

## TC Document

### I. Basic Information for TC

▪ Country/Region:	Suriname
▪ TC Name:	Support to increase Access to Inclusive Quality Education in Suriname
▪ TC Number:	SU-T1115
▪ Team Leader/Members:	Elena Arias Ortiz, Team Leader and Cynthia Hobbs, Alternate Team-Leader (SCL/EDU); Marcos Siqueira Moraes (VPC/002), Raijant Gangadin, Operations Analyst (CCB/CSU); Rodolfo Scannone, Operations Assistant (SCL/EDU)
▪ Indicate if: Operational Support, Client Support, or Research & Dissemination	Operational support
▪ If Operational Support TC, give number and name of Operation Supported by the TC:	SU-L1059 "Consolidating Access to Quality and Inclusive Education in Suriname"
▪ Date of TC Abstract authorization:	13 May 2019
▪ Beneficiary (countries or entities which are the recipient of the technical assistance):	Ministry of Education, Science and Culture in Suriname (MOESC)
▪ Executing Agency and contact name (Organization or entity responsible for executing the TC Program)	Inter-American Development Bank
▪ Donors providing funding (amount and Fund's name):	Up to US\$150,000 from the OC Strategic Development Program for Social Development (SOC)
▪ IDB Funding Requested:	US\$150,000
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	24 months
▪ Required start date:	June 2019
▪ Types of consultants (firm or individual consultants):	Firms and individuals
▪ Prepared by Unit:	SCL/EDU
▪ Unit of Disbursement Responsibility:	SCL/EDU
▪ TC Included in Country Strategy (y/n):	Yes, strengthen human capital
▪ TC included in CPD (y/n):	No
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Social inclusion and equality

### II. Description of the Associated Loan/Guarantee

- 2.1 The IDB, at the request of the Government of Suriname, has initiated the preparation of a new loan program "Consolidating Access to Quality and Inclusive Education in Suriname (SU-L1059)". As agreed with the MOESC, the main objective of the program is to improve access to quality and inclusive education in Suriname. The program will support three main components:
- (i) *Component 1- Improved quality and relevance of lower secondary school:* this component is aimed at developing a new curriculum for lower secondary education, building upon the new curriculum for primary.

- (ii) *Component 2- Equal Access to Schooling and Readiness to Learn:* this component is focused on providing inclusive education in early childhood and special education, and to children in the interior. This component will support investment in school infrastructure that will be limited to renovations and expansion of existing facilities. However, further analysis is being conducted to assess specific needs in the interior in still needed.
- (iii) *Component 3- Better management and monitoring of the education sector:* this component supports the digital transformation of the MOESC to improve its capacity to monitor and manage the education system.

### **III. Objectives and Justification of the TC**

- 3.1 The objective of this Technical Cooperation (TC) is to conduct a series of studies analyzing various sub-sectors of education in Suriname to inform the design of the new loan operation and provide inputs for education policy making in the country. These studies will collect primary information to close existing data gaps and document best practices in the areas that will be included in the loan operation and where key information is missing: (i) contents, technology and pedagogical approaches in secondary school; (ii) programs to improve school readiness among early learners; (iii) special education; (iv) public private partnerships in education for the provision of education, especially in the interior; (v) career path and in-service teacher professional development; and (vi) diagnostic of education management and information systems.
- 3.2 Suriname has made progress in providing access to education and is close to achieving the Millennium Development Goal of universalizing primary schooling. Currently, 95.4% of primary school-age children are enrolled in primary or secondary school, compared to 78% in 1999 (UNICEF, MICS 2000 and 2010). Despite these advances, Suriname continues to face challenges in the following three areas: (i) access and quality in the early grades; (ii) low efficiency of the education system with very high dropout rates in secondary school; and (iii) low levels of student learning, particularly in the interior.
- 3.3 First, preschool education is far from universal. The latest estimates from MOESC suggest that 53% of children between the ages of 3-4 attend an early childhood education program in Suriname versus 70.2% in the Caribbean region (UNICEF global data base, 2010).
- 3.4 Second, high levels of repetition and dropout are observed throughout the system. In 2013, the average repetition rate ranged from 13% to 20% in grades 3-8 (MOESC, 2017). The dropout rates are particularly high in three districts: Paramaribo, Brokopondo, and Sipaliwini, ranging between 10 and 14%, two times higher than those observed in other Districts. The latter two districts are in the interior. The dropout rate for Grade 8 is extremely high, 22% at the national level, suggesting that a high proportion of students face problems to continue formal secondary education. Only 59% of secondary-age youth attend secondary school in any of the three streams (academic, technical or vocational), compared to 80% on average in the Caribbean countries (UNICEF MICS 2010).
- 3.5 Lastly, student learning is low. Results of the 2014 national exam at the end of primary education (GLO 6) show that only 24% of the students had satisfactory grades in Math,

