



Project Completion Report

PCR

Project Name: Basic Education Access and Management Support

Country: Republic of Guyana

Sector: Education

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Project Number: GY0063

Loan Number: 1107/SF-GY

QRR Date:

Final Approval Date of PCR:

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Acronyms and Abbreviations

BEAMS	Basic Education, Access and Management Support
DO	Development Objective
EMIS	Education Management Information System
GDP	Gross Domestic Product
GOGY	Government of Guyana
IDB	Inter-American Development Bank
IRI	Interactive Radio Instruction
M&E	Monitoring and Evaluation
MISU	Management Information System Unit
MOE	Ministry of Education
NCERD	National Center for Educational Resources Development
PCR	Project Completion Report
PEIP	Primary Education Improvement Programme
PIU	Project Implementation Unit
PMC	Project Management Council
PMIS	Project Management Information System
PPMR	Project Performance Monitoring Report
PSC	Public Service Commission
PSIS	Primary School Information System
PTA	Parent Teachers Association
RTO	Regional Technology Officer
SIAC	School Improvement Action Committee
SIP	School Improvement Plan
TCU	Technical Cooperation Unit

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I. Basic Information

BASIC DATA (AMOUNTS IN US\$)					
PROJECT NO: GY0063	TITLE: Basic Education, Access and Management Support Phase I				
Borrower: Cooperative Republic of Guyana	Date of Board Approval: June 19, 2002				
Executing Agency (EA): Ministry of Education	Date of Loan Contract Effectiveness: July 25, 2002				
	Date of Eligibility for First Disbursement: April 4, 2003				
Loan: US\$30,000,000	Months in Execution				
Sector: Education	* from Approval: 90				
Lending Instrument: Investment/Multi-Phase Lending Project	* from Contract Effectiveness: 89				
	Disbursement Periods				
	Original Date of Final Disbursement: July 25, 2007				
	Current Date of Final Disbursement: December 25, 2009				
	Cumulative Extension (Months): 29 months				
	Special Extensions (Months):				
	Loan Amount				
	* Original Amount: US\$30,000,000				
	* Current Amount: US\$30,000,000				
	* Pari Passu :				
Poverty Targeted Investment (PTI): Yes	Disbursements				
Social Equity (SEQ): Yes	* Amount to date: US\$29,112,075 (97%)				
Environmental Classification:	Total Project Cost (Original Estimate): US\$33,500,000				
	Redirectioning				
	Has this Project?				
	Received funds from another Project []				
	Sent funds to another Project []				
	N/A [X]				
	<table border="1"> <thead> <tr> <th>To/From Project Number</th> <th>To/From Project Number</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> </tr> </tbody> </table>	To/From Project Number	To/From Project Number		
To/From Project Number	To/From Project Number				
	* Current amount (adjusted for redirectioning):				
	On Alert Status				
	Is project currently designated "on alert" by PAIS: No				
	If yes then why is the project on alert (DO , IP Ratings and/or relevant PAIS indicators):				
	Comments on relevance of "on alert" status for this project (if applicable):				

Summary Performance Classifications				
DO	[] Highly Probable (HP)	[] Probable (P)	[X] Low Probability (LP)	[] Improbable (I)
IP	[] Highly Satisfactory (HS)	[X] Satisfactory (S)	[] Unsatisfactory (US)	[] Very Unsatisfactory (VU)
SU	[] Highly Probable (HP)	[X] Probable (P)	[] Low Probability (LP)	[] Improbable (I)

II. The Project

a. Project Context

Guyana (GY) is a large, sparsely populated country which has approximately 40% of its population living in or near the country's capital of Georgetown. The remaining population is spread throughout a largely undeveloped countryside where the provision of electricity is intermittent, telephone connectivity is limited and transportation is challenging. Some of the people of these hinterland and riverain regions speak local

dialects and some are nomadic creating great challenges for economic development and education. Despite these challenges, the Government of Guyana (GOGY) remains committed to the education of its people.

In 2002, at the time the loan was negotiated, GY had experienced its highest annual per capita Gross Domestic Product (GDP) (US\$740 in 2001). Further, in 1999, absolute poverty had fallen to 35% and critical poverty had fallen to 19%. Whereas the Georgetown area consisted of mostly non-poor residents, the rural coast and interior accounted for 86% of the population considered poor. However, there was some urban poverty in Georgetown with 20% of the population residing in squatter settlements. The GOGY provided universal primary education, however, the enrollment gap between poor and non-poor children was 12% at age 14 and 32% at age 16. It was estimated that over 85% of heads of poor households had less than secondary school education (IDB Loan Proposal, June 19, 2002).

Consistent with its country strategy to support social development for growth, the Inter-American Development Bank (IDB) has supported the government's vision for educational enhancement for nearly 30 years; first with the Manpower Development and Training Programme that commenced in 1985, followed by a US\$46.4 million loan for the Primary Education Improvement Programme (PEIP) in 1989 and the subsequent loan of US\$30 million in support of the Basic Education, Access and Management Support (BEAMS) project in 2002. BEAMS was developed to extend the significant capacity building that occurred through PEIP.

Education is generally regarded as a basic requirement for the socio-economic transformation and advancement of societies. It is a prime ingredient in human resource development and the overall development of a nation. This is well recognized by the Government of Guyana...

--Hon. Shaik K. Baksh, Minister of Education (Strategic Plan 2008-2013)

The GOGY is working to achieve the Millennium Development Goals as the Government recognizes that education plays a major role in the achievement of these goals through its ability to create a literate and employable population. The MOE is well on its way to achieving universal primary education and surpasses many international standards through its provision of a two year nursery programme. While the goal of BEAMS was to contribute to the eradication of poverty, particularly in the hinterlands of GY through quality education and increased capacity at the secondary level, the current strategic plan (2008–2013) stresses the promotion of gender equity, student friendly schools and a focus on combating HIV/AIDS.

Throughout the BEAMS project, Guyana's economy continued to grow. From 2006–2008, the average annual growth was 5%. The Independent Macroeconomic Assessment (IMA) estimates that the economy will continue to grow at an average annual rate of over 4% through to 2012 (IDB Country Strategy with Guyana 2008-2012). The GOGY has continued to increase its investment in education over the last six years (see table below) and has sought to introduce programs that enhance teacher remuneration and support in order to address economic development through education.

As the following sections will show, the implementation of the BEAMS program resulted in mixed results. All components were implemented with delays in part due to difficulties in recruiting much needed technical assistance, procurement difficulties and project management related issues. Due to the implementation delays, outcomes are not yet to be determined. Although the project was designed as a multi-phase operation, there is no second phase to the BEAMS program. In 2009 GY received a US\$20 million grant from the Fast Track Initiative and education was not prioritized in GY's new lending program with the IDB.

Development of National Budget and Percentage allocated to Education Sector (2002-2008)

Year	National Budget	Education Budget	%National Budget	% Education
2002	63,719	10,497	16.5	7.6
2003	71,430	11,341	15.9	7.9
2004	73,108	12,088	16.5	7.7
2005	91,487	13,375	14.6	8.1
2006	106,284	14,385	13.5	4.9
2007	112,132	14,861	13.3	4.2
2008	122,211	18,612	15.2	4.8
2009	128,880	20,400	15.8	4.9

Source: MOE Strategic Plan 2008-2013 (page 17), and GOG 2010 Budget Speech.

b. Project Description

i. Development Objectives

The goal of BEAMS is to contribute to sustainable socio-economic development and equitable poverty reduction in GY Program objectives include: (i) sustained, improved literacy and numeracy attainment through the primary cycle; and (ii) expanded secondary access in underserved areas and poverty zones.

ii. Components

- 1. Improved school performance** (US\$9.7 million). The focus of this component was improvement of essential reading skills and age-appropriate numeracy skills during the early primary school years. In order for this to be achieved, considerable pedagogical change was necessary accompanied by the support and professional development of Guyanese teachers. The MOE recognized the importance of technological innovation and included it as one of the activities that would lead to improved student performance. The programme supported greater community involvement in nursery and primary education with the goal of reducing absenteeism, increasing parents' involvement in education and creating a more equitable educational environment.
- 2. Expansion of organizational capacity** (US\$3.47 million). The objective of this component was to increase the effectiveness of the MOE through the expanded use of electronic management information systems, the development of a modern Education Act, the establishment of a more streamlined organizational structure, greater empowerment for regional administrators and expanded human resource functionality. It was hoped that these initiatives, coupled with meaningful incentives, would also increase the retention of trained teachers and educational administrators.
- 3. Additional and improved secondary school facilities** (US\$15 million). An ambitious civil works program envisioned the building of five new secondary schools, the rehabilitation of two schools and the extension and upgrading of

five additional schools with the creation of 4,450 new student spaces and accommodation for 540 students and 18 teachers.

c. Quality -At- Entry Review

Quality -At- Entry Review			
<input type="checkbox"/> Highly Satisfactory (HS) - 1	<input type="checkbox"/> Fully Satisfactory (S) - 2	<input type="checkbox"/> Less than Satisfactory (LS) - 3	<input type="checkbox"/> Unsatisfactory (U) - 4

This project predates the Quality at Entry Review practice.

