decision to cancel an Education Quality consultancy that it had been in the process of procuring for over a year because it was thought that the MOE did not need this extra support. Instead, the funds were shifted to help cover the unbudgeted expense of asbestos removal at the Emergency Repairs Schools. In hindsight, the consultancy more than likely would have strengthened the quality measures already established by the

SSRP at the time.

Survival rate. The student survival rate through Forms I-III averages almost 100 percent at pilot schools. Focusing on student survival from lower to upper secondary school, early project data from 1997 show that about 91 percent of pilot school students made the transition from Form III to Form IV. At project-end (2004), the average was 92 percent. While the survival rate from Form III to IV has improved from project beginning to end, it should be noted that pilot schools had their best performance in 2000 with about a 97 percent average for that year. After training and supply of teaching materials for the transition to GSS, accompanied by newly refurbished school facilities, all pilot schools began offering Form V (Grade 11). Survival rates were tracked beginning in 2000 with a baseline survival of 95 percent. By 2004, survival was maintained at about 94 percent.

Some dips in the survival rate during implementation could be a consequence of the sharp increase in enrollment at the pilot schools in the 2000-01 school year. As all pilot schools are located in the poorest areas, a greater number of academically lower achieving students have been enrolled, who have lesser chances and motivation for writing the CXC exam at the end of Form V and have a higher tendency to drop-out of Form IV. It was also learned in the ICR mission that small declines in student survival could be attributed to the increase in teacher pressure on students to drop out if they will not score a Grade III or higher on the CXC exam.

B. To improve the school environment by supporting rehabilitation and repair of schools.

This objective was achieved satisfactorily. The outcome includes not only the improved learning and school physical environment at 12 pilot schools and 18 Emergency Repair Schools (ERS), but also a more equitable distribution of educational opportunities to students living in all regions of Guyana. Much of the growth in enrollment was facilitated by increases in the number of classrooms available in the schools as a result of the School Environment component of the project. Overall, physical improvements at the pilot schools and their conversion to GSS have resulted in a 39 percent increase in enrollment at the 12 pilots from 1996 to 2003, thus providing 2,029 more children access to general secondary schools and the full benefits of the lower and upper secondary education curriculum. The most dramatic enrollment increases occurred in the former Primary Tops schools (Table 1), which are located in poor and populous districts (in Georgetown and nearby Region 3) with previously limited access to secondary schools, in particular to upper secondary. The Dolphin School registered an exceptionally lower enrollment in 2003, due to ongoing civil works at the nearby Charlestown School (one of the ERS). The two schools shared the Dolphin School facility and operated on split shifts at that time.

Table 1: Change in Number of Classrooms and Enrollment in Pilot Schools, 1995-2003

Pilot Schools	Region	School Type 1996	School Type 2004	# Classrooms + other		Enrollment			
				Before Rehab (1996)	After Rehab (2001)	1995	2001	2003	Enrollment Change
COTTON FIELD	2	CHS	GSS	23	34	739	1006	1015	37%
BELLADRUM	5	CHS	GSS	6	22	614	577	636	4%
FORT WELLINGTON	5	CHS	GSS	8	12	160	389	369	131%
MANCHESTER	6	CHS	GSS	11	19	361	404	430	19%
VRYSMAN'S ERVEN	6	CHS	GSS	15	19	406	620	563	39%
DOLPHIN	GT	CHS	GSS	21	24	721	633	639	-11%
CAMPBELLVILLE	GT	CHS	GSS	5	18	560	656	937	67%
ANNANDALE	2	GSS	GSS	22	23	580	558	583	1%
MACKENZIE	10	GSS	GSS	24	26	657	540	591	-10%
L'AVENTURE	3	PT	GSS	5	13	50	440	492	884%
UITVLUGT	3	PT	GSS	2	10	150	592	569	279%
TUCVILLE	GT	PT	GSS	5	13	250	510	453	81%
TOTAL				147	233	5248	6925	7277	39%

The completion of emergency repairs at 18 secondary school facilities has provided space for 12,440 secondary students based on the MOE standard for number of students per classroom and square feet per student. This represents an increase of over 3,000 new student places spread out among the 18 schools. All regions, including the poorest, most isolated hinterland regions benefitted, as there was at least one ERS school located in each region plus Georgetown.

C. To enhance the ability of national and regional institutions to design, plan for, and implement sustainable education reforms.

The outcome of this objective was partially satisfactory. The project supported a variety of interventions and technical inputs designed to improve education sector performance, including planning for infrastructure improvements and budget management, developing a school information system, and building a social awareness campaign. There was limited success in some interventions (budget management and school information system), nevertheless the MOE has benefitted from the experience and lessons learned as they are continuing to move in the right direction. It is recognized by the MOE that improved system management is an essential element for the retention and growth of the curriculum and education quality reforms initiated under the SSRP. For this reason, the MOE continues to strive to improve education management and institute policy change that will introduce clear roles at the central and regional levels with emphasis on supervision and accountability at the regional and local levels. A component under the Basic Education Access, Management Support Program (BEAMS) financed by the InterAmerican Development Bank (IDB) was specifically designed to continue efforts made under the SSRP and other projects in strengthening management support. The final evaluation of the SSRP has helped to highlight some areas where the management system could continue to be strengthened. It is fortunate that there are many persons within the education system (especially those participating at the pilot schools and in the National Centre for Education Resources Development, NCERD) who have been well-trained at the regional and local school management level who could serve as resource people within the Ministry to assist in the continuation of the reforms.

The project was successful in instituting the concept of the School Improvement Plan (SIP), which was highly innovative for the Guyana context. Now widely recognized for its success and relative ease to implement, the SIP serves as a tool for school communities to systematically plan, budget, and manage discretionary funds that have impact and fill immediate educational needs at the local level. It has become a national requirement that all schools (primary and secondary) produce a SIP by year 2007.

Over a two year period, 2001-02, a highly qualified consultant in education budget and finance completed three missions to Guyana and delivered a multi-phased report, which established a framework for appropriating yearly budget allocations to the ten regions. This report represents an essential matrix for the MOE in developing a new approach to decentralized financing. It is also being used by the BEAMS project in supporting the implementation of a new coordinated EMIS/education budget financing system in Guyana. Nevertheless, the financing scheme could not be readily implemented because of the lack of precise and timely information on unit and per capita costs in the ten regions. Information on these costs vary from one region to the other and among the three levels of education. While the piloting of the financing-formula was not fully realized, the MOE now has the step by step guidance offered in the study and the infrastructure in place (school boards and mentoring institution) to complete the testing of the formula-based budgeting process and school-based management of funds. The Bank supported Poverty Reduction and Public Management Operation (PRPMO) under preparation would continue to support this effort.

The Nationwide Physical Facilities Survey was completed satisfactorily in the first years of the project and provides a tool for the Ministry in planning and resource allocation for school replacement, rehabilitation, and repair. The results of the survey included detailed information on the physical status of each secondary school and the surrounding communities that it serves. It also established school design guidelines, prototype drawings and specific criteria to determine eligibility and for prioritizing selection of schools for refurbishment based on various factors.

The main goal of the School Information Systems subcomponent was to develop and implement an Educational Management Information System (EMIS), which would be a permanent mechanism to manage information about students, teachers, curricula, student performance, timetabling, and attendance to support the decision making processes at the Ministry and regional offices. After an initial analysis where the main information requirements were identified in consultation with Ministry officials, teachers and regional officers, the MOE acquired an integrated system with two different modules: EMS (Education Management System) to be implemented at the central and regional levels and SIMS (School Information Management System) to be implemented at the pilot schools. In addition, in order to install and operate the software, the Ministry bought and installed computer equipment (server/computer, printer and UPS) at 10 regions plus Georgetown and the 12 pilot schools. After three years of implementation, the overall advances came slowly. The experience achieved during the process, however, will be very important for the future information systems projects at the Ministry.

While the project was able to support production of a school information management system targeting both the central and regional levels and the school level, its utilization was not fully realized due to several complex reasons: (i) excellent software, but it was too sophisticated for the context and not customized enough for the end user; (ii) the maintenance contract was expensive and support from the developer was not at the level expected; (iii) the culture of computer use to replace manual processes is still very slow to catch on; (iv) more intensive training at the school and regional level was needed; (v) incentives for using the system were not in place (policy for reporting data electronically and providing feedback never established); and (vi) the loss of key Management Information Staff (MIS) occurred at a critical time in software training. Overall the subcomponent was able to show some success with the student information

and personnel modules. All pilot schools have entered student and personnel data into the software and are able to use the systems to maintain and manage the data electronically. A few of the pilots have demonstrated that they are fully utilizing the system as intended. At the regional level the personnel module has been employed through the assistance of the Information Technology (IT) officers assigned to the regional offices. The MOE now has a dedicated MIS team at the central level and in the regional offices which should continue to be very useful for the ministry.

The SSRP's Social Awareness Campaign could serve as a best practice in designing and executing a communications strategy. The outcome was that the entire country, even in the remotest areas, knew about the secondary education reform. As parents and community members learned more about education quality, they became more active and also demanded more for their childrens' education, thereby instituting some form of accountability at the local level. The awareness campaign also supported the consultation process, which the Ministry of Education regularly employs, as demonstrated in the development process of the Education Strategic Plan. The campaign helped generate enthusiasm for the reforms that were undertaken. As teachers, parents, and students from non-pilot schools learned about the advances made (for example, the curriculum and teachers' guides, educational training, and school management training for improving the quality of education), they too wanted those inputs and services. This helped the pilot school experience to spread more widely in Guyana.

4.2 Outputs by components:

COMPONENT I: Education Program Quality (US\$2.84 million executed)

ICR Rating: Satisfactory.

This component surpassed its original output goals. The Ministry's emphasis on achieving the objective of Universal Secondary Education (USE) has been supported by the SSRP. Through the 12 pilot schools, the SSRP successfully transformed three former Primary Tops and seven former Community High Schools into General Secondary Schools that offer the full secondary school curriculum with all schools providing instruction through Form V (Grade 11), including two through Form VI (Grade 12). It has been demonstrated by the SSRP that given the opportunity, through exposure and access to the General Secondary School (GSS) curriculum, primary school leavers who would normally have entered a Primary Top (PT) or Community High School (CHS) because of their aptitude level, will perform and benefit from the learning opportunities that are afforded at the GSS.

Introduction of a Common Curriculum, Textbooks, Instructional Materials, and Equipment. In close cooperation with the Guyana Education Access Project (GEAP) financed by the Department for International Development (DFID) and the School Books Distribution Project financed by the UNDP, the SSRP managed to extend the curriculum reform to the entire secondary and upper secondary level (Grades 7 to 11), in five core subject areas and many additional elective subject areas.

For each of the five core subjects (English, Mathematics, Science, Social Studies, and Reading), Curriculum, Instructional Materials and Assessment Teams (CIMAT) were established and they produced and tested quality new curricula, as well as curriculum guides and teachers guides. Each CIMAT was comprised of two senior subject specialists and seven subject matter practicing teachers. By mobilizing the best of the pedagogical competences available in Guyana and regrouping them into efficient and well conducted subject reform-oriented curriculum workshops, the reform has had a real quality impact on classroom teaching. After this methodology proved to be efficient for the five core subject areas, the Ministry of Education decided to extend the same reform mechanism to all curriculum areas at the

secondary education level, including upper secondary. The GEAP worked closely with the SSRP and applied the same methodology to additional curriculum subject areas (science) and grades. The reformed curricula for Grades 7-9 were extended to the entire nation, through distribution of teaching materials and continuous teacher training in use of the resources and in implementing best practice (the SSRP also provided training to teachers outside the pilot schools). This expansion was in response to a growing number of individual parents and teachers who requested that the new curricula materials be implemented at their schools.