and only 62% in Language. Student learning is also highly unequal. Students in the main urban areas -Paramaribo- had higher percentages of satisfactory grades than those in the interior rural areas of the country -Brokopondo and Sipaliwini. While 27% and 67% of children in Paramaribo achieved satisfactory grades in Math and Language respectively, only 15% and 37% of the children in the interior districts of Brokopondo and Sipaliwini did so. It is important to note that there is a high concentration of students in urban areas in Suriname, as nearly 65% of the students live in Paramaribo and Wanica, while the rest is distributed in the other 8 districts (MOESC 2014). Brokopondo and Sipaliwini are the most remote and isolated, and some areas are only reachable by boat.

- 3.6 The persistent inequalities in learning are mainly due to the disadvantages teachers and students face in the interior. First, Dutch is the official language at school, but most children in the interior do not speak Dutch at home; reading and learning materials are scarce in the interior and are not adapted for non-native Dutch speakers. Second, teachers that work in the interior are less experienced and have not received specific training in teaching in multi-grade and/or multilanguage classrooms. As of 2010, approximately 37% of the teachers working in the interior were not accredited to teach at the primary school level and 49.2% had 5 years or less of experience (School Mapping, 2010). Finally, 59% of the schools in the interior are private (denominational) schools run by Catholic or Moravian churches (although teachers are paid by the MOESC). Tuition is free in private schools, but registration fees are charged at between 50 – 120 SRD per year compared to 10 SRD per year for public schools (UNICEF MICS, 2010).
- 3.7 The limited management capacity at MOESC and District offices is also a critical challenge in many dimensions. Lack of timely information on school and student performance - especially in the interior, limited technical capacity at the central ministry, and low levels of coordination among offices and programs, reduce the ability of the MOESC to design and implement adequate education policies. However, no systematic evidence about the specific challenges that the MOESC faces in terms of education management and information systems has been collected.
- 3.8 The IDB has supported the Government of Suriname continuously since 2003 to carry out a reform of the education sector, through the Basic Education Improvement Program (BEIP). Three different operations (1521/OC-SU, SU-L1019 and SU-L1038) assisted in the development of a new curriculum for all grades in basic education (from grades 4-8). The third operation, SU-L1038 approved in 2016, is in execution and focuses on the design and implementation of a revised curriculum of the last two years of primary education (grades 7 and 8).
- 3.9 To build on the achievements of the IDB-financed program for basic education, the Government of Suriname aims to focus their efforts on three areas of action: (i) providing more inclusive access to all levels of education in the interior, (ii) improved quality of lower secondary education, and (iii) improved quality of early childhood and special education, with special considerations for children in the interior, who are the most marginalized and have the least access to quality education. In order to build a strategic plan and prioritize concrete actions to tackle these challenges, the Ministry of Education has requested the support of the Bank to gather data in areas where they are missing key information for decision making, as well as review evidence available and share relevant best practices from the LAC region. The information will be

gathered through the proposed consultancies, through administrative data from the MOESC, interviews with key stakeholders and review of best practices, as described below and in the TORs in Annex III.

- 3.10 **Alignment.** The program is aligned with the IDB's Country Strategy for Suriname (2016-2020), which emphasizes the improvement of the quality of education through strengthening the education system and enhancing the MOESC's capacity. The activities of this TC focus precisely on assessing the current needs of the Surinamese education system in terms of quality and efficiency. The project will contribute to the lending program priorities of the Ninth General Capital Increase in the Resources of the Inter-American Development Bank (AB-2764) (GCI-9) by: (i) supporting small and vulnerable countries (SV); and (ii) reducing poverty and inequity by improving the educational outcomes of Surinamese children given that the TC will gather relevant information to improve access to quality and inclusive education for children in remote areas. The project is aligned with the Strategy on Social Policy for Equity and Productivity (GN-2588-4), which highlights interventions that increase human capital as key factors for economic growth and development.