III. Results

a. Outcomes

ACHIEVEMENT OF DEVELOPMENT OBJECTIVES (DO)			
Development Objectives: Sustained, improved quality and literacy and numeracy attainment in the basic education cycle.		Key Outcome Indicators	
1.1 Percentage of Grade 2 students' achievement in numeracy increased by 50% in rural schools over a total number of 19,951 Grade 2 students by the end of the project. 1.2 25% increase over 19,951 students, in age cohort achieving literacy standards at Grade 2 level by the end of 2008. 1.3 Student achievement in numeracy increased by 30% in urban schools over 19,951 Grade 2 students by the end of 2008.			
<u>Baseline</u>	<u>Planned Outcomes</u> <u>Intermediate</u>	<u>End of Project</u>	<u>Outcomes Achieved</u>
1.1 0 (15 Feb 2005)	n/a	1.1 50% (25 Jun 2009)	1.1 0 (September 2007)
1.2 0 (15 Feb 2005)	-	1.2 25% (25 Jun 2009)	1.2 0 (September 2007)
1.3 0 (15 Feb 2005)	-	1.3 30% (25 June 2009)	1.3 0 (September 2007)
Reformulation			
No reformulation occurred.			
PPMR Retrofitting. Indicate if and when the PPMR was retrofitted and explain any changes resulting from this exercise.			
[X] N/A			
Summary Development Objective(s) Classification (DO):			
<input type="checkbox"/> Highly Probable (HP)	<input type="checkbox"/> Probable (P)	<input checked="" type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
Briefly justify DO classification, based on degree to which planned targets were met, explaining the differences between planned and achieved outcomes as well as any other relevant factors. Include references to evidence that can support these results.			
Country Strategy The IDB is assisting the GOGY to build capacity, advance economic development and reduce poverty. Education is seen to assist with these objectives and the BEAMS project has contributed in the following ways: <ol style="list-style-type: none"> 1. Modernized the language arts and mathematics curricula. 2. Introduced Interactive Radio Instruction (IRI) for mathematics in Grades 1-3 which has resulted in increased student and teacher engagement. 3. Introduced new teaching methodologies and teaching aids to enrich the instruction of language arts. 4. Provided computer assisted learning support to underperforming schools. 5. Mobilized a structured approach to the delivery of in-service teacher professional development. 6. Expanded parent and community involvement by increasing the number of Parent Teachers Associations (PTA) and School Improvement Action Committees (SIAC) and providing them with funding to support School Improvement Plans. 7. Increased technology supported education through the provision of computers to 200 schools. 8. Introduced a masters in education programme that is contributing to the professional development of 37 potential educational leaders. 9. Expanded the Ministry of Education's Management Information Service Unit. 10. Introduced a School Management Certificate programme and trained over 400 school officials. 11. Revised the Education Act to support a modern administrative structure and to devolve more management capability to the regions. 12. Built four new secondary schools and retrofitted/expanded five schools to meet anticipated demand for secondary education. 13. Built residences at two schools to provide accommodation for a total of 240 students who live great distances from the schools. <p>The best information to determine whether or not the DO have been achieved is the national assessment data collected from the MOE, Planning Department and the National Center for Education Resources Development (NCERD). Due to limited completeness of the data set provided, the analysis concentrates mainly on the years 2006 and 2007 and is regional in nature as data by school has not been provided.</p> <p>Unfortunately, the pedagogical changes introduced through BEAMS were delayed for reasons outlined in the following sections with the new curricula and teaching methodologies for mathematics commencing nationwide in 2006 and literacy following in 2007. Due to these delays, it is unlikely that one would see a significant change in the learning outcomes so soon resulting in improved test scores in either 2008 or 2009.</p>			

Effects will likely be observed after this period. The only regions where one might see some initial results are Region 2 and Georgetown where pilots occurred prior to the nationwide launches.

By the end of the programme, MOE was able to provide the following Grade Two Assessment results for the following years and regions:

2003: All Regions (number of students not reported) – as provided by the MOE Test Development Unit for the purposes of the BEAMS Baseline Study, May 2005.

2004: Regions 1, 2, 3, 4, 5 and Georgetown (number of students not reported) – compiled by the Consultants from information supplied by the MOE, Planning Unit (2009).

2005: Regions 1,2,3,4,5,6,7,9,10, Georgetown. It is to be noted that data for Region 8 is missing. Data was provided for only 14 schools in Region 1.

2006: All Regions (16,144 students) – provided by NCERD.

2007: All Regions (16,659 students) – provided by NCERD.

Student Performance at Grade Two in Mathematics

2003, 2004, 2005, 2006, 2007

Maximum score attainable – 50 marks

Region	2003		2004		2005		2006		2007	
Coastland										
	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
2	26.8	20.5	29.94	8.99	26.79	9.33	24	10.15	28	11.50
3	32.4	9.1	31.98	9.78	28.94	9.30	26	10.91	24	10.78
4	31.6	10.1	30.42	9.32	26.78	9.18	26	11.76	25	10.87
GT	***	***	33.83	8.93	31.2	8.39	30	11.46	29	10.36
5	30.1	10.3	34.95	8.22	32.74	8.80	31	11.35	29	10.55
6	30.7	9.6			27.06	9.84	23	11.06	22	10.10
10					29.61	7.50	29	9.95	25	9.70
Hinterland										
1	31.6	11.3			23.21	8.36	25	10.27	24	10.46
7	26.4	2.0			24.80	6.49	27	10.70	21	10.57
8	27.7	8.1					28	11.04	27	11.19
9	25.5	9.9			24.03	6.86	27	10.39	25	10.10
Country							27	11.38	25	10.82

*** included in Region 4.

The data for the period 2003-2007 indicate that achievement for the rural (hinterland) regions has declined. In order for the development goal of a 50% increase in attainment to occur, the mean test scores for the rural regions would need to increase by approximately 12 percentage points in two years. While possible, it is very unlikely that this would occur. Based on this, our opinion is that this objective has not been achieved.

While achievement in mathematics began to improve in Region 2 in 2007, the remainder of what would be termed “urban” areas remained largely unchanged. For an increase of 30% to occur in 2008, the averages would have to increase by 7-8 percentage points in one year. This is very unlikely and thus, our opinion is that this objective has not been achieved. However, other data has been obtained that provides some indication that general improvement is beginning to occur: NCERD, in a separate analysis, has reported that the following percentages of students scored 50% or more on the national assessment tests in mathematics (grade 2): 2004 75%; 2005 63%; 2006 60%; 2007 56%; 2008 51%; and 2009 61%. MOE also provided some information about the Grade 4 results: In 2008, 39.4% of students gains 50% or more compared with 56.3% in 2009.

In a survey of teachers and head teachers, 71% of teachers using IRI radio reported improved numeracy skills and 56% report improvement with the IRI CD approach. The results of the survey and the improvement noted in 2009 in both Grades 2 and 4 are early indicators or the positive impact of BEAMS on numeracy performance. Obviously, the positive change in 2009 does not constitute sustained improvement. Furthermore, there is no assurance that the test of methodologies has remained consistent over the period.

Student Performance at Grade Two in English

2003, 2004, 2005, 2006, 2007

Maximum score attainable – 50 marks

Region	2003		2004		2005		2006		2007	
Coastland										
	Mean	SD	Mean	SD	Mean	SD	Mean	SD	Mean	SD
2	24.1	12.7	23.08	10.11	22.12	10.10	20	10.69	24	11.49
3	27.3	11.9	24.25	9.80	26.48	10.15	22	11.48	22	11.40
4	26.7	3.5	23.86	10.44	23.32	10.85	22	11.47	22	11.43
GT	***	***	25.61	10.29	29.47	9.56	27	11.39	28	11.51
5	23.9	11.7	29.67	9.56	27.11	9.05	24	11.25	24	10.66
6	24.6	12.3			24.16	11.44	20	11.22	21	11.28
10					27.06	9.39	26	9.79	24	11.11
Hinterland										
1	21.2	7.1	23.37	7.56	21.29	8.05	20	10.39	20	10.22
7	17.2	3.0			23	7.88	21	10.63	21	10.72
8	23.8	10.3					24	11.13	23	10.07
9	17.0	8.6			20.44	8.19	21	10.22	21	9.83
Country							23	11.45	23	11.52

*** included in Region 4.

In English, one notes that the national achievement at Grade 2 remains relatively the same since the commencement of BEAMS. Some improvements can be observed in two hinterland regions (Regions 7 and 9). Again, a 25% increase in test scores would mean that the English scores would increase by over 5 percentage points in the 2008. This is very unlikely given the late commencement of some of the interventions. Consequently, the objective has not been achieved.

NCERD reports that the following percentages of students scored 50% or higher on the Grade 2 national assessment of English: 2004 - 52%; 2005 - 53%; 2006 - 46%; 2007 - 47%; 2008 - 42%; 2009 - 44%

NCERD reports improvement in results at the Grade 4 level with 35% of students scoring 50% or above in 2008 compared with 47% in 2009.

Student Performance at Grade 2 in Reading

2004, 2005, 2006, 2007

Maximum attainable score – 35 marks

Region	2004		2005		2006		2007	
Coastland								
	Mean	SD	Mean	SD	Mean	SD	Mean	SD
2	11	8.33	16	9.23	15	11.16	10	10.21
3	15	8.61	19	8.58	17	11.4	11	10.46
4	18	8.62	18	10.15	16	11.43	12	10.54
GT	17	9.04	22	8.15	20	11.01	18	11.96
5	19	9.22	21	8.34	17	10.74	13	10.01
6			17	10.07	15	11.17	10	9.78
10			20	7.59	19	10.36	13	10.6
Hinterland								
1	13	5.27	14	6.11	14	9.65	10	8.53
7			14	6.11	16	10.67	9	8.74
8					17	9.5	17	9.3
9			14	6.59	14	8.93	11	8.83
Country			21	8.37	17	11.14	13	10.89

In the case of Reading, the national average fell sharply in 2007, where the average of 13 represents an average that is nearly 25% below that of the preceding year. While this may be a reflection of how the subject is taught and assessed as discussed in the Final Evaluation Report, it does point to some worrying trends as reading and comprehending are such important skills for all subjects. Additionally, the worst performers tended to be in the hinterland regions generally, with Georgetown out performing all other regions.

NCERD reports the following percentages of students scoring 50% or higher on the Grade 2 national assessment of reading: 2004 - 44%; 2005 - 58%; 2006 - 51%; 2007 - 35%; 2008 - 37%; 2009 - 33%.

No information is available to know if the method of assessment has been changed to explain the drop in achievement. The reading results for Grade 4 also show no improvements with 49.8% scoring 50% or more in 2008 and a further decline to 43.7% in 2009.

School data has not been presented to the consultants for analysis. As a result, it has not been possible to assess the results for underperforming schools.

Significant effort has been made to provide the national assessment results, however, efforts were concentrated towards the end of the program. During the final evaluation it became clear that no systematic collection and analysis of the data has occurred other than that which is used to calculate the Secondary School Entrance grades. Ideally, assessment results should be used to guide the MOE with its allocation of resources to initiatives. When an initiative is introduced, a timeline for results should be developed and assessment results reviewed for the timeline described. If results are not achieved at the end of the time, adjustments to the intervention should be considered. For example, the Cascade Model has undergone significant reduction and change throughout the BEAMS project. As limited national assessment results for 2008 and 2009 have been generated, there is no quantitative evidence that supports whether or not the Model worked. Both teachers and programme leaders have indicated that they felt it to be helpful, particularly in 2008.

It is therefore recommended that in the future MOE improve its systems of information management and evaluation.