The National Centre for Education Resources Development (NCERD) printed all curriculum materials, including testing forms and curriculum implementation supervision with funds provided by the project. This intervention financed the printing and distribution of curriculum and teachers guides in the initial five curriculum areas. The SSRP also procured textbooks, basic library books, teaching and learning materials as specified by CIMAT, for each subject area to equip pilot school students and teachers with adequate curricular resources. In most cases, more than one textbook in a subject area was selected to allow schools to choose among alternative texts to promote different program emphases. The UNDP-funded Textbook Project also financed the provision of textbooks needed as the reform reached additional subject areas and grades.

In total, 1,000 copies of the National Curriculum Guides in the five core subjects and 1,000 copies of the five, draft non-core guides for Grades 7 to 9 were completed, printed and distributed to all secondary-age schools. The testing, printing and distribution of Teachers' Guides in the core subjects for Grades 7, 8 and 9 were also completed. (See Section 10 for a list of the guides and other SSRP publications.) On school visits during the Implementation Completion Report (ICR) mission, it was noticed that some teachers were not using the guides while others were using them. It appeared that more careful targeting of inexperienced teachers was needed, as in some cases, they tended to see the guides as making them work harder rather than as a tool to assist teachers with design and delivery of lessons. In other cases, schools had not made the guides they received widely available. To address this problem, project resources were used to put all the guides on CD and distribute 225 CD sets to Ministry authorities, regional offices and individual schools so they could have a master set and make their own copies. There have been improvements in national-level exam scores, potentially due to the national adoption of the curriculum guides produced with support from the SSRP. It is likely that the guidebooks have had some impact on student achievement and teacher performance for secondary-age schools.

Testing. The project developed and implemented a nation-wide diagnostic test at the end of Form III (the National Third Form Exam/NTFE), allowing for skills and systematic knowledge measurement at the end of lower secondary schooling. The purpose was to provide a standard examination whereby all ninth grade students' performance could be compared across the country. Previously, only the Secondary School Exam for Grade 9 was available, however, this exam was designed by each region and therefore did not allow for comparison. Testing was designed by the SSRP Secretariat following state-of-the-art methodologies. The NTFE was adopted and implemented at a national level in 2001.

The NTFE was managed and supervised during the first three years by the SSRP Secretariat and gradually, the MOE took over the administration of the exam so that by project end it was fully budgeted and managed by the Ministry of Education. The NTFE examination allowed for a consistent measurement of students' performance and for determining at the school level where students might be best suited to for upper secondary CXC-based specializations. Efficiency of the testing process however declined when data collection became the responsibility of the regional institutions. The MOE Testing Unit has proven to have the capacity to manage the flow of information and to provide testing data on time to NCERD and the SSRP. However, most of the delays materialize at the Regional Education Offices level, which makes the

testing coverage incomplete at the macro level. From one remote hinterland region, the transfer of test volumes was delayed by one year for logistical reasons (plane space availability). This quality examination should be more carefully managed and preserved in the future.

From the user's point of view also, schools and parents have complained of not receiving feedback on their own students' examination performances on time. In May 2004, the NTFE was administered in all lower secondary schools, but as of September 2004 results were not yet made available to the principals of the schools. As a result, some teachers were not able to fully diagnose strengths and deficiencies accordingly at the end of the lower secondary learning cycle, although they had administered the test to their respective classes.

Effective School management, teacher training, and community involvement. The project has been very successful in producing guidelines for School Improvement Plans (SIP) and training secondary school staff and communities on development of their own SIP. The SIP concept was ground-breaking and innovative for the Guyana education system context. It allowed for school level accountability, participation by the community and for local actors to become leaders in institutional change.

During the first years of the project, participation of the School Improvement Action Committees (SIAC), the small committee of community members and faculty who are in charge of designing the SIP for their school, was slow to take form. It took efforts from the Secretariat to make SIAC fully effective given that parents were obviously not used to playing a role in school management. The training progressed and the SIACs became more accustomed to their responsibilities. The SSRP project produced clear SIP guidelines. At the start, the school management had difficulties in implementing decentralized and non bureaucratic fund management practices, but later on, SIP management through SIAC ran smoothly. Two training teams of six members each were put in place and provided systematic training and guidance in school supervision and management skills to school principals and Head Masters. Training in financial and procurement management were also provided (no procurement difficulties were found over the life of the SIP projects). The Regional Education Development Officers (REdOs) were also involved in providing training and in SIP technical monitoring. Today, schools and communities recognize that SIPs have contributed to making them more accountable for their own resources and for taking school-based education initiatives even if they are on a small scale.

Some 1,000 SIP manuals were distributed throughout the education system. All 12 pilot schools have been instituting their SIPs for a number of years and updating them on an annual basis. Of the 18 ERS, about nine have draft SIPs. The government agreement to provide counterpart funds for the SIPs, equivalent to US\$3 per student/year was fully implemented, and this simple per student allocation calculation basis proved to be cost-effective. Based on the positive experience of SIPs under the SSRP, the Ministry of Education has decided to scale up the program by using national core budgetary resources. The SIP subcomponent was already financed from counterpart funds, which made this transition easier. In a first phase, the Ministry of Education decided to extend SIPs to all lower secondary schools in Georgetown Municipality through its own budget resources, with initial technical assistance from the SSRP. It was envisioned that the Regional Education Offices would be the main institution involved in SIPs extension over all Regions. The ESP for 2003-2007 includes as a requirement that all schools (not just secondary schools) should have a SIP by 2007. To support this effort, the BEAMS project, through a consultancy is providing intensive training school-by-school and region-by-region so that the school communities and staff will fully understand the purpose of the SIP, the proposal process, how to design a tailor-made SIP for their school circumstances, and manage and implement it. The Education for All - Fast Track Initiative (EFA-FTI) will also support the SIP effort by funding the SIP proposals that have been approved at the primary school level.

COMPONENT II: School Environment (US\$11.99 million executed)

ICR Rating: Satisfactory

Learning at most school facilities in Guyana had been seriously hindered by severe decay of buildings which posed physical dangers, sanitation problems, and overcrowding in the urban areas. This component was successful in assisting the Government to improve the school environment by supporting comprehensive rehabilitation of 12 pilot schools and repairs at 18 ERS, as well as providing appropriate school furniture and science laboratory and computer equipment. By the nature of its design, it also managed to increase access to secondary school for children coming from some of the poorest communities and ensure a more equitable distribution of educational opportunities by including schools from all Regions plus Georgetown. In total, 30 schools were significantly improved by the project and now their facilities are equipped to provide the full lower and upper general secondary school curriculum.

A. Pilot School Rehabilitation. Upgrading of the physical environment at 12 pilot schools has been realized through comprehensive refurbishment, including reconstruction and extension of school buildings, and through the provision of basic school furniture, science laboratory equipment, library books, and computers for school laboratories and school management. While the overall results of the work performed at the pilot schools was of satisfactory quality, there were some problems with diligence on supervision of the works. Early on, some design flaws in the science laboratories and rainwater drainage were corrected and applied as lessons learned for the design of the ERS. Feedback on parent, teacher, and student surveys on improvements to physical facilities was mostly positive. The most common negative comment was dissatisfaction with new sanitary facilities due to build up mineral deposit (rust color) in the sinks and toilets which reflects on cleaning maintenance rather than a defect in the building. Another comment was lack of a fence to keep animals and people out of the school yards. In response, the SSRP provided funds and procured the fencing materials, and the Parent Teacher Associations (PTAs) agreed to provide the labor since contractors had already left the sites.

Under the SSRP, the *Design and Development of Secondary-Age Schools in Guyana* was prepared as a manual to serve as a standard for physical public school facilities. Additionally, the continued care and maintenance of school facilities was emphasized and a maintenance manual was designed for each Pilot School. Training in the use of the manual and on how to conduct periodic maintenance surveys was delivered on-site during a walk through of the new facilities so that Head Teachers or PTAs could continue this practice on their own. Additionally, the BEAMS project is continuing to emphasize the importance of maintenance and the inclusion of funds in the annual budget specifically for maintenance of physical infrastructure.

Another important aspect of school expansion and rehabilitation to assist the government to reach its goal of Universal Secondary Education, is the improved usage of school space. The Project completed a Space Utilization Study to help the MOE more efficiently use space at existing school facilities. School visits during missions revealed that classroom utilization was not being instituted at its maximum efficiency. The Government and SSRP staff were reluctant to change the time-tabling scheme or rotation between classrooms. Guyana follows the system of teacher rather than student rotation between classes, thus leaving some classrooms unoccupied during certain periods when, for example, students participate in laboratory activities. Simple solutions to student rotation, such as the provision of lockers for students could be employed relatively inexpensively. Several aide memoires suggested using funds under this subcomponent to test better space utilization at some of the pilot schools that were willing to try it, but this recommendation was not put into action.

Some science laboratories and equipment seem to be underutilized as observed during the ICR mission and perhaps too many were constructed per school. The fact that a majority of Guyanese students avoid selecting the CXC science examination offered annually may partially explain lesser interest in the sciences and low utilization of science labs. In 2003, only 4,706 students sat for all of the combined CSEC science exams offered in comparison to over 7,700 student who sat for the English exam. As observed by the evaluation consultant, in some schools libraries also do not seem to be fully utilized, however, there is potential to change this as observed by the example of Uitvlugt where students are actively encouraged to make regular visits to the library and are permitted to check out books, which works very well.

As mentioned under Section 4.1, the refurbished schools have not only allowed for an increase in enrollment, but also more equitable access to the benefits of the curriculum offered at General Secondary Schools and the opportunity to continue to higher secondary and tertiary education where this had not been possible before. Approximately, 7,277 children are benefitting at the pilot schools.

B. Emergency Repair Schools. The civil works were achieved in two phases: Pilot schools and later Emergency Repair Schools (ERS preliminary construction studies started around 2001). Due to the condition of the ERS, the "emergency repairs" completed at 18 secondary schools were in essence much more comprehensive than what emergency repair may connote. In some cases, entire school blocks were gutted and rebuilt and in one case the entire building block was replaced due to its extensive deterioration. In learning from the experience from the reconstruction of the pilot schools, the consultation process with the communities and school officials was open and planned on a regular basis for the ERS. This was also important in order to manage expectation regarding the extent of the works considering some buildings at a school site might not be included in the scope of "emergency repair" works. Monthly site meetings proved to be a very important aspect of implementation. They were useful for monitoring performance and were also informative for non-technical people such as the school faculty, PTA, and REOs who were regularly invited to attend. In general, the quality of the works performed was satisfactory. Some contractors attending to sites in difficult, remote areas surprisingly turned out to be very efficient and produce some of the best results which proves that challenging conditions do not always dictate outcome and good management and skill of the contractor definitely plays a role in the final product. While the subcomponent results were good, the ERS has had its implementation difficulties and the main reason that the closing date of the SSRP had to be extended was to be able to complete works at these school sites.