#### IV. Description of activities/components and budget

- 4.1 **Component 1. Inclusion and access of underserved populations (US\$ 85,000).** The schools in the interior are remote, many only reachable by boat. The MOESC (and the Bank) have very little information about these schools, the conditions under which the children study, and specific areas or activities that could be strengthened in order to better serve these children. In order to gather more information on the challenges faced by communities in the interior, in terms of access and quality of learning, this component will support three studies:
- (i) *Barriers to learning in communities in the interior:* This study will collect and analyze quantitative and qualitative data about challenges families face to access quality education in the interior. The study will: (a) carry out a literature review of similar experiences in Latin America in which relatively isolated rural communities lack access to quality education; (b) collect and analyse data from secondary sources, such as the MOESC, census data and household surveys; and (c) collect and analyse data from primary sources to be collected in the field through interviews and focus groups in Maroon communities. The study will provide to the MOESC: (i) an overview of successful international approaches in rural areas to inform the discussion and create awareness about the importance of early stimulation and education in rural and remote areas, using both school-based and non-school based approaches that involve the community; (ii) relevant statistical indicators to monitor the challenges these areas face; (iii) compute inequity in access to schooling and to school resources (inputs and teachers) as well as outcomes and (iv) recommendations for a strategy to increase access to education in remote rural areas.
  - (ii) *Public Private Partnerships (PPPs) in Education:* This study will analyze successful PPPs for Education that have been identified in LAC (Elacqua, Iribarren and Santos, 2018) and other regions that could be considered as a model for redefining the relationship between the MOESC and denomination schools operating in the

interior. This study also will explore possible co-financing schemes between the MOESC and private organizations (NGOs, denomination schools), taking into consideration the current legal framework in Suriname, in collaboration with the PPP division from the IDB.

- (iii) *Special Education Needs and Services*: The consultancy will assess the current policy and services for special education in LAC and the current policy and need for greater inclusion of special education in Suriname, focusing on the key areas for inclusive education systems (Hincapié, Duryea and Hincapié, 2019): (i) early identification of disabilities; (ii) teacher training; (iii) school infrastructure and resources; (iv) awareness raising and stigma; and (v) transition to inclusive schools. This will include the review of an instrument the MOESC has developed for early detection of special needs, introduction of successful international practices for identification of special needs, and an assessment of current services available to provide adequate responses to the needs that could emerge from the application of the instrument, including relevant teacher training.

4.2 **Expected outputs** from Component 1 include reports on: (i) learning conditions for communities in the interior of Suriname with action recommendations; (ii) a national framework for PPPs with action recommendations; and (iii) Review of Special Education needs and availability of services.

4.3 **Component 2. System accountability and teacher professional development** (US\$65,000). This component will finance three studies:

- (i) *Contents, technology and pedagogical approaches in secondary school in Suriname*: The last curriculum reform in Suriname took place in the 1970s, making the curriculum outdated and not relevant for the learning needs of the 21st century. With support from the IDB over the last 15 years, the MOESC has carried out a broad reform that has included the development of learning standards and a curriculum for the primary levels. Given the high levels of dropout at grade 8, they would like to introduce new technical skills and basic life skills in lower secondary as well as more hands-on activities to match the demands from the labor market and motivate students. This study will document the current content of the curriculum for grades 9, 10 and 11 in Suriname in the academic, vocational and technical tracks to assess the gaps in new skills such as the use of interactive technology (for coding, programing, etc.) and the use of innovative pedagogical tools and technology to foster learning. This consultancy also will include stakeholder consultations regarding the reform of Basic Education in Suriname to take stock of perceived successes and identify different points of view about the challenges to be addressed to improve the quality of Lower Secondary.
- (ii) *Analysis of teaching profession and in-service teacher training*: Teaching methods for primary school traditionally have emphasized formal lecturing, instead of participatory learning (IADB, 2012). MOESC authorities have highlighted the limited capacity of CENASU, the teacher training institute, to provide quality and relevant in-service teacher training that will allow for upgrading of teacher skills. More broadly, they are concerned that the existing teacher career does not provide the right incentives for teachers to upgrade their skills. Thus, it is critical to analyze the current teaching force and their training needs to correctly evaluate the needs for in-service teacher training in the country. This study will summarize the current

teaching career path (access to teaching positions, professional development opportunities, promotion requirements) across all levels with emphasis on early childhood development and special education teachers, areas that are underdeveloped. It also will conduct some classroom-observation analysis to assess the current pedagogical needs in terms of in-service teacher training and assess the capacity of the system to provide the training.

(iii) *Education Management and Information Systems*: The ministry has limited ability to design and implement adequate education policies and make informed decisions. A diagnostic of the current education management and information systems is required to identify existing issues and opportunities to improve. A consulting firm will collect information regarding the state of the various management processes that guide the education sector in Suriname and make recommendations for an improvement plan using the methodology developed in the Regional Technical Cooperation for the Digital Transformation of information and management systems in education (RG-T3008).