The efforts of the Planning Unit and NCERD over the last months of the program in accessing and using the data were encouraging and it is sincerely hoped that the discipline being developed surrounding the national assessment results continues beyond the BEAMS project. In summary, due to the delays experienced in the implementation of some of the initiatives and the difficulty in obtaining the required data in time, it is not possible to measure the impact of the tremendous effort that has been made to enhance numeracy and literacy education. Results from 2009 show a positive change in national test scores for mathematics and English. It is expected that the results of the national assessments will continue to improve and will demonstrate the impact of this intervention and support the opinion of teachers that significant enhancement has occurred.

b. Externalities

1. The profile of mathematics has risen tremendously as the public, including many parents and grandparents listen to the radio broadcasts in part to support their children/grandchildren and are also aware of the math programme.

2. The cascade structure developed for teacher in-service education was not successful. As it was modified various times. Many challenges existed with the implementation including the ability to reach teachers in the most remote regions of GY.
3. The introduction of a robust electronic management information system was impacted by the lack of support from the Public Service Commission (PSC) for the proposed positions in the Management Information System Unit (MISU).
4. Construction delays resulted from several issues including lack of building materials and environmental challenges such as the flood of 2005.

c. Outputs

IMPLEMENTATION PROGRESS (IP)				
Components (Outputs):				
1. Component 1: Improved School Performance Total cost of Component 1: US\$10,797,820 Counterpart: US\$724,717 IDB: US\$10,073,103 IDB Disbursement: 93.3 % <u>Classification:</u> S				
Key Output Indicators:				
1.1 Description: 75% of participating Nursery-Grade 2 classroom teachers use the new methodology of literacy by the end of Phase I. 1.2 Description: 75% of all Grade 1-3 classrooms teachers utilize (IRI) as their main teaching method for mathematics by the end of Phase I. 1.3 Description: According to the reconfigured cascade model, Teachers trained in new literacy and numeracy initiatives by the end of Phase I: (a) 14 master trainers. 1.4 Description: At least five schools experimenting with other models of computer facilitation for literacy and numeracy by the end of Phase I. 1.5 Description: At least 10 schools experimenting with lower-cost personal computing devices by the end of Phase I. 1.6 Description: According to the reconfigured cascade model, the following teachers/functions trained in the new literacy and numeracy initiatives by end of Phase I: (a) 30 cluster advisors. 1.7 Description: According to the reconfigured cascade model, teachers trained in new literacy and numeracy initiatives by end of Phase I: (a) 170 cluster trainers. 1.8 Description: According to the reconfigured cascade model, teachers trained in new literacy and numeracy initiatives by Phase I: (a) 6,700 nursery and primary teachers.				
Planned Outputs			Outputs Achieved	
Baseline	Annual/Intermediate	End of Project		
1.1 0 (15 Apr 2004)	n/a	1.1 75 (25 Jul 2009)	1.1	79% Nursery, 86% Primary (Oct, 2009)
1.2 0 (15 Apr 2004)	n/a	1.2 75 (25 Jul 2009)	1.2	85% (Oct, 2009)
1.3 0 (15 Apr 2004)	n/a	1.3 14 (25 Jul 2009)	1.3	14 (Oct, 2009)
1.4 0 (15 Apr 2004)	n/a	1.4 5 (25 Jul 2009)	1.4	50+ (Oct, 2009)
1.5 0 (15 Apr 2004)	n/a	1.5 10 (25 Jul 2009)	1.5	50+ (Oct, 2009)
1.6 0 (15 Apr 2004)	n/a	1.6 30 (25 Jul 2009)	1.6	30 (Oct, 2009)
1.7 0 (15 Apr 2004)	n/a	1.7 170 (25 Jul 2009)	1.7	170 (Oct, 2009)
1.8 0 (15 Apr 2004)	n/a	1.8 6700 (25 Jul 2009)	1.8	4578 Literacy, 2941 Numeracy (Oct, 2009)
Briefly explain differences between planned and actual outputs (if applicable).				
Nationwide teacher professional development in Literacy commenced in 2007 and for Mathematics in February 2006. For both subjects the training programs started much later start than envisioned in the original project plan due to delays experienced in: (i) contracting the consultants to assist with the technical coordination units; and (ii) reaching an agreement on appropriate curriculum materials and in appointing training staff, resulting in a very late intervention. This provides a limited time for new teaching methodologies to be adopted by teachers by extension, for demonstrated change in learning to occur. Particular challenges exist in the hinterland and riverain regions of GY. These challenges do not appear to have been fully incorporated into project design. Further, a national literacy policy might have assisted with streamlining the choice of language arts materials.				
Methodology used. A survey was undertaken to determine the degree to which teachers are using the new methodology. Statistically representative data was collected from teachers and head teachers in three administrative regions across a range of nursery and primary schools differentiated by grade, using a stratified sampling method. As BEAMS was a nationwide initiative it was deemed important to include a hinterland region in the sample so that the unique circumstances could be captured. As a result, Region 8 (Potaro/Siparuni) was selected. Much of the pilot activities occurred in and around the Georgetown area, therefore Region 4 (Demerara/Mahaica) was also included. The consulting team also felt it important to have a region that was more representative of "normal" BEAMS interventions and therefore Region 6 (East Berbice/Corentyne) was included. In addition to conducting this survey, the consultant team visited a number of schools during field work to observe the new methodology in practice.				
The survey results indicate: 79% of the nursery teachers and 86% of the primary teachers report using the new literacy methodologies.				

While IRI mathematics is the exclusive means of delivering mathematics education in grades 1-3 in GY, approximately 85% of primary teachers report using IRI mathematics. Most of this deviation is due to equipment failure. Teachers report that they find it difficult to provide immediate feedback to students during the radio broadcasts and in many circumstances they prefer the compact disk model where they could stop the programme at any point to provide emphasis.

The Cascade model for teacher training has been modified twice resulting in a reduction in the number of cluster advisors and master trainers as the original structure was deemed unsustainable by the GOGY. NCERD is providing teacher professional development in mathematics through the Innovative Technologies group. In 2009, the GOGY approved a new model for teacher professional development in literacy. To this end, a Literacy Unit has been established at NCERD and is currently being staffed by Literacy Specialists. It is envisioned that there will be a Literacy Specialist for each region hired from among the former master trainers and cluster advisors. The Literacy Specialists will provide training and respond to the specific needs in each region and will provide support at the school/classroom level to ensure that teachers are implementing the curriculum. As of October 2009, three National Literacy Coordinators had been appointed (out of 11 vacancies).

According to the June 2009 Project Performance Monitoring Report (PPMR), 14 master trainers, 30 cluster advisors and 170 cluster trainers were appointed and trained as originally planned through the BEAMS programme. However, as indicated above, the Cascade Model has been transformed into the Literacy Unit. The Literacy Unit has been informed by the Cascade Model and the new Literacy Specialists modeled from the master trainer positions originating with BEAMS.

In 2007-2008, there were 1764 nursery and 3975 primary teachers. Seventy-seven percent of nursery teachers and eighty-one percent of primary teachers agreed that they had learned new ways to teach literacy from BEAMS workshops. Using these numbers as the basis to calculate the number of teachers trained in literacy, one arrives at 4578. It should be noted that 6700 teachers was not possible as in 2007-2008 there were 5739 nursery and primary teachers.

NCERD reports that IRI training was provided to all teachers in GY. Seventy-four percent of teachers surveyed indicated that they had been provided adequate professional development to use IRI mathematics. Projected to the entire teaching population this would result in 2941 teachers.

Success Maker has now been purchased for 59 schools, low cost mathematics software mathematics software is being used in over 50 schools, the Jolly Phonics literacy package has been distributed to all schools and 35 schools have received Hooked on Phonics.

According to the Ministry's current strategic plan, 75% of primary schools have developed School Improvement Plans. There have been 124 School Improvement Plans (SIPs) approved with 84 being funded by Education For All - Fast Track Initiative (EFA/FTI) and 40 by BEAMS. Funding for SIPs is commonly G\$1million (US\$4,900). It remains to be seen to what extent MOE will be able to continue the payment of SIPs once external funding will come to an end.

A new organization chart has been developed and implemented and a revised Education Bill prepared for Parliament. The latter is currently at the Attorney General's Chambers.

There are SIAC's in operation in over 60% of the schools. However, it appears that their roles and responsibilities need further clarification as different understandings of their function exist among school administrators. Education Committees are operational in all Regions. The decentralized structure appears to be effective but can be largely dependent on the individuals involved. This illustrates the importance of a strong monitoring programme to ensure that educational priorities remain at the fore within each region, particularly with regard to the allocation of scarce resources for the maintenance of school infrastructure and equipment.

Restructuring. Indicate if this component was restructured. Briefly discuss the consequences of these changes. Yes, modified February 16, 2007.

The Cascade model was reconfigured to include 13 master trainers, 29 cluster advisors, 158 cluster trainers from the original model that counted on 20 Master Trainers, 90 Cluster Literacy and Numeracy Advisors to train about 6,700 teachers. This is described in Aide Memoire February 12-16, 2007 after Cabinet decided that the original structure would not be feasible.

Reallocation of funding occurred as follows:

October 10, 2007	From 1.001 Curriculum Development to 1.002 Innovative Technology \$500,000.
October 29, 2008	From 1.002 Teacher Preparation & In-service Training to 1.002 Innovative Technology \$500,000. From 1.004 Student Assessment to 1.002 Innovative Technology \$100,000. From 4.001 Monitoring & Evaluation (M&E) to 1.001 Curriculum Development \$100,000. From 4.002 PIU to 1.001 Curriculum Development \$500,000.
October 1, 2009	From various 1.003 Teacher Preparation, 1.004 Student Assessment and others to 1.001 Curriculum Development \$61,066 and 1.002 Innovative Technologies \$753,020.

Total added to 1.001 Curriculum Development \$161,066.
Total added to 1.002 Innovative Technologies \$1,853,020.
Total removed from 1.003 Teacher Preparation & In-service Training \$886,520.
Total removed from 1.004 Student Assessment \$190,299.