At the start of the ERS, the procurement agency that SSRP used for the first half of the project had left Guyana and working with them long distance proved to be difficult. Subsequently, the SSRP managed the procurement process for the ERS and had a very capable Civil Works Coordinator who became very familiar with the Bank's standard bidding documents and requirements. The Bank team also provided much guidance to SSRP and consultants for the ERS. The ERS works were divided into three equal packages (A, B, and C). Two of the packages were awarded to local design and supervisory Architecture firms and one was awarded to an international firm that had provided supervision services to the pilot schools. This firm's performance improved and the lessons learned under the pilot schools were applied for the ERS. The Package they supervised was the only one that completed works mostly on-time.

There were delays by the architecture firms contracted to provide the pre-feasibility studies and the bidding documentation for all ERS, since no firms in Guyana had enough previous experience in using international standard bidding documents for construction. Taking into account the delay in producing the documents and then the actual time needed for the bidding process, evaluation and rewarding of contracts, some two years had passed. In the meantime, facilities continued to deteriorate, some of it not noticeable by the eye without opening up walls and structural elements. As a result, at almost all of the ERS, amendments to

contracts were necessary to adjust scope of works accordingly. All of this required good dialogue and direction between the supervision firm and the contractors on site. Often due to financial difficulties of the two local architecture firms, short staffing and problems with calculating and approving expenditures, contractors were not able to advance. Contracting firms were also often strapped for cash and could not hire the proper number of skilled workers to complete the jobs on time. Nevertheless, the project assisted in raising standards by providing support to those firms. Many factors contributed to the increase in time needed to complete the works including: approval of amendments by the Central Tender Board (CTB) and the Cabinet when no objections had already been granted, lack of skilled workers, cash flow problems, cost calculation errors, and bad weather.

Additional delays and cost increases occurred when asbestos was found in several ERS in 2000. The project coordinated with the DFID-financed GEAP project that had discovered asbestos at one of the schools they were refurbishing. Jointly, a study of the problem was commissioned in order to advise the Government on the best course of action to take. A specific contract for asbestos removal was tendered. Asbestos removal was completed systematically, safely, and according to the schedule. After asbestos removal, emergency repairs could commence. Due to the construction lag, financial closure of the project needed to be extended another four months to December 31, 2004, for the extension of two expenditure categories in order to allow for the final payments upon completion of remaining ERS civil works contracts under packages B and C (package A having been completed on time).

School environment quality improvement. Through selected school visits and interviews with Ministry officials, teachers and principals, the ICR mission found that the work on the physical environment completed at the Emergency Repair and Pilot Schools was of satisfactory quality. Upgrading of physical conditions, refurbishment and extensions were made according to the Ministry of Education infrastructure standards for square foot per student, safety conditions, climate conditions (heat, equatorial rains), asbestos regulations, and sports and meeting requirements. While it was not originally called for in the emergency repairs, science laboratories were included in each school design and one room in each school was designed to house a computer lab in order for these schools to physically be able to offer the full general secondary school curriculum. The ICR mission learned in some ERS, insufficient attention had been paid to noise insulation. It was explained that there is a difficult trade off between noise and open space ventilation. Several communities and head teachers insisted on retaining an open space in some part of the school where classrooms would be cordoned off using moveable partitions (blackboards) that could be removed for school assemblies or townhall type meetings.

Taking into account the domestic construction market and technical limitations, the construction outcomes under the ERS represent an acceptable performance and the project has contributed to strengthening the private construction sector. The completion of emergency repairs at 18 secondary school facilities has provided space for 12,440 secondary students based on the MOE standard for number of students per classroom and square feet per student. This represents an increase of over 3,000 new student places.

COMPONENT III: National and Regional Institutional Strengthening (US\$1.95 million executed)

ICR Rating: Partially Satisfactory

A. Strengthening of Budget Planning. Partially satisfactory. The project was successful in supporting the completion of a multi-phased study on Guyana's budgeting system and the development of new budgeting guidelines, including the establishment of rational and clear resource allocation criteria through formula-based financing. This would allow individual schools to plan and manage their budget needs at the

local level through a school board. Where the effort fell short was in the collection of reliable spending data to populate the formula. The lack of information prevented the new budgeting guidelines to be tested at a handful of pilot schools in Regions 2 and 4. The communities at participating schools had nominated candidates for their school boards, however, there was a long delay in approving the establishment of the Boards. Training was delivered on the functioning of School Boards and managing the budget through the finance (accounting) module of the software designed under the School Information Systems subcomponent. Each participating school received a computer for school management and record keeping. The pilot was designed so that three schools would be paired with a mentor school that already had a School Board and had experience handling their own budgets. There are very few schools in Guyana that have this experience. Two schools that function well and have been operating this way for many years are President's College and Anna Regina Multilateral School. Under the Project, these schools agreed to be mentor schools for those participating in the pilot. The implementation of this pilot was limited due to the lack of organized and systematic support from the MOE and the Ministry of Finance (MOF) to help the pilot succeed. There was inaction at the MOE central level on areas where policy decisions were needed especially in relationship to data gathering and validation for the formula. Other contributing factors included: (i) the MOE appointed a School Board Coordinator but this person had no team and little budget to support the growth of the School Boards, (ii) there was reluctance of some Head teachers to work with the School Board for fear of losing power, and (iii) School Board officials served on a volunteer basis and community members were not used to the idea of contribution without remuneration or stipend.

B. Nationwide Physical Facilities Survey - Highly satisfactory. The Nationwide Physical Facilities Survey was completed early in project implementation to assist the government in identifying capital investment priorities and carrying out appropriate resource planning. The survey produced high-quality, detailed information on the status of secondary school infrastructure. It also helped to identify schools most in need of emergency repairs.

C. School Information System. Partially Satisfactory. After an initial education information needs assessment was completed, the Ministry of Education contracted an international firm to design and provide support to the implementation of an Education Management Information System (EMIS), composed of two different databases:

- (i) The School Information Management System (SIMS) would be tested at the pilot school level before expanding to other schools. Some of the data collected through SIMS would feed into the regional level.
- (ii) The Education Management System (EMS) would be implemented at the central and regional levels with the goal of moving from a manual form system to a computerized database system where data and statistics would assist in decision-making related to pedagogy, school management and budgeting.

Each Regional office and all pilot schools received a computer with the EMS and SIMS software modules. The software provider trained the MIS staff in use of the modules and they subsequently provided training workshops to the respective groups in EMS and SIMS.

School Information Management System (SIMS) training was delivered to all the regional officers and representatives (headmasters and assistants) at the 12 pilot schools. Participants were instructed on how to use the different software modules, conduct data entry, and run basic reports. All schools received one computer for administrative use. All the basic data on the staff and students were entered into the system (STARS and Personnel modules) at the individual schools. It was expected that as the pilot schools became more familiar with the initial SIMS modules they would also be able to perform timetabling (Nova-T), keep track of student performance with the Assessment Manager module, keep attendance records, and run reports (RepGen/Lite) at the school level. Following recommendations from an IT expert, the MIS team

concentrated on achieving pilot school utilization of the student and personnel modules before moving to the other modules which proved to need more adaptation (redesign and simplification of electronic forms) for the school context.

SIMS was partially used mainly by the school secretary and some Head teachers. It was difficult to involve other teachers as originally envisioned to create a school system where teachers would directly enter data into SIMS for their own classroom management. There was reluctance of some head teachers and their staff to make more use of computers. Among the 12 pilot schools, a few schools are effectively using the system. L' Aventure in Region 3 is using several modules of SIMS. At this school, the system is operated by a teacher who had some previous IT experience.

In order to keep supporting implementation of the software in pilot schools, it was recommended that the MIS team deliver intensive training sessions; develop supporting materials (procedural manual for schools), and make linkages with the day-to-day activities. Based on the overall experience, the system characteristics, the high maintenance costs and the difficulties faced during the implementation process, the MOE accepted the recommendation of the IT consultant not to expand SIMS to the rest of the secondary schools. The BEAMS project is continuing to support the MOE by further simplifying the school level modules.

Education Management System (EMS). The MIS team analyzed the system possibilities and concluded that only some modules of the EMS could be implemented given that only the pilot schools are providing information needed for EMS while the system is really designed to collect and report information on all schools in a region. It was found that EMS can only be fully implemented if all the schools of the region have SIMS in operation.

Training in EMS was originally directed to the Regional Education Officers and a clerk in each office. Given the many responsibilities of the REOs, it was difficult for them to spend a sufficient amount of time needed at start up to migrate to an electronic form of processing and reporting information which in the long run could save them time. Despite this situation, two efforts were taken to help the EMS implementation succeed. Under BEAMS, IT specialists were hired to work in each of the regional offices and second, the Ministry completed a training program with the REOs addressing the importance and establishing the rules for data collection, processing and reporting. The MIS team also took steps to seek new training from the software producers to expand basic knowledge in implementation of EMS. The regional IT specialists as well as the central MIS team attended an eight day training provided by the software provider in August 2004. The training sessions covered the areas that were most needed, including: basic module training, installation and upgrading of software, and planning future steps to support the overall process. Since, implementation of EMS was at the initial stages at the end of the project, the IT expert recommended that after about six months, the MIS team evaluate the results and decide if it will continue supporting the software.

Computers for Schools. As part of the effort to expand access to information technology, the project procured computers for a laboratory for the Cyril Potter College of Education (16 computers) and a computer lab was installed in each pilot school. Each pilot school lab consisted of a network with one server, four computers and a printer. In addition, a set of educational software CDs was provided to the schools. The labs are very popular and are used intensively by the schools. Most schools assigned an IT teacher who was responsible for providing IT classes as part of the curriculum. Many schools took advantage of the newly built computer labs and have installed more computers (many are donations or second hand) so that more students and teachers can use the laboratories and be exposed to information technology. To allow for proper lab set up, the SSRP installed air conditioners in each lab and procured

office type computer tables.

D. Social Awareness Campaign. Highly satisfactory. The SSRP sought to increase public awareness of the Ministry's objectives and activities supported by the project, especially those related to improving secondary education quality. As part of the core team the SSRP Secretariat hired a Media Coordinator to manage the social awareness campaign. This campaign started with radio programs in 1996 and over the course of the project there were radio call-in programs, press conferences, and a TV documentary. Surveys, community, and parent meetings were carried out to understand levels of satisfaction with activities and the education reform itself. The SSRP published an annual magazine titled, "The Reformer" with well written and informative articles. In 2000, the SSRP organized a National Conference on the quality of secondary education, with participation of the various stakeholders, including the private sector. The SSRP also managed an "Annual Awards Assembly," whose purpose was to provide recognition for good performance and provide incentive to weaker performers. Awards were given in a variety of areas including: (i) to the top five schools in each subject, (ii) students and teachers with 100 percent attendance; (iii) the top student in the CSEC exams for each school; (iv) the most improved school nationwide in the CSEC exam; and (v) the pilot school with the highest overall attendance over the year. The SSRP also organized "handing over" ceremonies where the newly refurbished pilot schools and the ERS were formally presented to the communities with a symbolic passing of the keys from the contractor down through a line of active participants, including ministry officials and the SSRP Secretariat to the Head Teacher. In addition to specific campaign strategies and activities, the Media Coordinator also traveled with the team to training sessions at the pilot schools, site-visits for school construction and various other trips in order to take advantage of the opportunity to interface with the beneficiaries, stakeholders, consultants, etc., to provide them with a chance for input and feedback, and to keep motivation for the reform alive. This also proved to be very useful in the initial site meetings prior to school rehabilitation to ensure community and school input into the design plans, construction schedule and other related factors.