4.4 **Expected outputs** from Component 2 include reports on: (i) contents and pedagogical approaches for secondary school; (ii) teaching profession and in-service teacher training with action recommendations, especially for ECD and special education; and (iii) Education Management and Information Systems with a roadmap and costed activities.

4.5 The total cost of the TC, needed to achieve the expected outputs, is US\$150,000, to be financed by the OC Strategic Development Program for Social Development (SOC). There is no local counterpart funding anticipated. The indicative budget is shown in Table 2 below.

**Table 2. Indicative Budget**

Activity/Component	IDB Funding (US\$)	Total (US\$)
<b>Component 1: Inclusion and access of underserved populations</b>	<b>85,000</b>	<b>85,000</b>
Report community life and barriers to learning in the interior	20,000	20,000
Plan for Public Private Partnerships in Education	50,000	50,000
Review of Special Education needs and services available	15,000	15,000
<b>Component 2: System accountability and teacher professional development</b>	<b>65,000</b>	<b>65,000</b>
Contents, technology and pedagogical approaches in secondary school	15,000	15,000
Analysis of teaching profession and in-service training	30,000	30,000
Education Management and Information Systems	20,000	20,000
<b>Total</b>	<b>150,000</b>	<b>150,000</b>

- 4.6 **Supervision, monitoring and evaluation.** The Education Division will be responsible for the supervision and oversight, led by the Team Leader for SU-L1038 and SU-L1059 in coordination with the MOESC. The monitoring of the execution of the TC program will be carried out through semiannual progress reports that will be registered in the IDB systems, based on the outputs and results expected from the Results Matrix included as Annex II. An initial work plan will be defined, and monthly follow-up meetings will be held with the MOESC. The Bank will work closely with the ministry and with technicians appointed as liaisons for each component, to ensure direct dialogue and involvement of key MOESC authorities and stakeholders.

## V. Executing agency and execution structure

- 5.1 According to the strategic objectives that this TC is addressing, and in conformity with Appendix 10 of the Operational guidelines for non-reimbursable technical cooperation (GN-2629-1), the program will be executed by the Bank's Education Division (SCL/EDU), as requested by the beneficiary agency, the MOESC. The request from the Government of Suriname, included in Annex I, can be found in the signed Aide Memoire from the Identification Mission, which was carried out in January 2019 and the AM signed in May 2019. The Government requested the Bank to execute the TC, given the Bank's expertise and access to international experts in the areas for which the MOESC seeks additional information and data. In addition, given that the activities supported in this TC include studies that are part of IDB regional initiatives (like the diagnostic for Education Management and information systems (Arias Ortiz et al., 2019) and the study for inclusive education (Hincapié, Duryea and Hincapié, 2019), executing the TC through the Education Division (SCL/EDU) will ensure a stronger coordination with these regional initiatives. The studies will be carried out in close coordination with the MOESC as part of the preparation of the new operation.
- 5.2 **Procurement.** The TC will be implemented over a period of 24 months. All activities to be executed under this TC have been included in the Procurement Plan (see Annex IV) and will be contracted in accordance with Bank policies as follows: (a) AM-650 for Individual consultants; (b) GN-2765-1 and Guidelines OP-1155-4 for Consulting Firms for services of an intellectual nature and; (c) GN-2303-20 for logistics and other related services".

## VI. Major issues

- 6.1 The risks associated with the execution of the TC should be low, given that it principally will fund consultancies and technical assistance, and the Bank has ample experience implementing activities like those proposed in this TC. The only anticipated challenge relates to the consultancy on barriers to learning in communities in the interior, given that the Maroon communities are tightknit and may not be open to share as much information as expected. The Bank will seek the counsel of the MOESC and the assistance of a local anthropologist or similar expert who has worked in the interior to mitigate this risk through interviews and focus groups to identify these challenges.

## **VII. Exceptions to Bank policy**

7.1 None.

## **VIII. Environmental and Social Strategy**

8.1 The TC is not anticipated to have direct environmental or social impacts and has been classified as “C” according to B3 per the Environmental and Safeguard Compliance Policy OP-703 (see [Safeguard Policy Filter Report](#) and [Safeguard Screening Form](#)).

### **Required Annexes:**

- Annex I: [Request from the client \(Mission Aide Memoire\)](#)
- Annex II: [Results Matrix](#)
- Annex III: [Terms of Reference for activities/components to be procured](#)
- Annex IV: [Procurement Plan](#)