2. Component 2. Organizational and Human Resource Development

Total cost of Component 2: US\$2,248,065
Counterpart: US\$180,032
IDB: US\$2,068,032
IDB Disbursement: 92%
Classification: S

Key Output Indicators:				
<p>2.1 At least 75% of users for the Education Management Information System (EMIS) have a User Satisfaction Index of at least 75 at the end of Phase I.</p> <p>2.2 At least one hundred (100) schools received computer equipment by the end of Phase I.</p> <p>2.3 At least 30 cadets of those who attend the training program are placed into management positions by the end of Phase I.</p> <p>2.4 At least 30 senior administrators of those who attended advanced training in education (master) assume leadership positions in the Educational System by the end of Phase I. The program is currently ongoing.</p>				
Planned Outputs			Outputs Achieved	
Baseline*	Annual/Intermediate	End of Project	End of Project	
2.1 0 (15 Apr 2004)	n/a	2.1 75 (25 Jul 2009)	2.1	User Satisfaction Index not yet utilized (Oct 2009)
2.2 0 (15 Apr 2004)	n/a	2.2 100 (25 Jul 2009)	2.2	200 (Oct 2009)
2.3 0 (15 Apr 2004)	n/a	2.3 30 (25 Jul 2009)	2.3	0 (Oct 2009)
2.4 0 (15 Apr 2004)	n/a	2.4 30 (25 Jul 2009)	2.4	31 (Oct 2009)
Briefly explain differences between planned and actual outputs (if applicable).				
<p>The EMIS has not been implemented as originally planned. The objective was to develop a Primary School Information System (PSIS) and connect each regional office to the MOE.</p> <p>The MOE outsourced the building of the PSIS to Infotech. The project ran two years behind and is now just being piloted. The teacher training for using the system has been completed and teachers are using the hardware and software to complete administrative tasks. While the schools, regional offices and MOE are connected, they are not fully using the EMIS. Some of this appears to be the result of installation and training occurring late in the project and the lack of continuous support of IT professionals. Furthermore, a "technological" culture does not yet appear to exist within MOE. For example, most information continues to be communicated by telephone or fax and the vast majority of MOE administrators use personal, rather than government, email addresses. The User Satisfaction Survey has been developed and is currently progressing through the approval process it is expected to be administered during the second quarter of 2010.</p> <p>To support the IT system and computers in schools, Regional Technology Officers (RTO's) were hired under the BEAMS project. The positions were considered to be quite specialized and the Officers received compensation that reflected this level of expertise. When the BEAMS project ended, the Public Service Commission approved more junior positions that in many cases were not of interest to the RTO's who were in place. Consequently, many left. Currently there are five full-time RTO's and two volunteer RTO's.</p> <p>Through BEAMS, computers were provided to 200 schools. The MOE reports that Solution software has been installed in 200 schools and Regional IT Officers have been trained. Two teachers from each school receiving a computer were trained in IT literacy. All 11 Regional Administrative Offices have received computers, UPS, software and printers. The MOE is now able to consolidate information from the 200 schools.</p> <p>Local Area Networks (LANs) have been installed at Cyril Potter College of Education (CPCE), and the Learning Resource Centres (LRC) in the Human Resources Department. The IT unit created a finance system to be used within the MOE that permitted electronic processing and record keeping. It is not linked electronically to any other department. IT has also created a book distribution system. Training for Regional Education Departments and Central Ministry has been completed.</p> <p>A shell of a Virtual Library has been developed. It has never been populated because the webmaster position that was part of the original structure was not approved after BEAMS funding ceased.</p> <p>Currently, there is no data base of vacant positions, successors and development needs within MOE. The PSC is working on a database that is about 60% complete which is part of a larger GOGY effort of introducing information systems into the public sector given the parallel initiatives, GOGY decided to create Human Resource files as part of the Modernization of State initiative in order to avoid duplication. As a result, delays were experienced and up to date no formal analysis has been done of teachers (that is, demand and supply), other than what is done in the Planning Unit on a more limited scale, and there has been no systematic identification of successors for MOE positions through career progress and development.</p> <p>The government's commitment to investing in its teaching force has remained. Salary increases have exceeded the country's economic growth rates with annual increases ranging from 5% - 9%. The government has introduced a new salary structure that ties training to compensation. In addition, GOGY has distributed 30,000 house lots, duty free concessions for head teachers and deputy heads, and access to special housing loans.</p> <p>The Cadet programme was designed to attract talented university graduates to the education profession. The programme's goal was to provide professional experiences for active teachers, contractual MOE employees or aspiring administrators/graduates. Each "cadet" would work with an experienced educational administrator for a period of time while at the same time participating in a part-time professional development programme. The cadet would have first-hand administrative experience and the Ministry would have a cadre of professionals with the expertise to fill leadership positions as they became available. It was envisioned that each cadet class would be capped at fifteen members. The programme was not launched as proposed and has been implemented on a much reduced scale. For example, there are at least 3 cadets working within the Ministry offices in Georgetown.</p> <p>NCERD has introduced a certificate in education management. It is offered every 18 months and since 2002 has trained more than the 400 school managers envisioned by BEAMS.</p> <p>A Masters in Education degree Programme was established at the University of GY (in cooperation with Nova Southeastern University in Florida) as part of the BEAMS project. There are 42 students registered in the Programme, 31 who have leadership roles in the education system.</p>				

GY continues to suffer from an exodus of teachers. The number of nursery teachers fell by over 400 from 2003 – 2008. The number of primary teachers has fallen by approximately 120 over the same period. However, through a separate initiative, the number of unqualified teachers has been reduced and the number of trained teachers increased. The number of unqualified nursery teachers fell from 592 in 2003 to 263 in 2008. The number of unqualified primary teachers fell from 807 in 2003 to 322 in 2008. While the actual number of trained teachers at the nursery level fell during the BEAMS project, the percentage increased from 46 to 56 percent. The percentage of trained teachers at the primary level increased from 57 to 59 percent.

Restructuring. Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes.

No restructuring occurred.

Reallocation of funding occurred as follows:

October 29, 2008 From 2.002 Human Resource Development to 1.001 Curriculum Development \$385,000.
From 2.003 Institutional Strengthening to 2.001 Educational MIS \$515,000.
September 23, 2009 From 2.001 Educational MIS to 3.001 New Schools \$211,000.
October 1, 2009 From 2.001 Educational MIS \$87,312 and 2.002 Human Resources Development \$173,079 to 2.003 Institutional Strengthening \$9,465 and 1.002 Innovative Technologies.

Total funds added to 2.001 Educational MIS \$216,688.

Total funds added to 2.003 Institutional Strengthening \$9,465.

Total funds removed from 2.002 Human Resources Development \$688,079.

3. Component 3: Infrastructure Programme

Total cost of Component 3: US\$14,476,140

Counterpart: US\$672,643

IDB: US\$13,803,498

IDB Disbursement: 95.3%

Classification: S

Key Output Indicators:

3.1 11 secondary schools facilities are upgraded, occupied and operational by the end of Phase I. The target number of places to be created was 6,650 student places. Under the revised target from 11 to 9 schools, the number of new places created will fulfill this requirement.

Planned Outputs			Outputs Achieved
Baseline*	Annual/Intermediate	End of Project	End of Project
2.1 0 (15 Apr 2004)	n/a	2.1 9 (25 Jul 2009)	2.1 9 (Oct 2009)

Briefly explain differences between planned and actual outputs.

The goals of this component have been achieved. Over 7,000 secondary spaces have been created. Residential accommodation for 240 students has been constructed. Interviews with Stakeholders indicated that little consultation with them took place in the design process. While concerns exist about some of the finishes and outstanding construction and maintenance issues, the maintenance budget has been increased as envisioned, that is, funds are provided to the regional offices as well as some provisions are made through the School Improvement Plans. Nevertheless, maintenance will remain an important issues as regional offices will not receive sufficient funds to address both infrastructure and technology maintenance and/or replacement needs.

Restructuring. Indicate if this component was restructured (date of approval by Manager). Briefly discuss the consequences of these changes.

No restructuring occurred.

Reallocation of funding occurred as follows:

September 23, 2009 From 2.001 Educational MIS \$211,000, from 3.002 Rehabilitation, etc. \$200,000 unallocated costs \$1,000,000 and programme coordination \$33,000 to 3.001 New Schools \$1,444,000.
October 1, 2009 From 3.002 Rehabilitation, etc. \$17,990 and others to 3.001 New Schools \$51,200.

Total additional to 3.001 New Schools \$1,495,200.

Total from 3.002 Rehabilitation, etc. \$217,990.

Summary Implementation Progress Classification:

☐ Highly Satisfactory (HS) ☒ Satisfactory (S) ☐ Unsatisfactory(U) ☐ Very Unsatisfactory (VU)

d. Project Costs

	IDB	GOGY	Total	IDB	GOGY	Total
	Planned			Actual		
1. School Performance	8,900,000	800,000	9,700,000	10,208,666	724,717	10,933,383
Curriculum Development	2,880,000	250,000	3,130,000	3,425,316	112,736	3,538,052
Innovative Technologies	2,430,000	250,000	2,680,000	4,274,405	119,600	4,394,005
Teacher Preparation & In-service Training	2,520,000	150,000	2,670,000	1,629,244	407,487	2,036,731
Student Assessment & Testing	1,070,000	150,000	1,220,000	879,701	84,894	964,595
2. Organizational & Human Resource Dev	2,970,000	500,000	3,470,000	2,118,536	180,032	2,298,567
Educational Management Information Systems (EMIS)	1,050,000	170,000	1,220,000	1,265,253	100,316	1,365,569
Human Resources Development	1,000,000	170,000	1,170,000	438,833	11,059	449,892
Institutional Strengthening	920,000	160,000	1,080,000	414,449	68,657	483,106
3. Infrastructure	13,100,000	1,900,000	15,000,000	14,143,245	672,643	14,815,888
New Schools	8,000,000	1,160,000	9,160,000	9,272,307	300,048	9,572,355
Rehabilitation, Extension, Upgrading (existing)	5,100,000	740,000	5,840,000	4,870,938	372,595	5,243,533
4. Programme Coordination	3,130,000	0	3,130,000	2,380,008	-	2,380,008
Monitoring & Evaluation	690,000	0	690,000	901,786	-	901,786
Project Implementation Unit (PIU)	2,440,000	0	2,440,000	1,478,222	-	1,478,222
Financial Costs	900,000	300,000	1,200,000	900,000	444,327	1,344,327
IDB Supervision Costs	300,000	0	300,000	300,000	-	300,000
Interest	600,000	0	600,000	600,000	-	600,000
Commitment Fees	0	300,000	300,000	-	444,327	444,327
Unallocated	1,000,000	0	1,000,000	-	-	-
Total	30,000,000			29,750,454	4,043,438	33,793,893

IV. Project Implementation

a. Analysis of Critical Factors

The Basic Education, Access and Management Support (BEAMS) Project officially commenced on July 25, 2002 with the signing of a US\$30 million loan agreement with the IDB. The project was to conclude on July 25, 2007; however, due to delays experienced an extension of two years and five months was granted to complete project activities resulting in the date for final disbursement of December 25, 2009. Many delays were experienced due to difficulties in: (i) attracting much needed technical assistance; (ii) reaching agreement related to the methodology/approach to be chosen for the literacy component; and (iii) procurement issues (for example, radios originating in an IDB member country).