4.3 Net Present Value/Economic rate of return:

N/A

4.4 Financial rate of return:

N/A

4.5 Institutional development impact:

ICR Rating: Satisfactory. There is a consensus among stakeholders and government officials consulted that the SSRP served as a role model to disseminate a culture of efficiency and accountability within the education system, at school, regional and central levels, and in particular with regard to school supervision and management, education quality development, and secondary systems unification and testing. The government's national Education Strategic Plan (ESP) 2003-07 reflects this new focus on efficiency, and makes recommendations for addressing institutional capacity concerns which were constantly addressed by the SSRP team. The following selected key ESP priorities will need to be implemented by the GOG in order to sustain the SSRP's positive institutional development impact and its recommendations on institutional efficiency with support by the international community:

- Redesign the role of the MOE to conform with a decentralized system. The regional MOE's role as a service provider in an already decentralized environment needs to be strengthened. Its supervisory role over the education civil servants employment and promotion needs to be clarified.
- Upgrade the timeliness and adequacy of statistics and data, including strengthening research and analysis. The critical link between EMIS and education budget allocation regulations, including

payroll, needs to be built up. The formula-based financing model developed under the SSRP project and endorsed by the Ministry of Education should serve as a solid basis in this direction.

- Ensure the MOE is accountable on its own terms. The MOE should develop yearly work plans and regularly assess the accomplishment of its goals with other education institutions, partners and stakeholders.

5. Major Factors Affecting Implementation and Outcome

5.1 Factors outside the control of government or implementing agency:

Construction Delays. The rehabilitation of the Emergency Repairs Schools was significantly delayed by the limited capacity of small and medium contractors in Guyana, as well as local architecture firms providing design and supervisory services for the rehabilitation of schools. In particular, the lack of financial and other management skills, as well as inadequate cash reserves hampered the ability of the firms to deliver services in a timely manner and remedial attention was needed to ensure their products were of acceptable standards (bidding documents, calculation of bills, etc.). Contracting firms also experienced problems with cash flow and deficiency of skilled workers.

The Presence of Asbestos in Schools. During preparation for rehabilitation of the 18 ERS, asbestos was found in the ceiling panels at the three multi-lateral schools and in smaller quantities at four other ERS. (Multilateral schools are large secondary school facilities.) This unanticipated discovery had many effects on project implementation: it halted the start of the already delayed works at the ERS so that each school could be inspected by a specialized consultant with knowledge of asbestos removal; contractors then had to be trained by the Environmental Protection Agency (EPA) to remove the asbestos; communities had to be informed of the safety hazards; and burial sites for the disposal of the asbestos materials needed to be authorized by EPA and the communities. Additionally, the SSRP had to identify within the project what areas to cut in order to divert about US\$1.0 million in funds for the safe removal and disposal of the asbestos. As a consequence, however, Guyana now has firms that are trained and experienced in safe asbestos removal from public facilities.

Violence and crime. Violence and instability in the country began on a large scale in March 2002 and lasted up to Spring 2004. Gang activity, murders and other crime escalated, resulting in a tense atmosphere. To a degree, the situation hampered school visits and travel through areas where it was known to be unsafe. Additionally, the instability discouraged foreign investment in the country and encouraged some Guyanese who were contemplating emigration to leave the country seeking respite.

Emigration of skilled Guyanese. Although emigration is a common issue in the Caribbean in general, the project was affected by the departure of several key staff during implementation. The SSRP Secretariat lost its Procurement/Financial Officer, its Civil Works Coordinator and several key MIS specialists. The project was fortunate to find qualified replacements for most of the positions but institutional memory was lost and some delay occurred in implementation due to the recruitment process, training of new staff, etc. The departure of MIS staff also happened at a time when training at the regional and school level in use of the software was crucial. The Ministry of Education continues to suffer from the restriction of hiring replacements for positions that have become vacant, and thus are usually operating under-staffed.

Fire that burned down an annex of the MOE. During project implementation, a fire completely destroyed the MOE building that housed the SSRP's offices. All project files from commencement in 1996 up to June 1999 were lost, as well as computers, furniture, and equipment. The complete loss of the office was detrimental to project implementation for a period of time and also prevented the SSRP from being able to produce some historical information regarding the project. The SSRP Secretariat was able to move

to the NCERD building and stayed there until project end, but this physical separation may have contributed to lack of integration or the perception that the SSRP operated outside the MOE.

5.2 Factors generally subject to government control:

There were some issues related to teacher performance and management that affected project implementation and outcome. Some of these issues are under the purview of the MOE and others at the level of Government policies, legislation, and funding priorities. Teacher absenteeism seems to have been further aggravated by numerous factors or policies under Government's control, that could not have been foreseen during project preparation, including:

- An inadequate teacher training policy, whereby teachers are entitled to study for several years at the University of Guyana (UG), without providing additional staff at equivalent qualification to replace them in the classroom. In addition, many teachers leave the education system after completing a marketable degree at UG.
- The GOG decided that all teachers should retire at the age of 55 as of September 1, 2004, but a replacement policy for the vacancies has not yet been implemented.
- A weak supervision policy at the school, regional and central levels (little action taken against repeated absences or lack of motivation).
- An often inefficient peer support system for junior teachers.
- Deterioration of living conditions for teachers in remote areas. (Guyana has one of the lowest teacher salary incentive scales in the region).
- The consequent brain drain as a result of opportunities for the best qualified teachers to work overseas for higher salaries.

The teachers' "industrial action" (strike) that took place in 2003 over about a six week period regarding salary increases due from the previous year also affected project implementation. While the salary situation is complex, earlier Government negotiations with the Teachers' Union could have prevented continued work slow-downs on the part of teachers.

Procurement Procedures. All civil works contracts and amendments, even after no objection from the Bank, had to be reviewed by the Central Tender Board and approved by the Cabinet. It was difficult to get items on the agenda for discussion at Cabinet meetings which added to delays. Additionally, the Central Tender Board may have paid insufficient attention to the implementation capacity of some of the contractors, giving more weight to the lowest bid received, rather than the lowest evaluated bid.

5.3 Factors generally subject to implementing agency control:

Teacher Management. The Ministry of Education has faced some challenges in perpetuating the best practice approaches developed under the pilot schools and in ensuring that the focus on quality is incorporated into teachers' practices and school management. The management and supervision of pilot schools showed some deficiencies beginning in about 2002 which coincides with the gradual transition of daily support provided to pilot schools and regions by the SSRP Secretariat to support provided by regular regional ministry authorities.

In general, the Regional Education Offices do not appear to be adequately staffed and the division of responsibilities between the central Ministry and the regions is not always clearly defined. The Ministry is fully aware of the situation and is taking steps to deconcentrate responsibilities to the regional offices from the central level, however this has been a difficult process. Regional offices could have played a more active role in project implementation, in particular on supervision of school management at pilot schools

and on the EMIS sub-component. The issue could have been addressed more strongly during project implementation if more attention had been placed on the need to strengthen information technology-based data gathering at the regional level and better coordinated training support. A weakness in the system is that the REOs are reluctant or unable to demand accountability to schools. The lack of clear lines of responsibility to provide such services has allowed the regional offices or local authorities to remain unaccountable to an extent. Good performance is more of a reflection on the individual's own motivation than a system-wide recognized responsibility with enforceable consequences for lack of performance.

Several mission aide memoires recommended simple actions the Ministry could take and still can take to capitalize on the existing knowledge of teachers and regional personnel trained by the SSRP to retain and spread quality measures achieved by the reform. REOs could call upon Head Teachers already trained to provide training services as resource persons for their regions (a method employed by Regions 2 and 4). This would enable Head Teachers to strengthen and share their skills with other schools in the region, thereby spreading valuable education and management knowledge with their colleagues and sustaining progress the Ministry made with assistance of the SSRP beyond the life of the project. Using resource teachers would be a cost beneficial way to maintain skills and spread knowledge and application of those skills.

Financial Data. The lack of adequate information on per capita costs at Nursery, Primary and Secondary levels of education in the school system meant that implementation of the finance model for allocation of resources to schools could not commence until the differentials between the three levels could be established. In collaboration with the Financial Consultant, the SSRP Secretariat developed a questionnaire to be distributed to all schools to provide the individual expenditures and the resources of the revenue. Results of the survey appeared problematic, especially since schools were not aware of common costs, such as utilities, because they were paid at the regional level. Both of the Permanent Secretaries from the Ministry of Education and Ministry of Local Government expressed interest in resolving issues related to the formula and data gathering which resulted in an action plan with clear measures to be taken. Unfortunately, the actions were not pursued and soon after the project ended, however, there is still a chance to complete the formula and pilot the per capita financing.

5.4 Costs and financing:

At appraisal, project costs were estimated at US\$19.26 million, of which the IDA Credit would finance US\$17.3 million equivalent and the Government would contribute US\$1.93 million. At project closing, the Bank contribution amounted to US\$15.07 million and the Borrower contributed US\$1.76 million. Only about 10 percent of the PPF Refinancing in the amount of US\$600,000 was used and the rest was canceled.

During the course of the project, the value of the US dollar declined significantly against the SDR. Additionally, the exchange rate between the US dollar and Guyana dollar declined from an exchange rate of US\$1 equivalent to G\$149 at appraisal, to US\$1 equivalent to G\$199.75 by project end. Due to the declining local currency value, savings realized from construction of the pilot schools was applied to cover part of the financing gap presented by the unexpected asbestos removal at the ERS. The continued loss in value of the G\$, necessitated constant recalculation of expenditures and made programming of all resources difficult because it was not known how much more the G\$ would decline. At project end, 94 percent of the credit was disbursed. Most of the component expenditures were largely in line with appraisal estimates. The Borrower requested an extension of eight months to finish execution of project activities, and an additional four month extension was granted for two categories in order to complete civil works at a few of the Emergency Repair Schools.

6. Sustainability

6.1 Rationale for sustainability rating:

ICR Rating: Likely. The overall sustainability of project achievements is likely. Many achievements under the SSRP have become institutionalized in the education system. Curriculum and Teachers guides (Grades 7-9) are now national documents and have been distributed (in paper copy and on CD) to all secondary-age schools. The curriculum reform was established in close association with the MOE. The dynamics of curriculum renovation will need to be kept active and creative under the MOE leadership. Curriculum updates based on classroom practice will need to take place on a regular basis in the future, in order to keep up with the quality oriented curricular reform momentum. Use of the guides will also need to be given emphasis by the Ministry, especially for new or untrained teachers who may not fully understand that they are tools for better teaching.

The National Third Form Exam developed under the SSRP is now completely managed and budgeted for by the Ministry of Education and the Regional Departments of Education. The full sustainability of the NTFE is not yet completely assumed, but the Ministry is aware of areas to be addressed. Student benefit from the examination is compromised by delays in providing the results. There also seems to be either a problem with completing the Project part of the exam or turning in the Project part of the test on time (worth 25 percent of the grade).

The concept of the School Improvement Plan has been fully adopted by the Ministry of Education and Ministry of Finance. It is the first time that the government ever contemplated giving grants directly to schools based on school/community produced SIP proposals. The MOE now has dedicated funds for this purpose in the budget and it requires that by year 2007 all schools should have a SIP. Special training offered by the MOE is conducted regularly with school communities to facilitate the production of their own SIP proposal. To continue the efforts of the SSRP, SIPs are also being supported for primary-level schools by the BEAMS project and the EFA-FTI program.

Beyond the physical infrastructure work realized through the SSRP, the project has helped to increase the capacity of the construction industry. It has improved the national capacity for designing and building new secondary schools, through the ERS program. As many secondary schools continue to be in deteriorating physical condition, the secondary school Physical Facilities Survey established under the project should be updated to prepare for future school facilities upgrading in an equitable and rational way. Additionally, school maintenance manuals and guidelines with drawings have been produced to aid schools in performing inspections of school facilities at all Pilot schools and ERS. Standards for space utilization have also been adopted. To carry on and reinforce school maintenance policy, the IDB project is requiring government to allocate a specific percentage of the capital budget for school maintenance each year as a condition of receiving funds for school construction or rehabilitation.

The piloting of the formula-based financing could not be achieved before the project closed, however, the information collection effort was still in process at the time of the ICR mission. The piloting of the financing formula and school board management of funds has also been included as a condition for the Poverty Reduction and Public Management Operation (PRPMO), formerly known as the Poverty Reduction Strategy Credit (PRSC) II, that is currently under preparation with the World Bank.

With the assistance of the IDA financed Public Sector Technical Assistance Credit (PSTAC) managed by the President's Office, the MOE has commissioned a consultant to consolidate the results and recommendations offered in the evaluations from the recently closed SSRP and GEAP projects to provide a

framework for updating their strategy for improving secondary education and achieving Universal Secondary Education.

6.2 Transition arrangement to regular operations:

The BEAMS Project will continue some of the activities developed under the SSRP, including: institutional strengthening, the Management Information System, and school construction/rehabilitation. However, this project does not cover the area of secondary education quality (curriculum improvement, testing and teacher training in particular). It is unclear at this stage whether the government will seek external funding or technical assistance in order to provide the additional support needed to fully ensure the sustainability of the results achieved under the project's quality component. Through a consultancy, the MOE is currently examining the reforms undertaken to date and recommendations received in order to plot the way forward. This consultancy will likely help to refine the Education Strategy and focus attention on areas where external support would be most appropriate.

It is an opportunity for the Government to select the best options over the long term to sustain and constantly make more relevant its curricula, assessment system, teacher training and school management methodologies. Bridging former SSRP and GEAP achievements with the BEAMS project and the EFA-FTEI is a well understandable priority.

7. Bank and Borrower Performance

Bank

7.1 Lending:

ICR Rating: Satisfactory. The project was well prepared and employed extensive consultations with government and stakeholders to define the project objectives and components jointly. IDA involvement was consistent with the overall Country Assistance Strategy for Guyana, adopted in December 1993, in particular its objective, "to support the rehabilitation of education facilities." The project was also grounded on the Government's Sector Objectives and Strategy as detailed in their Five-Year Education Plan. The components were fully integrated with the government's priority to develop the country's human resources. The project addressed the core education issues of improving quality, relevance, efficiency, and equity, and included the minority communities living in the Hinterland areas of Guyana. The SSRP built upon previous work completed by the Ministry of Education, and lessons learned from various donor-supported projects were taken into account in designing the project.

As this project would be the third education project to be financed by IDA in Guyana, the lending operation was planned in continuity with previous IDA assistance to the education sector. The first project, implemented in the early 1970s, successfully engineered the diversification of secondary school curricula and the strengthening of guidance and testing services. The Second Education Project (from the mid-1970s to early 1980s, was only partially successful and over 30 percent of the loan amount was cancelled. Working together with the MOE personnel, the SSRP design emerged in a way that would help address the obstacles recognized by past project implementation experiences. The team paid particular attention to execution capacity and keeping the design simple with well focused priorities.

7.2 Supervision:

ICR Rating: Satisfactory. The Bank provided consistent and high quality supervision with regular supervision missions taking place at least two to three times a year. Although the task team leader changed during implementation, significant overlap between the two assured continuity to the team. According to

Ministry of Education officials, both team leaders have proven to be highly dedicated to the implementation of the project's objectives. Supervision teams with appropriately skilled members have been regularly mobilized to provide high quality support to the project. Aide memoires and Project Supervision Reports were clear and comprehensive, and the team leaders have kept records of well organized and relevant correspondence with the borrower, which addressed critical project management issues whenever necessary.

As reported in the Quality of Supervision Assessment (QSA6), the Bank team received an overall assessment rating of satisfactory. It noted that the Bank team carefully and closely monitored project implementation, identified sources of problems quickly, managed supervision activities properly, and kept in close touch with the Borrower between missions. The Bank team had excellent and collaborative relationships with DFID and IDB, and this helped to ensure their individual projects supported those of the others.

The Bank provided guidance and oversight in terms of procurement and financial management, which may have, at times, seemed burdensome to the Borrower, but this effort ensured that implementation followed all appropriate Bank policies and procedures. This was especially important after the contract with Crown Agents (procurement consulting firm) came to an end and the SSRP Secretariat was solely responsible for procurement activities. As a result, SSRP staff became more knowledgeable in the areas of finance and procurement. Overall, the Bank team has demonstrated quality supervision in assisting the MOE in achieving its objectives in a complex and challenging environment.

7.3 Overall Bank performance:

ICR Rating: Satisfactory. The overall Bank performance was satisfactory. The project was well prepared, and the close involvement of education policy makers resulted in a qualitative project document that guided implementation through to project completion. Overall, project supervision was conducted in a professional manner and provided significant technical support to the Ministry and the SSRP Secretariat. For these reasons, the overall Bank performance is rated satisfactory.

Borrower

7.4 Preparation:

ICR Rating: Satisfactory. Officials from the Ministry of Education were involved in study tours, allowing them to learn from the experience of best practice policies in neighboring countries, Jamaica in particular. Education specialists from Guyana were closely involved, together with Bank staff, during the project design phase. In particular, the future Director of the SSRP was involved in designing the project. Government officials were eager to begin reforming the secondary school system and were careful to try and avoid repeating mistakes that had been made with previous donor supported projects.

7.5 Government implementation performance:

ICR Rating: Satisfactory. Government implementation performance was satisfactory, however, early on during project implementation (September 1998), it was reported in the results of a Rapid Supervision Assessment (RSA2) that the Borrower was not committed to the project, as evidenced by inaction, delays in implementation, and failure to follow up on the recommendations of the Bank's supervision missions. The Borrower's commitment to the project improved as a result of a strategy whereby performance would be assessed strictly based on how many benchmarks were met by the end of each mission (about every six months). The system of benchmarks was employed for several missions until commitment was improved.

Additionally, the Borrower and implementing agency responded very well to a consultant specialist that was hired to facilitate team building within the SSRP Secretariat and help the Borrower build better community/school/Ministry relationships. The Government also demonstrated its commitment to the project by making available the necessary counterpart funds for implementation. As mentioned earlier, some delay in implementation could have been avoided through a less cumbersome procurement and contract approval process. The new, national procurement laws should help in this area.

7.6 Implementing Agency:

ICR Rating: Satisfactory. With competence and dedication, the SSRP Secretariat managed to outperform the objectives of the education quality improvement reforms. The Director and Administrator, who both provided technical specialization in quality, served through the life of the project. The performance of the SSRP team was recognized by the public in Guyana, which was fully informed about the project achievements through a well coordinated public information and media campaign. Because of its success in promoting a quality-based curriculum reform and new testing mechanism, the SSRP team, under the leadership of a competent and dedicated team leader, was very well respected by all education stakeholders. The SSRP worked closely with other donor funded projects, in particular with DFID, through the GEAP project (curriculum development and school rehabilitation), the IDB (PEIP project) and the UNDP (School Books project).

The SSRP rose to the challenge of working within a complex and often bureaucratic government system to accomplish tasks and went the extra step to provide information to government authorities in order to meet the goals of the project. The SSRP Secretariat was, however, unable to achieve some essential tasks under the Institutional Strengthening component and this may have been due to more diligence needed in oversight of technical specialists and/or dependence on policy and support that was slow in materializing within the MOE or the MOF.

7.7 Overall Borrower performance:

ICR Rating: Satisfactory. Due to its close involvement in the project's preparation and design and the dynamic performance in implementation of components one and two through the SSRP Secretariat, the overall borrower's performance is rated satisfactory. Nevertheless, efforts to build national and decentralized education management capacities, through essential actions identified under the SSRP, will need to continue to be pursued in the future.

8. Lessons Learned

Institutional capacity. Guyana is one of the poorest countries in the Americas, and consequently, relies on IDA-type credits and other donor supported activities to assist in efficient and effective delivery of public secondary education services, in addition to a variety of social, health and public benefits to its entire population. Future development assistance programs should aim to increase substantially the education management capacity in Guyana, which still needs to be consolidated among the central, regional and local levels.

Future cooperation and integration of project management into the MOE. During project preparation, it was anticipated that phase two of the SSRP would be discussed and designed during project execution. It may be necessary for the Government to seek, international technical and funding assistance to continue the secondary education quality reform (this area is not currently being assisted by another donor). If a new

education sector project were to be prepared, it would be necessary to better integrate project management functions into the MOE, in order to strengthen the capacity of the institution. The curriculum reform activities may have been too strongly associated with the SSRP. In order to sustain the SSRP achievements in education quality, there is a need to define new institutional roles to promote continuous improvement. New programs supporting education in Guyana (EFA-FTI and BEAMS) have been better integrated with the MOE and especially the Planning Unit. Integrating project administration into the existing organizational structure of the Ministry would help build institutional capacity, local ownership and accountability. There should also be a director assigned to the project who is fully dedicated to the task of coordinating implementation without other responsibilities and with appropriate remuneration, so that the proper attention can be paid to implementation issues.

Keep project design simple. Well focused priorities and flexible implementation have the best chance of success.

Champion of efforts. As demonstrated in the Education Quality Component, when there is a dedicated champion or supporter of change coupled with the necessary provision of clear and consistent follow-up and attention, successful implementation can be realized. When the incentive, support and supervision fall thin, there is a tendency to accept lesser standards and slack off. Where roles were less clearly defined, between the Ministry and the SSRP Secretariat, such as who would be responsible to ensure the piloting of the finance formula at selected schools, there was a drop off in performance.

Management Information Systems. For any MIS system to be fully implemented and useful at all levels of the education system, several factors are critical, including: (i) software should be adapted to meet the needs of end-users; (ii) adequate and regular technical support needs to be provided; (iii) the system needs to be used as a school tool for management, rather than just a database where knowledge and data entry rests with just one person; and (iv) a policy supporting use of the software and reporting electronically would encourage the transition from manual data collection to electronic, systematic reporting. More effort should have been made to adapt the software to fit with school level needs and reporting. Additionally, better defined local school management and information gathering needs would have aided the provision of technical support and software upgrades. The existing software has proved to be a very useful school management tool in a few schools whenever adequate training and regular technical support was provided. For any future MIS system to be fully successful, no matter how good the software is, the Ministry should employ a well designed training strategy and dedicate enough resources (human and monetary) to ensure its successful implementation and use. This strategy would include feedback and two way flow of information to and from the central level, regional and school levels so that information can be used for improving performance and decision-making.