The BEAMS project design referred to as “the adopted implementation model” resulted in two components: school performance and institutional strengthening being led from within the MOE while the remaining components: civil works and programme management were coordinated through the PIU. The “matrix” design was taken from the PEIP.

While the organizational chart and the job description for the BEAMS Programme Director, who reported to the Permanent Secretary, indicate that the PIU is responsible for “overall planning, directing and coordinating of all activities of the PIU, ensuring that goals and objectives are accomplished within the prescribed time frame and funding parameters” (Programme Initial Report, Ministry of Education Guyana, IDB, December, 2002), at times the division of labor among the PIU and the MOE technical units was not always clear resulting in misunderstandings, weak ownership, and absence of clear responsibility and/or accountability. Further, the Project Management Council (PMC) which was considered to be the “core management body of BEAMS” and was responsible to “monitor and oversee the management of all components of the BEAMS

Programme” and “respond to reports on obstacles to progress, or difficulties experienced in the project and direct changes to overcome these obstacles.” (Implementation and Procedural Manual, December 2002), also appears not to have made interventions on a timely basis. Due to the confusion at times about the role of the PIU, both PIU and MOE staff did not assume full responsibility for activities.

Technical Coordination Units (TCUs) were established and international specialists engaged to support their work. The heads of these TCUs were existing MOE administrators. The selection of the heads for the TCUs and the international specialists to support them took considerable time and delayed the commencement of project activities. Further delays occurred when disagreements in philosophical teaching approaches manifested when agreement on suitable school support materials needed to be achieved.

By the time that the TCUs were operational, the project was close to a year behind schedule. As activities began to ramp up, the PIU was inundated with procurement requests that should have been spread over the previous year. Further, the TCUs had a limited understanding of how to develop technical specifications. This resulted in procurement requests being returned by the PIU for additional information and further delays.

The PIU was tracking project implementation and recognized the delays that were occurring. However, no individual assumed ownership for removing bottlenecks and ensuring that the project proceeded expeditiously. While the structure and job descriptions clearly outlined project responsibilities, the interpretation by the PIU was that the PIU was responsible for monitoring and reporting while the TCU Heads were responsible for management. The TCU Heads believed that the BEAMS Programme Director was responsible. The result was slippage and implementation delays.

The Cascade Model of in-service teacher training encountered tremendous obstacles. It was considered unsustainable by MOE and the GOGY and was consequently restructured twice. Consequently, teacher in-service training began only in 2006 three and a half years after project commencement. As described in the previous section, in 2009 MOE established a new Literacy Unit with a significant reduction in the number of professional staff.

The absence of policies to address the challenges related to education in the hinterland has impacted the project in terms of both educational delivery and teacher education. A strategy and guide for those involved in hinterland education would have served the project well.

b. Borrower/Executing Agency Performance

Overall the project has been well administered. **Financial Management.** Project finances were well managed. Budget reallocations occurred through the project but were subject to the contractual change process. The major reallocations resulted in the budget for innovative technologies increasing by over US\$1.8 million and the budget for new school construction increasing by approximately US\$1.5 million. Major budget reductions occurred in teacher preparation and in-service (nearly \$900,000) and human

resources development (nearly US\$700,000) due to the late start-up of these initiatives. The PIU was significantly under spent.

The audited financial statements indicate that a challenge exists with managing assets of the project as it appears that there is no system of accountability for assets once they have been distributed into the operational units resulting in missing or damaged assets continuing to be included in the asset register.

Concerns were raised repeatedly about the challenges with providing reimbursements for services rendered, particularly in rural areas. It is always difficult to balance fiscal accountability with timeliness. However, the reimbursement process might be reviewed for future projects.

Human Resources. It was also noted by those interviewed that staff appointments were slow. Given the already lengthy process for staff appointments which was further complicated by the inclusion of a Project Management Unit, it is not surprising that it took a long time for appointments to occur. Further, the Master Trainers, Cluster Advisors and Cluster Trainers were considered consultants to the project and their appointments required a lengthy approval process. This resulted in serious time delays (in cases appointments required months to become official).

Monitoring and Evaluation. The format of the Semi-Annual Progress Reports appear far too complex, including too much data and insufficient analysis; and providing limited information on the progress made since the last report. For future operations, MOE and IDB might consider using the format used early on in the program (see Semestral Report #4) which outlines the objectives from the Annual Operating Plan (AOP), and compares the achievements against the plan and the reasons for variances. In addition, it might be helpful to include the actual expenditures compared to the project budget rather than the operational budget for MOE.

Borrower/Executing Agency			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

c. Bank Performance

The cooperation, training and advice received from the Bank were instrumental in the Borrower's ability to achieve its goals. The flexibility of the Bank was evident when dealing with some complex issues, particularly in the final stages of the programme. This flexibility also enabled the borrower to maximize the use of the available Loan proceeds toward the expansion of programmes already established. The PIU's performance was enhanced by the training sessions conducted by the Bank specifically in the areas of Procurement and Finance/Audits. Through this training, staff members became more au fait with the Bank's policies and procedures thus contributing to a minimization of errors and the resulting queries. More importantly, the PIU enjoyed excellent relationships with members of staff of the Bank, who were found to be very professional in their dealings and approachable (see Annex).

Bank Performance			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

V. Sustainability

a. Analysis of Critical Factors

The MOE has undertaken to ensure that several initiatives undertaken as part of BEAMS will be sustained:

1. A Strategic Plan for 2008-2013 that builds on BEAMS.
2. IRI mathematics has continued funding through the government budget; the IRI team has been integrated within the Curriculum division and it is intended to expand the program to grades 4-6.
3. Teacher in-service training is continuing through NCERD.
4. The MISU has been expanded to support existing technological enhancement and to develop new initiatives, including the virtual library.
5. A graduate programme in education now exists at the University of Guyana.
6. A School Management Certification programme has been developed with teacher training continuing.
7. Increased parent and community involvement continues to be achieved through PTA's and SIAC's.

b. Potential Risks

1. Teacher migration continues which will result in poor student to teacher ratios and erode the quality of education.
2. Insufficient budgetary allocation to ensure that IRI equipment can be adequately maintained and replaced resulting in a failure to deliver the new mathematics curriculum in Grades 1-3.
3. Insufficient budgetary allocation to the regional offices will make it difficult to provide resources for maintenance of infrastructure and equipment.
4. Insufficient assessment of educational initiatives will result in poor decision making. Delays in analysis of national assessment results may lead to the continuation of activities that are not advancing learning.
5. In general, given the fact that there is NO Phase II to the BEAMS project, follow-up activities by the Bank are limited.

c. Institutional Capacity

1. M&E capabilities were introduced in the Planning Unit during BEAMS. In 2009, MOE created a monitoring and evaluation unit as part of strategic plan.
2. The MISU has been expanded but not to the degree anticipated when the BEAMS project was planned. This limits the ability of the Ministry to recognize technological efficiencies.
3. The effectiveness of decentralization is still largely dependent on the specific individuals involved.
4. The frequent movement of head teachers between schools prevents the effective development of learning communities.

Sustainability Classification SU:

☐ Highly Probable (HP)

☒ Probable (P)

☐ Low Probability (LP)

☐ Improbable (I)

VI. Monitoring and Evaluation

a. Information on Results

In general it would appear that the M&E function within the PIU was of benefit. The audited financial statements indicate that adequate financial, accounting and internal control systems were in place. It is also positive to see that the M&E function has been transferred to full-time staff in the Planning Unit as BEAMS winds down as outlined in the Strategic Plan. Collection of national assessment data is the responsibility of the MOE. As shown above (discussion of results), the provision of data was not timely and complete; efforts to make the data available were postponed until the end of the programme and were then only partially delivered (Summary of Final Evaluation Report is annexed). Although there is no Phase II of the programme, the Bank will try to follow up with MOE on obtaining the national assessment results for 2011 and beyond to better assess the impact of IRI mathematics and the literacy components, including the impact of the recently created literacy unit and its chosen approaches to teach literacy.

There was an indication in the documents reviewed that semestrial reports were not received on a timely basis; the final evaluation states that indicators should have been defined in more detail. While in the end, all necessary reporting appears to have occurred, the regular reporting deadlines were not consistently maintained. The delays that have been referenced throughout this report resulted in an inability to execute the AOP as outlined.

The PMC met monthly initially but then met less frequently as the project progressed.

The misunderstanding of duties, the weak ownership of the project and the low level engagement by the PMC led to some of the delays that were encountered throughout BEAMS.

b. Future Monitoring and Ex-Post Evaluation

MOE through the established M&E unit will continue to measure the following indicators:

1. Monitor initiatives to retain teachers and annual retention rates.
2. Monitor implementation of current strategic plan.
3. Monitor maintenance budgets (value and allocation).
4. Monitor activities of Literacy Unit.
5. Monitor support of IRI equipment.
6. Monitor national assessment data for grades 2, 4, 6 by region and school.

The Bank is not expected to provide any follow-up support. Furthermore, given that the project was designed as a multi-phase project, no impact (ex-post evaluation) is planned.

VII. Lessons Learned

Challenges	Lessons
Delays in project implementation due to ambitious design	While it would appear that the challenge with BEAMS related to implementation delays, it is more likely the result of an ambitious implementation schedule. The adopted implementation model was complex and required the energy of full-time personnel within the Ministry to execute. International experts needed to be sought out, engaged and introduced to the Guyanese education system. Considerable delays were encountered because of the reliance on other government organizations to deliver valuable services to the project, including the delay in the appointments of Cluster Trainers, Cluster Advisors and Master Trainers as well as the development of the human resource database.