Social Awareness Campaign. The SSRP's successful social awareness campaign proved to have positive effects with relatively low cost. The campaign proved to be a means of encouraging quality improvements in the education system by targeting stakeholders (teachers, parents, student, opinion leaders) so they could actively benefit as well as support and demand the improvements. Social marketing can also be a means to build incentives for improvement through public reward and recognition of performance.

Weak private sector services. As mentioned earlier, due to economic constraints and as a consequence the low capacity of local firms to deliver services, implementation delays can be encountered. This makes it all the more important to select the lowest evaluated bidder where past performance and economic stability of firms should be taken into account, rather than the lowest bidder, when evaluating bidders for award of contract.

9. Partner Comments

(a) Borrower/implementing agency:

Partner comments are included in Annex 8.

(b) Cofinanciers:

N/A

(c) Other partners (NGOs/private sector):

N/A

10. Additional Information

List of Secondary School Reform Project Publications

National English Curriculum Guide	Levels 7, 8 and 9 Revised August 2002
National English Teachers' Guide	Levels 7, 8 and 9
Mathematics Curriculum Guide	Levels 7, 8 and 9
Mathematics Teachers' Guide	Levels 7, 8 and 9
Science Curriculum Guide	Levels 7, 8 and 9
Science Teachers' Guide	Levels 7, 8 and 9
Science Practical Activities Guide	Levels 7, 8 and 9 [In collaboration with Guyana Education Access Project (GEAP)]
Social Studies Curriculum Guide	Levels 7, 8 and 9
Social Studies Teachers' Guide	Levels 7, 8 and 9
Reading Curriculum Guide	Levels 7, 8 and 9
Reading Teachers' Guide	Levels 7, 8 and 9
Agriculture Science Curriculum Guide	Levels 7, 8 and 9
Home Economics (Textiles)	Levels 7, 8 and 9 (Manag., Food & Nutrition, Clothing & Textiles)
Industrial Technology	Levels 7, 8 and 9 (Building Technology, Electrical Technology, Mechanical Engineering Technology, Technical Drawing)
Draft Expressive Arts Curriculum Guide	Levels 7, 8 and 9 (Dance, Drama, Music)
Draft Life Skills, Health, Family Life and Citizenship Education Levels 1 to 9 (in collaboration with NCERD, Ministry of Health, Joint Human Rights Education Program and UNICEF)	
Careers Education: Handbook for Secondary Teachers	
Study Skills: Handbook for Secondary Teachers	
Themes for the Pastoral Curriculum: Guidelines for Secondary Teachers	
Guidelines for School Improvement Planning	
Standards for the Design and Development of Secondary-Age schools in Guyana.	
Scheme of Work for English	Levels 10 and 11
Scheme of Work for Social Studies	Levels 10 and 11

Scheme of Work for Mathematics	Levels 10 and 11
Scheme of Work for Science	Levels 10 and 11
Scheme of Work for Social Studies	Level 11
Scheme of Work for Mathematics	Level 11
Scheme of Work for Science	Level 11
Report of the National Conference on Quality Secondary Education	
Themes for Living: Poems by Grade 9 Students, 2003	
“The Reformer” (SSRP magazine)	yearly 1998-2004

Annex 1. Key Performance Indicators/Log Frame Matrix

Outcome / Impact Indicators:

Indicator/Matrix	Projected in last PSR ¹	Actual/Latest Estimate
<p>Note - the SAR did not include outcome indicators, but the team tracked the following:</p> <p>I. EDUCATION PROGRAM QUALITY.</p> <p>Unification of Secondary Education Management.</p> <p>Development and implementation of common curricula for lower secondary education.</p> <p>Training of Teachers to support the curriculum implementation.</p> <p>Provision of learning materials to students to support curriculum implementation.</p> <p>Increase in percentage of students taking CXC exams. (Baseline, 1996)</p> <p>Percentage of CXC exams passed:</p> <p>A. Achieving a Grade III or better. National - 35% (1996) Pilot GSS - 42% (1996) Pilot CHS - 29% (1996) Pilot PT - 0% (1996)</p> <p>B. Achieving a Grade IV or better. National - 65% (1996) Pilot GSS - 81% (1996) Pilot CHS - 66% (1996) Pilot PT - 0% (1996)</p> <p>Average Attendance for teachers and students in pilot schools. (Data not available for project start date.) Students - 70% (2000) Teachers - 86% (2000)</p> <p>Survival rate at pilot schools: Form III to IV - 91% (1997) Form IV to V - 95% (2000)</p> <p>II. SCHOOL ENVIRONMENT</p> <p>Improve school physical environment at 12 pilot schools.</p> <p>Improve school physical environment through provision of emergency repairs at selected schools.</p> <p>III. NATIONAL AND REGIONAL INSTITUTIONAL STRENGTHENING</p> <p>Development of rational budgeting and monitoring procedures.</p>		<p>Unified school management and training program for secondary schools established and implemented at pilot schools.</p> <p>New curricula for Grades 7-9 in the five core subjects were developed, tested and adopted nationally. Curricula for five non-core subjects were also developed and are being implemented.</p> <p>Intensive training and support was delivered to the 12 pilot schools, Regional officers and beyond.</p> <p>New lower secondary level textbooks in core subjects were delivered to pilot schools to support new curricula. Nationally adopted curriculum guides and teachers' guides are also in use.</p> <p>12 pilot schools - 83% increase by 2004. Nationally - 30% increase by 2004.</p> <p>Percentage of CXC exams passed:</p> <p>A. Achieving a Grade III or better. National - 55% (2004) Pilot GSS - 78% (2004) Pilot CHS - 24% (2004) Pilot PT - 27% (2004)</p> <p>B. Achieving a Grade IV or better. National - 78% (2004) Pilot GSS - 93% (2004) Pilot CHS - 50% (2004) Pilot PT - 53% (2004)</p> <p>Average attendance for teachers and students in pilot schools: Students - 67% (2004) Teachers - 88% (2004)</p> <p>Survival rate at pilot schools: Form III to IV - 92% (2004) Form IV to V - 94% (2004)</p> <p>12 pilot schools completely rehabilitated. They now provide proper facilities for provision of General Secondary School curriculum. Enrollment at these schools increased by 39%, providing 2029 additional children access to GSS.</p> <p>18 secondary schools were vastly improved. Schools now physically equipped to offer GSS curricula. 3,000 new student places created.</p>

	<p>Concept of School Improvement Plan (SIP) was adopted and is now a nationwide mandate that all schools must produce a SIP by 2007.</p> <p>MOE has variety of tools to assist with planning and budgeting for physical school improvements and maintenance - Nationwide Physical Facilities Survey, Selection Criteria for prioritizing emergency repairs, school maintenance manuals for upkeep of facilities, Space Utilization Study, etc.</p>
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Output Indicators:

Indicator/Matrix	Projected in last PSR ¹	Actual/Latest Estimate
<p>EDUCATION PROGRAM QUALITY</p> <p>Design new curriculum and teacher's guides for the 5 core subject areas.</p> <p>Delivery of training to key personnel in the use of Curriculum Guides, Curriculum Supervision and School-based Training.</p> <p>Subject teachers at pilot schools trained in content and methodology for core subjects and reading.</p> <p>Subject teachers at pilot schools trained in content and methodology for non-core subjects.</p> <p>Teachers using Grades 7, 8, and 9 Curriculum Guides for curriculum planning.</p> <p>Teachers using Grades 7, 8, 9 Teacher's Guides.</p> <p>Supply core subject textbooks to pilot schools.</p> <p>School administrators trained in School Management, Leadership and SIP Development.</p> <p>SIACs established at each pilot school and all produce a SIP.</p> <p>Nationalized student assessment mechanism for lower secondary tested and established.</p>		<p>1000 hardcopies and 225 CD sets of the National Curriculum and Teacher's Guides in the 5 core areas (English, math, science, social studies, and reading) are in use at all secondary schools, regional offices and the central ministry. Additionally, the same was produced, tested, and distributed for five non-core subject areas.</p> <p>22 Supervision team members 11 CIMAT subject specialists 11 SSRP Education Officers/Supervisors</p> <p>609 from pilot schools. 88 from non-pilot schools</p> <p>109 from pilot schools 44 from non-pilot schools</p> <p>835 at the 12 pilot schools 5,777 at non-pilot schools</p> <p>688 at the 12 pilot schools. 4955 at non-pilot schools.</p> <p>25,900 textbooks distributed to pilot schools. 11,760 library books distributed to pilot schools.</p> <p>539 in pilot schools 60 in non-pilot schools</p> <p>12 SIACs established and functioning. Over 209 meetings have been held during implementation. Each manage their respective SIPs.</p> <p>National Third Form Exam (NTFE) established and now managed by MOE.</p>
<p>SCHOOL ENVIRONMENT</p> <p>12 Pilot schools completely refurbished and equipped with furniture.</p> <p>National and Regional Education Officers and School Administrators trained in</p>		<p>12 pilot schools fully refurbished and configured to provide GSS curriculum. Furniture delivered to pilot schools, including: student tables, chairs, desks; teacher chairs and desks; classroom cupboards, computer workstations, and laboratory stools.</p> <p>146 total</p>

<p>Community-based Participatory Management of the School Environment</p> <p>Emergency Repairs completed at Selected Secondary Schools.</p> <p>NATIONAL AND REGIONAL INSTITUTIONAL STRENGTHENING.</p> <p>Improved understanding of the state of school facilities in the country.</p> <p>School Management Information Systems developed and data gathering and reporting for information-based decision making enhanced.</p> <p>Social Awareness Campaign on the reform of secondary education conducted.</p> <p>Strengthen budget planning.</p>		<p>Emergency Repairs and Rehabilitation completed at 18 Schools. All are now equipped to provide GSS curriculum.</p> <p>Nationwide Physical Facilities Survey completed.</p> <p>MIS team established.</p> <p>SIMS and EMIS introduced and tested at all 12 pilot schools and regional offices plus Georgetown. School administrators trained in use of software.</p> <p>Country-wide knowledge and participation in the reform was achieved through regular community meetings, radio and multimedia campaigns, including an annual SSRP publication.</p> <p>School boards established and trained at pilot schools. Framework for appropriating yearly budget allocations established.</p>
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¹ End of project

Annex 2. Project Costs and Financing

Project Cost by Component (in US\$ million equivalent)

Component	Appraisal Estimate US\$ million	Actual/Latest Estimate US\$ million	Percentage of Appraisal
A. Education Program Quality	3.00	2.84	95
B. School Environment			
B.1 Pilot Schools	7.20	5.82	81
B.2 Emergency Repair Schools	6.00	6.17	103
C. National & Regional Institutional Strengthening			
C.1 Institutional Strengthening	1.50	0.99	66
C.2 Project Management	1.00	0.96	96
D. PPF Refinancing	0.60	0.06	10
Total Baseline Cost	19.30	16.84	
Total Project Costs	19.30	16.84	
Total Financing Required	19.30	16.84	

Project Costs by Procurement Arrangements (Appraisal Estimate) (US\$ million equivalent)