Challenges	Lessons
	Using the matrix execution model, the experience of BEAMS shows that responsibilities must be clearly defined and executed. When timelines are not achieved, the situation must be analyzed and remedied immediately. If a committee is to oversee a project the committee must meet frequently and members of the committee must take charge of action items. A project needs a committed and competent champion.
Project progress reports were not valuable tools for project management	While using a color coded system to report the achievement in each of the project components was very helpful, much of the detail regarding specific metrics seemed to carry forward from report to report with no clear articulation of the variations from plan over the reporting period. Reports such as those earlier in the project (Semestral Report #4) might have allowed a more timely identification of challenges and quicker action by the PMC.
Difficulty implementing project components in the hinterland	The Cascade Model for teacher training was a particular challenge in hinterland locations. Hinterland appointments were delayed, reimbursement for workshop expenses was slow and those leading professional development activities were taken away from their classes resulting in students without teachers. It is apparent that the Cascade Model did not adequately consider the challenges of GY's geography. New initiatives should pay particular focus on these challenges.
Disagreement surrounding implementation methodologies	The advancement of literacy initiatives was hampered by a major disagreement in teaching philosophy that appears to linger on beyond BEAMS. While project records indicate that a literacy policy was developed, there does not appear to be a written policy within the Ministry. The lack of a clearly defined policy contributed much to the implementation delay.
Procurement delays	The early delays in BEAMS resulted in several procurement activities occurring simultaneously. MOE weak ability to develop technical specifications contributed to many delays. Furthermore, difficulties to identify materials from IDB member countries also caused delays. It would be helpful to offer procurement workshops and refreshers periodically throughout a project to ensure that all those involved in the procurement of goods and services remain aware of the requirements. Given the amount of technical assistance planned, the filling of specific contractual positions should be a prior condition to ensure that these are filled in a timely manner.
Sustaining technology supported programmes	The introduction of IRI and other innovative technologies necessitated that teachers rely on equipment to deliver the curriculum. The new methodologies created an enthusiasm in the teaching corps. However, for many this soon resulted in frustration when equipment did not work or adequate power was not available. When new technologies are introduced they MUST be accompanied by a robust/sustainable maintenance strategy.
Insufficient investment in evaluation processes	The assessment unit at NCERD led the development of testing instruments and the introduction of national assessments in Grades 2 and 4. While the data was being collected, it was not used to chart project implementation progress. This matter was not remedied until the final project evaluation was undertaken. Complete assessment must occur throughout a project to ensure that appropriate measurement of all metrics is achieved.
Building Standards for schools	Review of standards for school construction and also equipment/furniture to ensure that fixtures etc. withhold frequent use/traffic.

Annexes:

- I. Minutes from the Exit Workshop
- II. Borrower Evaluation
- III. Summary Final Evaluation Basic Education, Access and Management Support Project - Final Report. (See [Complete Report](#)).

EXIT WORKSHOP MINUTES

Ministry of Education and the Inter-American Development Bank

LO: 1107/SF-GY: *Basic Education, Access and Management Support
Program (BEAMS)*

Venue: NCERD Boardroom, Kingston, Georgetown

Date: Thursday October 29, 2009

Workshop Objectives:

To enable key stakeholders of this project to carry out a participatory evaluation in order to:

- Assess the results of the program in keeping with the achievement of the development objective.
- Identify project challenges and sustainability issues.
- Identify lessons learnt that can be applied to the design future similar projects.

Those registered as attending listed in Appendix 1

A. Opening Remarks/ Chairmanship: **Mr. Pulandar Kandhi, Permanent Secretary, Ministry of Education**

The exit workshop was declared open by Mr. P. Kandhi, Permanent Secretary of the Ministry of Education. All participants were welcomed and thanked for their willingness to participate in what was described as a most important exercise in bringing closure to the BEAMS project. The Hon. Minister of Education, Mr. Shaik Baksh was then invited to deliver the first of two featured remarks.

B. Featured Remarks: **The Hon. Mr. Shaik Baksh Minister of Education**

The Minister in his address thanked the participants for their attendance and commended those who played pivotal roles in the execution of the project over its duration. It was stressed that it was important to ensure that value was obtained for whatever monies were expended. The Minister posited that three important questions needed to be evaluated and addressed by the participants.

1. *What was the overall impact of the Project on the Ministry of Education especially as it relates to its development in the areas of Capacity Building and Institutional Framework?*

The Minister stated that capacity building and an effective institutional framework were lacking for several years within the Ministry but under his tenure, improvements have been evident. Accountability and lines of authority have been evident in the Ministry's reform agenda and regional administrators now have more authority to carry out their functions.

2. What specific deliverables were achieved and is a framework in place to ensure that failures are addressed?

The Minister noted that the Education Strategic Plan had integrated some components of the BEAMS project. However, he confessed that the project may have suffered from insufficient monitoring and evaluation especially during its initial stages. While strategic planning has always been a component of the Ministry's operations, monitoring and evaluation have been inadequate. The Minister announced that the Managers within the educational system are scheduled to have a retreat in November at which point they are expected to report on their success in accomplishing their goals for 2009.

3. What was the project's impact on the school system....what was achieved?

It was noted that the consultant's interim report was very detailed and extensive in addressing the question of achievements.

As it relates to the overall execution of the project the Minister acknowledged that there were delays but felt that these could not all be blamed on the Ministry. He suggested that the use of private contractors especially for the civil works component of the project saw many setbacks specifically in issues of design and the execution of works. The late completion of the Hope Secondary School was cited as an example.

It was posited that the government was also doing its part in the establishment of new secondary schools and there is no lack of political will in addressing this issue. The Guyana government in conjunction with the BEAMS project has made significant investments towards the construction and rehabilitation of schools. The Minister expressed his concern that the designs of the new schools especially at Hope, East Coast Demerara where he feels the school has been overbuilt. This has resulted in the sum of GY\$512 million (US\$2.5 million) being spent in the construction of just one facility. This he suggested is too exorbitant for a poor country like Guyana.

The issue of maintenance was also addressed and it was felt that each school construction and/or rehabilitation project should include a component which addresses the maintenance of such facilities after the projected works are completed. It was also noted that the Ministry needs a more systematic approach in addressing the maintenance of the nation's school buildings. While the Georgetown Building Unit falls under the purview of the Ministry, other localities lack this systematic framework and as such suffer immensely. The need to provide engineering expertise to outlying regions and the establishment of inventories for each school were identified as being critical. The maintenance of computer systems was also mentioned as an issue which needs urgent attention.

The Minister further noted that the MIS Unit was fully implemented and budgeted for and operational but also acknowledged the strengthening of the staff's capabilities was also needed. The Ministry's website was established and plans are currently underway to set up a human resource database for both teachers and educational administrators. However, to finalize these task further consultations needed to be done with the Teaching Service Commission (TSC).

Additionally, while acknowledging that the preliminary report highlighted pay increases that have been issued to teachers within recent year the Minister revealed that the other incentives provided to teachers also needed to be mentioned. These (he said) included the distribution of 30,000 house lots, duty free concessions (to head teachers and deputy head-teachers),

qualification incentives and special housing loans. Efforts were also on the way to provide further incentives on the basis of school and in-class performance but it was admitted that information was lacking in this regard to make this a current possibility.

The concerns presented in the report about the new curriculum guide were very disturbing since much time, human expertise and fiscal resources were invested in this regard. The need for the curriculum to be balanced in its outlook was also noted especially as it relates to the literacy component.

The Minister posited that progress was being made in the area of assessment. It was further added that soon a National Grade 4 Literacy Certificate would have to be obtained by students before they are permitted to participate in the National Grade 6 Assessment. This system will be adopted from Jamaica.

While noting the report recommendation to provide more supervision/inspection to the Ministry's literacy initiatives the Minister conceded that this will be a near impossible task since it will entail visits to excess of 500 classes. The Ministry's premier official also acknowledged the need for an oversight committee to monitor and evaluate the IRI initiative especially within hinterland communities. He was concerned by the fact that issues such as the non-availability of batteries and workbooks were hampering the smooth implementation of the programme. He further stressed that the need for CD Players and Radios to be repaired and replaced in many cases were not known to the Ministry or at least to his office. The lack of feedback on these issues was also very worrying and disturbing.

The Minister announced that 45 more schools were in receipt of computers to implement the "Success Maker" programme but that there was a need to provide teacher training to build competency at these institutions. He concluded by describing the quality of the preliminary report as good. The IDB was also thanked for shaping the culture of the Ministry of Education towards the development of a more dynamic school system.

C. Welcoming Remarks:

Mr. Jose Manuel Ruiz
Chief of Operations, IDB

Mr. Ruiz commented on the importance of the exit workshop and stated that it provided an opportunity for the results of the project to be evaluated, beyond its physical achievements. The IDB representative acknowledged the need to measure results and impacts of any development initiative especially when substantial fiscal resources have been expended. Regret was also expressed about the closure of the partnership between the IDB and the education sector. However, it was hoped that other financial institutions such as the World Bank (WB) would provide the needed assistance for the development of the sector.

D. Overview of the BEAMS Project:

Ms. Sabine Aubourg-Rieble
Sector Specialist, IDB

In her brief presentation Ms. Sabine Aubourg-Rieble provided an overview of the history and conceptual framework which led to the implementation of the BEAMS project. Ms. Aubourg-Rieble commented that unequal educational opportunities between urban and rural areas, poverty, and the migration of skilled professions including teachers were two of the driving forces behind the project's implementation. It was acknowledged that the quality of education

needed to be improved particularly in the areas of literacy and numeracy. It was conceptualized that with time this would result in the availability of a more skilled workforce, which would in turn lead to poverty alleviation. The marked difference in the education opportunities available between urban and rural settlements also needed to be addressed in the undertaking of BEAMS.

The IDB official also indicated that, in hindsight, the project was very complex and ambitious. Some examples of this included the CASCADE training model which would have utilized 20 Master Trainers, to train 90 cluster trainers who would then train and provide support to 6,000 teachers. Components 1 and 2 were described as being both challenging and complex in nature, while component 3 was not seen as being complex but had equal importance (as the other two components).

Ms. Aubourg-Rieble reiterated that the evaluation exercise was very important and encouraged a candid evaluation the projects accomplishments and shortfalls. All members of the Ministry of Education were thanked for their work, Ms. Howard of the PIU was acknowledged her significant contribution to the project especially during the closing of the project.

E. Main achievements of Component 1:

Mr. Mohandatt Goolsarran
Director NCERD

In his brief report Mr. Goolsarran focused on four areas:

- Innovative Technologies
- Student Testing
- Literacy Enhancement
- Teacher Training

The presentation highlighted the production of material, the distribution of materials and equipment, and the number of teachers and education personnel that were trained under the component.

Please see Appendix 2 - Main Achievements of Component 1 – for further details

F. Main achievements of Component 2:

Mr. Yoganand Indarsingh
Manager, MIS Unit

Mr. Indarsingh presented on both the Human Resource and MIS aspects of Component 2. The human resource aspect of the presentation focused on 5 areas:

- The implementation of Succession Planning;
- Induction Program for School Managers;
- Certificate Program for School Manager;
- Cadet Program to address technical weakness; and
- Masters Program conducted at the University of Guyana.

The MIS aspect of the presentation focused on 7 key areas:

- Overall Strategy in strengthening the unit role in the Ministry's operations.

Problems Addressed and Achievements as it relates to;

- IS Policies and Procedures,
- Augment and Train IS Staff,
- Install Backbone Network,
- Region and School Solution,
- Integrate Systems, and
- Expand Success Maker.

The MIS Manager stated that he was happy with the change in the role undertaken by his department since they were now able to contribute to policy initiatives and planning within the Ministry. He stated however, internet access still remained an issue for most schools and lamented the loss of several IT personnel within the Ministry.

Please see Appendix 3 - Main Achievements of Component 2 – for further information

G. Main Achievements of Component 3:

**Mr. Rabindra Kishun
Special Project Officer, MoE**

In his concise report Mr. Kishun dealt the new construction and rehabilitation works which were accomplished under this component of BEAMS project. The removal of asbestos roofing from two secondary schools was also highlighted.

The fact that quality assurance checks were conducted on building materials was also brought to the fore. Mr. Kishun further outlined that the newly constructed facilities benefited from a comprehensive plan which ensured that fencing, security booths, water tanks and other amenities to complement the internal facilities which were provided.

Before introducing Ms. MacKinnon the Permanent Secretary highlighted the fact that a notable omission from the presentation up to that point is the drafting of a new Education Act which would provide the needed framework to address policy changes within the Ministry.

H. Evaluation Results, Sustainability & Lessons Learned:

**Ms. Paula MacKinnon
MindBloom Consulting**

Ms. MacKinnon, the leader of the consultancy team, commenced by commending the participants for their dedicated work over the duration of the project cycle. She further noted that while the objective of the evaluation was to highlight the successes, challenges and lessons learned from the project, the members of the consultancy team were driven by the need to provide a report which will be useful to the sector in its planning.

It was noted that BEAMS was well received the vast majority of the teaching populace and there was a general excitement and expectation among students for 'TRI' and the 'Literacy Hour' despite the numerous hurdles faced on the project. A call however was made for the assessment data to be made available so as to provide further analysis on the results of the project and its various initiatives on the success rate of students at examinations.

Ms MacKinnon noted that over 70% of teachers surveyed indicated that they are using a variety of assessment tools. Further national assessment has been expanded to include testing at grades 2 and 4.

It was noted that nursery literacy programme is reflective of quality early childhood education. The primary has yet to be developed to the same level but can be built on the success of the nursery programme. It was noted that the BEAMS project suffered delays resulting from disagreement about methodologies and materials. It was recommended that the Ministry should undertake the development of a National Literacy Policy to guide its aggressive literacy objectives.

Ms MacKinnon also highlighted the many difficulties which were experienced within the hinterland school system and recommended that a policy should be implemented to specifically address the unique concerns of this geographical region. The difficulties associated with the limited staffing particularly at the multi-grade schools in the hinterland were also brought to the fore.

It was also posited that the IRI programme should be continued and perhaps expanded. It was suggested that the Ministry consider utilizing CD's exclusively so as to allow for more control by the class teachers to provide immediate feedback. Ms MacKinnon indicated that where once many teachers did not feel comfortable instructing mathematics, as a result of the training and the implementation of IRI, their confidence levels have grown. The IRI programme has resulted in a national profile for mathematics education. The difficulties experienced with inoperable equipment and insufficient materials were also noted.

It was suggested that members of the Ministry of Education at all levels should play a more active role in the design of project initiatives such as BEAMS since their local knowledge will ensure that project designs are reflective of Guyana's geography, culture and capacity. She recommended that the Ministry obtain greater commitment from associated ministries who enable project deliverables during project design. She encouraged greater accountability in project delivery.

Ms. MacKinnon stressed the need for greater assessment and evaluation to support Ministry decision making. Such quantitative and qualitative evaluations would ensure the wise investment of limited funds and would provide the Ministry with tangible evidence of success. She indicated that the Ministry has a tremendous story to tell but has very limited data to support its return on investment.

Ms. MacKinnon provided images obtained from inspections of the newly constructed schools to indicate that there is a need to address several construction and maintenance deficiencies.

She indicated that the Ministry had undertaken numerous initiatives to encourage greater teacher retention, including an extensive programme to provide certification and advanced learning at the graduate level. She encouraged the Ministry to extend this programme by providing greater opportunities for professional development through the creation of learning communities. She asked that the Ministry ensure that teachers are provided with the tools to do their jobs. The technology that has been introduced must be adequately maintained and the teachers supported in their work. She also encouraged the Ministry to continue with the development of the new teacher pre-service degree programme.

Ms MacKinnon indicated that the parents with whom the evaluation team interacted were seeking to be more actively involved in their children's education. She encouraged the Ministry to expand the IRI workbooks to include instruction for parents, to involve parents more actively in classroom activities and to provide teachers and head teachers with ideas for expanded parent involvement.

She acknowledged the significant work that had been undertaken in institutional strengthening and encouraged the Ministry to advance the new Education Act as developed through the approval process. She outlined the need for continued technological advancement at the administrative level and indicated that it would facilitate better decision making at all levels.

She indicated that the current Strategic Plan is a wonderful guide to the future development of the education system in Guyana. She encouraged the Ministry to ensure that metrics and accountability form part of that plan so that progress is monitored and achieved.

While still awaiting the national assessment data, she indicated that the results of the MindBloom's examination to date suggest that the BEAMS project has achieved numerous successes which will lead to greater student learning and achievement. She highlighted that BEAMS has led to new initiatives, particularly in the area of literacy and that the Ministry has been responsive to learn from the challenges and respond with new, improved programmes. She indicated that the goal of expanded Secondary access had been achieved.

I. Open Discussion – Participants

For this exercise it was initially planned that a listing of prepared questions (see Appendix 4) would be discussed in working groups after which presentations would be made. However, in the interest of time this was not possible so the Chairperson opened the floor for general comments from the work shop participants. Some of comments which were made are recorded below.

- It was posited that most of the foreign consultants contracted at the initial stage of the project, were not willing to provide the required training to the implementing staff within the ministry.
- The duration of time taken to procure equipment and materials was also noted as a key hurdle. Though an orientation exercise was conducted at the commencement of the project which addressed the procedures which needed to be followed in the acquisition of fiscal resources and financing the constant recruitment of new staff often time demanded a reorientation exercise. It was posited that this caused numerous delays in the project's execution.
- It was suggested that there may be a need to scale down on the curriculum content and direct some attention toward ensuring that the information is effectively imparted to students and is not just completed.
- It was noted that in its initial stages the project had more cohesion and communication between implementing departments and officials was evident. However, this situation deteriorated with many project activities being executed in isolation of each other. This situation it was felt resulted in much duplication of roles and avoidable hurdles.

- The need for a more goal oriented system of management within the Ministry was also advanced.

J. Closing Remarks - Mr. P. Kandhi

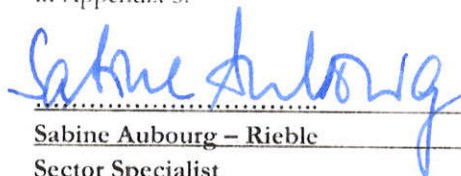
In his closing remarks the Permanent Secretary announced that the Hope Secondary School is scheduled to be opened on Monday November 2, 2009 despite the non completion of plumbing and electrical works. It suggested that some of this will be done simultaneously with the conduct of classes until the required works are completed. He confessed that while this was not the desired situation it was deemed as a necessary measure since the opening of the school was long overdue.

Mr. Kandhi acknowledged and thanked Ms Ansel Bailey for her work in providing liaison services for MindBloom Consulting and for organizing the Exit Workshop.

Participants were encouraged to provide responses to distributed questions via email to Ms. Paula MacKinnon. (These have been collected and included in Appendix 4)

Attendees were then thanked for their attendance and invited to have lunch.

A summary of the lessons learned from BEAMS as presented in the Exit Workshop is provided in Appendix 5.



Sabine Aubourg – Rieble

Sector Specialist

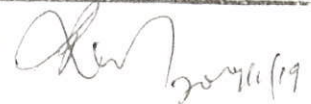
Inter-American Development Bank

.....
Mr. Pulandar Kandhi

Permanent Secretary

Ministry of Education

PERMANENT SECRETARY
MINISTRY OF EDUCATION



Appendix 1

**GOVERNMENT OF THE CO-OPERATIVE REPUBLIC OF GUYANA
MINISTRY OF EDUCATION
BASIC EDUCATION, ACCESS AND MANAGEMENT SUPPORT
Registered Participants**

Hon. Mr. Shaik Baksh	Minister of Education
Mr. Pulandar Kandhi	Permanent Secretary
Mr. Jose Manuel Ruiz	Chief of Operations, IDB
Mr. Roy Parachoo	Procurement Specialist, IDB
Ms. Sabine Aubourg-Rieble	Sector Specialist, IDB
Ms. Leticia Ramjag	Operations Analyst, IDB
Mr. Rabindra Kishun	Special Project Officer, MoE
Mr. M Goolsarran	Director, NCERD
Ms N Applewhaite	Former National Advisor, Teacher Education
Mr. J Joseph	Accountant, BEAMS PIU
Ms J Howard	Finance Manager, BEAMS PIU
Mr. Y Indarsingh	MIS Manager, MoE
Ms M Thomas	Implementation Officer, NCERD
Mr. M Glasgow	DPMC for MindBloom Consulting
Mr. D Singh	Accountant, MoE
Ms D Lewis	Education Officer, MoE
Ms M Bovell	Assistant Chief Education Officer (Secondary)
Mr. R Tewari	Deputy Chief Education Officer (Admin)
Ms G Whyte-Nedd	Chief Education Officer
Ms E Hamilton	Chief Planning Officer
Ms A Bailey	Planner
Ms R Hetsberger-Murray	Economic and Financial Analyst, MoE
Ms W Abrahime	Former IRI Implementation Officer, NCERD
Mr. J MacKenzie	Subject Specialist, NCERD
Ms K Spencer	Subject Specialist, NCERD
Ms C Benjamin	District Education Officer (Primary)
Mr. Mayfield Benjamin	Regional Education Officer (Region 7)
Ms Bibi Ali	Assistant Chief Education Officer (Primary)
Ms J Simon	Human Resource Manager, MoE
Mr. John Cush	Engineer, MindBloom Consulting
Ms Paula MacKinnon	Principal, MindBloom Consulting