Expenditure Category	Procurement Method ¹			N.B.F.	Total Cost
	ICB	NCB	Other ²		
1. Works	1.00 (1.00)	5.90 (5.55)	3.00 (2.85)	0.00 (0.00)	9.90 (9.40)
2. Goods	0.00 (0.00)	0.20 (0.20)	1.70 (1.70)	0.00 (0.00)	1.90 (1.90)
3. Services	0.00 (0.00)	0.00 (0.00)	6.90 (5.50)	0.00 (0.00)	6.90 (5.50)
4. Training & Operating Exp.	0.00 (0.00)	0.00 (0.00)	0.60 (0.60)	0.00 (0.00)	0.60 (0.60)
Total	1.00 (1.00)	6.10 (5.75)	12.20 (10.65)	0.00 (0.00)	19.30 (17.40)

Project Costs by Procurement Arrangements (Actual/Latest Estimate) (US\$ million equivalent)

Expenditure Category	Procurement Method ¹			N.B.F.	Total Cost
	ICB	NCB	Other ²		
1. Works	8.54 (7.19)	0.00 (0.00)	0.00 (0.00)	0.00 (0.00)	8.54 (7.19)
2. Goods	2.29 (2.20)	0.00 (0.00)	0.13 (0.08)	0.00 (0.00)	2.42 (2.28)
3. Services	2.50 (2.50)	0.00 (0.00)	1.74 (1.67)	0.00 (0.00)	4.24 (4.17)
4. Training & Operating Exp.	0.00 (0.00)	0.00 (0.00)	1.64 (1.43)	0.00 (0.00)	1.64 (1.43)
Total	13.33 (11.89)	0.00 (0.00)	3.51 (3.18)	0.00 (0.00)	16.84 (15.07)

^{1/} Figures in parenthesis are the amounts to be financed by the IDA Credit. All costs include contingencies.

^{2/} Includes civil works and goods to be procured through national shopping, consulting services, services of contracted staff of the project management office, training, technical assistance services, and incremental operating costs related to (i) managing the project, and (ii) re-lending project funds to local government units.

Project Financing by Component (in US\$ million equivalent)

Component	Appraisal Estimate			Actual/Latest Estimate			Percentage of Appraisal		
	IDA	Govt.	CoF.	IDA	Govt.	CoF.	IDA	Govt.	CoF.
I. EDUCATION PROGRAM QUALITY	2.59	0.42		2.50	0.34		96.5	81.0	
II. SCHOOL ENVIRONMENT									
a. Pilot Schools	6.45	0.75		5.33	0.49		82.6	65.3	
b. Emergency School Repair (ERS)	5.31	0.69		5.31	0.86		100.0	124.6	
III. NATIONAL AND REGIONAL INSTITUTIONAL STRENGTHENING									
a. Institutional Strengthening	1.41	0.07		0.92	0.07		65.2	100.0	
b. Project Mngmt.	1.01	0.00		0.96	0.00		95.0	0.0	
IV. PPF Refinancing	0.55	0.00		0.06	0.00		10.9	0.0	
Total Project Costs	17.32	1.93		15.08	1.76		87.1	91.2	

Please note that the exchange rate between SDR and US\$ and US\$ and G\$ changed significantly over the course of implementation. The project executed 94 percent (SDR 11.1 million) of the total credit amount

(SDR 11.8 million). The US\$ equivalent is US\$15.08 million executed which is 94 percent of the IDA amount rather than 87 percent as reflected in the table above and below. This is due to the depreciation of the US\$ to SDR.

Project Financing by Category (in US\$ million equivalent)

Category	Appraisal Estimate			Actual/Latest Estimate			Percentage of Appraisal		
	IDA	Govt.	total	IDA	Govt.	total	IDA	Govt.	Total
1. Civil Works									
a. Pilot Schools	5.13	0.57	5.70	2.78	0.49	3.27	54	86	57
b. Emergency Repair Schools	4.47	0.50	4.97	4.41	0.86	5.27	99	172	106
2. Goods									
a. Pilot Schools	1.21	0.00	1.21	2.07	0.04	2.11	171	0	174
b. Other	0.65	0.00	0.65	0.21	0.00	0.21	32	0	33
3. Consultant Services	4.56	0.00	4.56	4.17	0.07	4.24	91	0	93
4. Training	0.45	0.00	0.45	0.63	0.00	0.63	140	0	140
5. Operating Expenditures	0.31	0.00	0.31	0.75	0.30	1.05	242	0	339
6. PPF Refinancing	0.55	0.86	1.41	0.06	0.00	0.06	11	0	4
Total Project Costs	17.33	1.93	19.26	15.08	1.76	16.84	87	91	87

Annex 3. Economic Costs and Benefits

N/A

Annex 4. Bank Inputs

(a) Missions:

Stage of Project Cycle	No. of Persons and Specialty (e.g. 2 Economists, 1 FMS, etc.)		Performance Rating	
	Month/Year	Count	Specialty	Implementation Progress
Identification/Preparation 05/1994				
Appraisal/Negotiation 06/26/1995	7	Mission Leader (1); Education Finance Specialist (1); Architect (1); Training Specialist(1); Education Specialist (1); Human Resource Specialist (1).		
Supervision				
08/09/1996	1	Task Manager (1)	S	HS
06/19/1997	8	Procurement Specialist (1); Task Assistant (1); Mission Leader (1); Education Finance Specialist (1); Architect (1); Organizational Management Specialist (1); Financial Management Specialist (1); School-based Management Spec. (1)	S	S
03/23/1998	5	Team Leader (1); Procurement Assistant (1); Tech. Ed. Specialist (1); Project Assistant (1); Architect (1)	U	S
10/30/1998	4	Task Manager (1); Education Specialist (1); Education Management (1); Architect (1)	U	S
05/07/1999	2	TTL (1); Deputy TTL (1)	S	HS
11/16/1999	5	Task Manager (1); Education Management Spec/Training Spec. (1); Curriculum Development Spec. (1); Education Specialist (1); Architect (1)	U	S
11/16/1999	1	TTL (1)	S	HS
06/08/2001	4	TTL (1); DEPUTY TTL (1); Architect (1); HD Sector Leader (1)	S	S
11/09/2001	1	TTL (1)	S	HS
01/11/2002	3	Deputy TTL / Mission Leader (1); Sr. Procurement Specialist (1); Architect (1)	S	HS
06/07/2002	3	Acting TTL (1); Sr. Procurement	S	HS

	11/18/2002	3	Specialist (1); Architect (1) Acting TTL (1); Procurement Specialist (1); Architect (1)	S	S
	03/18/2003	1	Acting TTL (1);	S	S
	5/20/2003	4	TTL (1); Financial Mgmt Specialist; Architect; IT Specialist;		
	7/22/03	1	Task Team Leader	S	S
	12/06/2003	4	TTL; Architect; IT Specialist; Procurement Specialist	S	S
	4/02/04	5	TTL; Architect; FM; Disbursements; IT Specialist	S	S
	8/13/04	5	TTL, Architect, FMS, IT Specialist, Procurement Analyst, Education	S	S
ICR	9/04	1	Sr. Education Specialist		

(b) Staff:

Stage of Project Cycle	Actual/Latest Estimate	
	No. Staff weeks	US\$ ('000)
Identification/Preparation		not available
Appraisal/Negotiation		322.00
Supervision	128	550.00
ICR		44.00
Total		916.00

Annex 5. Ratings for Achievement of Objectives/Outputs of Components

(H=High, SU=Substantial, M=Modest, N=Negligible, NA=Not Applicable)

	<u>Rating</u>				
<input type="checkbox"/> <i>Macro policies</i>	<input type="radio"/> H	<input type="radio"/> SU	<input checked="" type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> <i>Sector Policies</i>	<input type="radio"/> H	<input checked="" type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> <i>Physical</i>	<input type="radio"/> H	<input checked="" type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> <i>Financial</i>	<input type="radio"/> H	<input type="radio"/> SU	<input checked="" type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> <i>Institutional Development</i>	<input type="radio"/> H	<input checked="" type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> <i>Environmental</i>	<input type="radio"/> H	<input checked="" type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<i>Social</i>					
<input type="checkbox"/> <i>Poverty Reduction</i>	<input type="radio"/> H	<input type="radio"/> SU	<input checked="" type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> <i>Gender</i>	<input type="radio"/> H	<input type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input checked="" type="radio"/> NA
<input type="checkbox"/> <i>Other (Please specify)</i>	<input type="radio"/> H	<input type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input checked="" type="radio"/> NA
<input type="checkbox"/> <i>Private sector development</i>	<input type="radio"/> H	<input type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input checked="" type="radio"/> NA
<input type="checkbox"/> <i>Public sector management</i>	<input type="radio"/> H	<input checked="" type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input type="radio"/> NA
<input type="checkbox"/> <i>Other (Please specify)</i>	<input type="radio"/> H	<input type="radio"/> SU	<input type="radio"/> M	<input type="radio"/> N	<input checked="" type="radio"/> NA

Annex 6. Ratings of Bank and Borrower Performance

(HS=Highly Satisfactory, S=Satisfactory, U=Unsatisfactory, HU=Highly Unsatisfactory)

6.1 Bank performance

Rating

- | | | | | |
|---|--------------------------|------------------------------------|-------------------------|--------------------------|
| <input checked="" type="checkbox"/> Lending | <input type="radio"/> HS | <input checked="" type="radio"/> S | <input type="radio"/> U | <input type="radio"/> HU |
| <input checked="" type="checkbox"/> Supervision | <input type="radio"/> HS | <input checked="" type="radio"/> S | <input type="radio"/> U | <input type="radio"/> HU |
| <input checked="" type="checkbox"/> Overall | <input type="radio"/> HS | <input checked="" type="radio"/> S | <input type="radio"/> U | <input type="radio"/> HU |

6.2 Borrower performance

Rating

- | | | | | |
|---|--------------------------|------------------------------------|-------------------------|--------------------------|
| <input checked="" type="checkbox"/> Preparation | <input type="radio"/> HS | <input checked="" type="radio"/> S | <input type="radio"/> U | <input type="radio"/> HU |
| <input checked="" type="checkbox"/> Government implementation performance | <input type="radio"/> HS | <input checked="" type="radio"/> S | <input type="radio"/> U | <input type="radio"/> HU |
| <input checked="" type="checkbox"/> Implementation agency performance | <input type="radio"/> HS | <input checked="" type="radio"/> S | <input type="radio"/> U | <input type="radio"/> HU |
| <input checked="" type="checkbox"/> Overall | <input type="radio"/> HS | <input checked="" type="radio"/> S | <input type="radio"/> U | <input type="radio"/> HU |

Annex 7. List of Supporting Documents

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Additional Annex 8. Partner comments.

Executive Summary

This report evaluates the inputs, processes and results of the Secondary School Reform Project (SSRP) of the Republic of Guyana, financed by a credit from the International Development Agency (IDA) of US\$17.3 million (signed in 1996 and to be completed by December 31, 2004); suggests ways to sustain and expand the improvements made under the SSRP; and also examines issues in secondary education, management of the education system, and mobilization of foreign assistance. It is based on two visits to Guyana, visits to thirteen secondary schools, discussions with a wide spectrum of stakeholders, and a review of documents and data on education in Guyana.

Project Objectives and Description. In the early 1960's Guyana was among the education leaders in the Caribbean, with high rates of literacy, primary school enrollment, and educational attainment of its population. Its education system deteriorated since that time in all aspects. Recognizing these problems, the Government sought assistance from the World Bank through the SSRP, which sought to improve quality, relevance, equity and efficiency of lower secondary education (grades 7 to 9) and to improve overall management of the education system. Quality improvement (15% of project costs) would be achieved through designing and implementing a common core curriculum reform for lower secondary education and increasing learning achievement. Quality improvements were initially targeted at 12 pilot schools. Teams of experts revised curriculum in the core subjects studies (and subsequently additional subjects) and teaching material and training were provided based on the new curriculum. Testing was used as a means of performance monitoring through a ninth grade exam (the National Third Form Examination, or NFTE). The project sought to improve the physical environment of lower secondary schooling through facilities improvement (68% of project costs) of twelve "pilot schools and, eventually, 18 additional secondary schools. Finally the project sought to strengthen management (17% of costs) at the local, regional, and national levels through improved budgetary planning, improved organization, a school and system information system, a nationwide physical facilities survey, and campaigns to increase social awareness of the importance of quality.

Evaluation of the project: improving quality. The effort at quality improvement within SSRP exhibits much that could be called best practice in "standards based reform." Standards based reform focuses on measurable increases in learning, in which all of the inputs and processes--curriculum, training, textbooks, supervision, incentives, and rewards--are aligned towards achievement of those specific learning goals. The new unified curriculum and related teaching materials and teacher guides supported under SSRP were focused on classroom practice, well structured, provided step-by-step instructions, and were appropriate to untrained or poorly trained teachers. The training program linked with these materials was professionally delivered. The implementation of a nation-wide diagnostic test at the end of Form 3 (the National Third Form Exam or NTFE) was also an important breakthrough, since it provided a diagnostic tool for teachers which they could use during the last two years of secondary school. Seven Community High Schools and three Primary Tops were converted into full General Secondary Schools. With their improved physical facilities, new curriculum and teacher training, students' scores on the CSEC and NTFE exams went up until two years ago, and these students now have an opportunity for study beyond secondary education which was not available in the past. From a system wide point of view, Guyana's scores in the Caribbean Secondary Education Certificate (CSEC) exam have been slowly improving from a low reached in the early 1990's. It is likely that SSRP catalyzed a broader educational and social effort which is resulting in improved learning.

While the SSRP accomplished much that is best practice in quality improvement, the most critical issue now is that of sustainability. Based on school visits, recent test scores, and interviews with stakeholders, pilot schools are “sliding back” to an older way of doing business in the classroom. The last SSRP training program ended almost four years ago. Teacher turnover means that the shared experiences of those in the pilot schools have gradually been dissipated. Based on observations, there is little evidence that teachers are using the NTFE for diagnostic purposes. Qualitative improvement and system management are inter-related. In this respect the Guyana education system continues to suffer from inadequate vertical and horizontal accountability, with the result that there is no incentive for teachers to change their classroom behavior.

To sustain secondary school quality reform, MOE may wish to consider the following: *identify a focal point and critical targets for quality reform; spend the money necessary to sustain quality reform; focus especially on teacher commitment towards quality enhancement; re-invigorate a social marketing program on the importance of quality; as already proposed by MOE, make the National Center for Educational Resource Development (NCERD) the beacon of quality improvement, through its establishment as an autonomous institution; de-emphasize elitism and emphasize “value added” in secondary education; An Annex to this report provides an exercise which identifies the most “effective” secondary schools in Guyana, defined as schools which have the greatest increase in their ranking on the CSEC exam compared to cut-off scores for entrance to the schools based on the SSEE. The analysis confirms that well managed schools can significantly improve student performance ensure that the NTFE provides more effective feedback to schools as well as a research based approach to learning; complete the process of transforming all Primary Tops and community high schools into general secondary schools; and, as noted below, seek further foreign financial assistance to sustain and expand secondary school quality improvement.*

Evaluation of the project: improving the physical environment. The SSRP successfully upgraded the physical environment of 12 pilot schools, and repairs and renovations have been made to 18 non-pilot schools, equivalent to 30% of the approximately 70 public secondary schools in Guyana. While there have been many implementation difficulties, for the most part the renovated schools are of reasonable quality. Because of poor timetabling, some facilities are underutilized. Science laboratories are underutilized because Guyanese students continue to avoid sitting for CSEC science exams. In nearly every school, libraries, while staffed by full time librarians, are severely underutilized. Equipment in many cases is underutilized or already in disrepair.

To sustain physical facilities improvement, the following should be considered: *update the secondary school physical survey and continue to upgrade existing secondary school facilities through local or external funding; help to build up the capacity of the construction industry, seek more effective facilities utilization; train head teachers in effective timetabling and school facilities management; and find a means of financing school maintenance through public funding and/or through encouraging PTAs to contribute to school maintenance.*

Evaluation of the project: improving education management The project sought to provide a variety of technical inputs into the management improvement process. This component of the project has had limited success yet the MOE appears to be moving in the right direction. MOE staff increasingly look at data on learning to evaluate schools. The project financed computerized school and management systems which were not made operational in part because of failure to recruit regional Information Technology officers. A consultant examined budget management but most of his recommendations, including decentralized budgeting, have not yet been put in place.

Lack of incentives, inadequate leadership, continuation of attitudes of actors and stakeholders at all levels which are not supportive of accountability, and salaries, which while perhaps adequate in the Guyana context, are far lower than in countries to which many Guyanese can emigrate, appear to be far greater constraints to effective management than training and/or equipment. MOE still does not appear to be attracting the highest quality young staff. With notable exceptions, most head teachers do not exhibit the leadership necessary for good school management and heads of departments do not fulfill their functions as mentors to new teachers. MOE has made school management more difficult with some of its policies, including its retirement policy and its policy of permitting young untrained teachers to attend the University of Guyana while on full salary. MOE has not yet adequately structured the “matrix management” approach required for a decentralized education system and continues to be behind in timely collection of basic statistics.

The National Education Strategy 2003-2007 has already identified many management issues. In keeping with the objectives of the Strategy, the following should be considered: *redesign the role of MOE to conform with a decentralized system*; Research throughout the world has shown that decentralization by itself, especially to local and regional offices, does not improve the quality of education. The prerequisite is for the central authority to have strong oversight, clear learning and school retention goals, specific financing goals, with an emphasis on equity and cost effectiveness, rewards and sanctions to schools and administrative units based on performance, and an unerringly focus on changes in the classroom and on student performance. *find ways of recruiting and rewarding the best and the brightest in public service in education*; *continue to upgrade the timeliness adequacy, and utilization of statistic*; *focus unerringly on cost-effectiveness, including seeking least cost interventions with potentially significant impacts on learning or school retention*; *make the MOE accountable on its own terms, e.g. implementing the 2003-2007 Education Strategy*; and, as noted above, *move forward expeditiously in establishing NCERD as an autonomous quality improvement agency with adequate funding.*

The role of the World Bank in identifying, negotiating, financing and supervising the SSRP has been positive, although at some times excessively rigid. Guyana itself fielded a strong project team. Weaknesses in implementation were lodged, according to the World Bank, mainly in oversight of civil works, in some deficiencies in financial record keeping, and in the slowness and sometimes excessive focus on price of Government’s Tender Board. The separation of the SSRP team from normal MOE operations may have led to difficulties in sustainability.

New Challenges in Secondary Education. Guyana is well advanced in implementing a common curriculum for lower secondary education. In its effort at universal secondary education, the MOE will need to design and implement an appropriate structure and strategy for the upper grades of secondary education. In particular Guyana needs to consider the appropriate mix of academic, commercial and technical vocational subjects. Furthermore, for long term quality improvement, all secondary school teachers should eventually receive a full BA in their subject specialty, followed by a year of pedagogical training, with the Cyril Potter College of Education offering at most the first two years of a full four year program. Policies that Guyana may wish to consider for continuing the process of secondary school quality improvement include the following: *ensure that all children sit for the four basic subjects in the CSEC exam*; *expand the offering of business oriented courses leading to the CSEC exam*; *de-emphasize technical and agricultural subjects in secondary schools unless there are specific circumstances where a school would be associated with an industry or firm which will accept its graduates and which would be committed to providing adequate financing*; *expand the teaching of Information Technology but only where financing and high quality teachers are assured*; *move specific vocational training out of the formal secondary schools and into modular programs provided by the Ministry of Labor and Ministry of Human Service*; *develop special Youth programs (outside MOE) for the youths, especially boys, who may still drop out of secondary schools*; *undertake a financing and human resources study on offering*

universal high quality secondary education; upgrade and re-invigorate secondary teacher training; and seek international financial assistance for feasibility studies on these subjects as well as to design a policy for oversight as well as encouragement of private education.

Mobilizing Foreign Assistance. As recognized in the National Education Strategy, in the foreseeable future Guyana will have to depend on external assistance for much of investments in quality improvement. This brings advantages in terms of financing and new ideas but disadvantages in that external agencies may insist on approaches which are inappropriate for Guyana. To mobilize more effectively foreign assistance Guyana may wish to consider the following: *seek to integrate future externally funded projects into the MOE's structure; identify independent experts in the field who could advise MOE on the appropriateness of external agencies' proposals; where external support has been found to have a positive impact, find the funds which will ensure that the successful innovations are sustained and generalized; if local funds are not available, explicitly seek further external financial support to consolidate and expand the secondary education reform program, including sustaining the quality gains made in the SSRP and designing and implementing a reform of upper secondary education and the upgrading of secondary teacher training; seek to tap the new lending instruments available at the World Bank and the IDB which provide relatively small amounts of funding (usually up to US\$ 10 million), expedited preparation, and rapid disbursement; and explore the possibility of setting up or designating an NGO which would accept monetary and in kind donations from Guyanese living overseas to the education system, with a focus on equipment, textbooks, library books, and training.*

Additional Annex 9. The Three Types of Schools Offering Secondary Education.

The three types of secondary schools and the levels of resources devoted to them vary. As in several other Caribbean countries, a considerable percentage (about 20 percent) of Guyana's secondary enrollments are in "all-age" primary schools or "primary tops" where there is a secondary department within a primary school. Entry into secondary school depends on the scores achieved on the Secondary School Entrance Examination (SSEE). Generally, students with higher scores are admitted to General Secondary School (GSS) where there is an opportunity to learn the traditional secondary school subjects and sit for the Caribbean Examination Council (CXC) exam upon graduation. Others may continue in the Primary Tops (PT) which offers schooling for three to four years, or opt for Community High Schools (CHS) that offer a more vocationally oriented curricula. The curriculum offered in PT schools is less rigorous and is often a repetition of studies at the primary level. At the end of Grade 9 or Form III, there is an opportunity for students in PT and CHS to transition to GSS if scores are high enough, but an average of only 50 students each year make the transition. The unit costs of these schools vary widely, with students in GSS two or three times higher than those in Primary Tops. The wide disparity between the quality and curriculum offered in the three types of secondary schools leaves students with inequitable opportunities, education, skills, and preparation for the labor force.

For those students who aspire to continue their education beyond secondary school, entry to the tertiary level depends on the type of secondary school completed and the scores achieved on the CXC exam. Technical level courses at vocational and technical colleges are available to CHS graduates, and for GSS graduates the options are programs at the Cyril Potter Teacher College or University of Guyana.