Appendix 2
BEAMS School
Performance Component
Innovative Technologies
Student Testing
Literacy Enhancement
Teacher Preparation

Innovative Technologies

Achievements

- IRI Mathematics Lessons for Grades 1 – 3 developed.
- IRI Mathematics Manuals (9000) and (270 000) Workbooks printed and distributed to schools
- 1214 Radios/CD players for receiving IRI Mathematics instruction distributed to schools
- IRI Mathematics lessons on CDs produced and distributed to schools
- IRI Mathematics programmes closely monitored in a sample of schools

- 420 000 checkered-line exercise books were printed and distributed to schools
- Five solar panels were purchased and installed in five primary schools in Regions 1, 2, 3, 6 & 9
- 250 solar battery chargers were purchased and distributed to schools not receiving regular electricity
- 470 electric battery chargers were purchased and distributed to schools with regular supply of electricity
- 7440 rechargeable batteries were purchased and distributed to all primary schools

Innovative Technologies

- 9 primary schools with computer labs
- 5 primary schools with one laptop, solar panel & LCD projector
- 14 primary schools using the Success maker software
- All primary schools using Jolly Phonics literacy package
- 2900 primary school teachers trained in the use of Jolly Phonics
- 250 primary school teachers training in basic IT literacy and Success Maker

- Produced Basic IT Training Manual (2000 copies)
- Distributed to each regional administration one LCD projector, 2 Laptops, one Conference Phone, two video cameras, one computer printer
- 14 Scanners and LCD Projectors to the 14 schools using Success Maker
- Low Cost Mathematics Software for Grades 1 – 3 for 50 schools
- 35 schools received Hooked on Phonics
- 100 schools received Scholastic Libraries

Student Testing

Achievements

- Staff received specialized training from the international consultant on the processing of examination scores using SPSS
- Computers and scanners were procured to facilitate analysis of examination results
- Formative Continuous Assessments developed For Grades One and Two
- National Benchmark Assessments developed for Grade One, Two, Four and Six
- National Benchmark Assessments conducted for Grades One and Two –Pre-and Post Assessments

Literacy Enhancement

Achievements

- New literacy standards (content & methodology) developed for Nursery 1 & 2 and each grade of the primary school
- Assessment instruments to measure attainment of the new literacy standards developed, tested and administered
- Regional education officials responsible for overseeing the implementation of the numeracy and literacy curriculum trained through a series of orientation seminars

- Classroom teachers of Grades 1 – 3 in all regions received training to implement the literacy and numeracy curriculum
- The implementation of the literacy and numeracy curriculum was monitored both at the regional and national levels
- Big Books for nursery schools produced and distributed
- Literacy Hour Guide produced and teachers trained to use same
- Teachers trained to use the Rainbow Readers, Ralp Readers, Timehri Readers, West Indian Readers

Teacher Preparation

Achievements

- **In-service teacher training programme developed under the guidance of international and national specialists**
- **Master trainers and cluster advisers recruited and trained to implement the in-service teacher training programme**
- **Master trainers and cluster advisers monitored classroom teaching**
- **Training manual developed for Cluster Advisers**

- Produced, print & distributed *Compact for Literacy for Teachers and Parents*

Appendix 3

Main Achievements



Component 2 of BEAMS

1. Human Resources
2. Management Information Systems

HR – Department

- ❑ Proposed structure developed [not considered since PMMP was intended to address entire Public Service]
- ❑ Remodeled office space
- ❑ Installed computer network and equipment

HR – Succession Planning

- Database to support this activity only 60% complete

HR – Induction Program for School Managers

- Initially delivered centrally
- Will now be done regionally with resource personnel from MOE
- HRDO appointed to facilitate training

HR – Certificate Program for School Managers

- ▣ NCERD delivering this program
- ▣ Program was evaluated and reinforced in 2006

HR – Cadet Program

- ❑ Design of program not achieved
- ❑ A small number of cadets brought on board in specific areas to satisfy needs

HR – Masters Program

- ❑ Engaged UG and foreign accredited institution to deliver program
- ❑ Program commenced in Jan 2008 (July 2009 completion date)
- ❑ 42 persons accepted into program

HR



Questions and Comments

MIS – Overall Strategy

- ... concentrate on creating an [IT] infrastructure consisting of IS standards, a backbone network and an integrated database.
- ... will accommodate the IS needs of other sub-components as they emerge over time.

MIS – IS Policies and Procedures

Problems addressed

- Maturity of IT Organization

Achievements

1. Improved capacity of MISU to Implement and Support IT solutions
 1. Developed Governance Model for IT
 2. Developed and Implemented IT Structure
 3. Developed IT Policies and Standards
 4. Developed & Executed Training Plan for IT staff
 5. Strengthened Project Management capacity
2. MISU is able to contribute substantially to MOE strategic planning

MIS – Augment and Train IS Staff

Problems addressed

- Lack of IT personnel within MISU
- No IT Support staff in Regions

Achievements

1. MISU provided with IT staff in core skill areas
 1. Most activities were able to be accomplished
 2. Multiple simultaneous projects executed
2. IT staff introduced to the Regions
 1. Developed IT capacity in Regional staff
 2. Improved record keeping and reporting
 3. Support for schools for the first time
3. Support tools and materials provided

MIS – Install Backbone Network

Problems addressed

- Incomplete IT infrastructure and access

Achievements

1. Completed design for MOE WAN
2. Installed & configured main WAN elements
3. Installed Regional LANs
4. Upgraded central MOE network
5. Installed computers and LANs at LRC & CPCE sites
6. Provided connectivity to Regional sites

MIS – Region and School Solution

Problems addressed

- Inadequate information for decision making

Achievements

1. Developed an Information System for Primary Schools
2. Controlled rollout for this school term
3. Provided 200 Primary Schools with management PC
4. Trained over 400 teachers in ICT literacy
5. Provided initial database for Regional data capture – HR information

MIS – Integrate Systems

Problems addressed

- Multiple systems duplicating data
- Not all areas served

Achievements

- ◆ Severe integration issues regarding HR
- ◆ Restricted access to IFMAS
 1. Limited functionality HR database
 2. Workflow application for Finance
 3. Application for BDU
- ◆ Integration Efforts to continue beyond BEAMS

MIS – Expand Success Maker

Problems addressed

- Few schools benefiting from literacy & numeracy enhancement using ICT

Achievements [Ongoing]

1. 40 Additional Primary Schools Targeted
2. Infrastructure works (labs) started
3. Procurement of equipment to be concluded by end November
4. ICT Literacy training delivered to > 100 teachers

MIS



Questions and Comments

Appendix 4

GOVERNMENT OF THE CO-OPERATIVE REPUBLIC OF GUYANA MINISTRY OF EDUCATION BASIC EDUCATION, ACCESS AND MANAGEMENT SUPPORT EXIT WORKSHOP

Discussion Questions

Question 1

Form your perspective, what were the strengths and weaknesses of the matrix project management approach. Do you believe it created the project ownership that was envisioned? Do you believe that regional offices were sufficiently involved?

A hindrance was the lack of human resources to take responsibility for the implementation of programmes, the Ministry lacked capacity to manage programmes, there were too many delays during the rollout of the programme. The Regional administration were sufficiently involved in the implementation initially

Question 2

With the many demands on the budget of the MOE, what would you recommend as the most effective way to ensure the maintenance of buildings, furniture and equipment?

Fundraising from Parent Teacher Associations

Alumni Associations (local and overseas)

Non-government organizations

Business communities

PTAs offer oversight when maintenance work is done to school buildings

Establish regular routine maintenance of equipment, buildings, etc.

Educating teachers and students in use of facilities

Regional administration to be more effective in maintenance with oversight from MoE

Question 3

Monitoring and evaluating is a key component of a successful project. The current strategic plan calls for it to become part of the MOE culture. What do you believe are the opportunities and challenges for this to occur? It is possible?

Question 4

Building on the strengths of BEAMS will require continued dedication of many people in the Ministry of Education. Are there sufficient resources to continue the initiative undertaken through BEAMS? What and where are the needs? Do you believe that there is any area that is over resourced?

Question 5

The observations for the evaluation indicate that parents are more than willing partners in education. How do you believe that parents should be engaged in the learning environment?

More Parent Teacher interactions

Active PTA in schools

Question 6

Tremendous strides have been made in the advance of literacy and numeracy during BEAMS. What do you believe were the challenges and successes? What success can be built upon for the future?

Question 7

What do you consider are the main accomplishments of BEAMS and the main challenges for the future of education in Guyana?

One of the challenges for the future of education in Guyana is to have all stakeholders involved in the project.

I am concerned about the sustainability of the IRI programme. The Ministry of Education has not put in place any system to sustain this programme. The IRI Unit is no longer in existence and the IRI team has left the Ministry. I wish to say that the future of this programme is in limbo and the children of Guyana will suffer as a result.

Accomplishments: Construction of 4 new secondary schools and the rehabilitation of 5 existing schools. The creation of classroom spaces at the secondary level.

Challenge: Maintenance

Appendix 5

GOVERNMENT OF THE CO-OPERATIVE REPUBLIC OF GUYANA MINISTRY OF EDUCATION BASIC EDUCATION, ACCESS AND MANAGEMENT SUPPORT EXIT WORKSHOP

Summary of Lessons Learned

1. The matrix design for project execution has the capability to strengthen operational units but must designate specific individuals for effective implementation
2. New initiatives must reflect the diversity and capacity of Guyana. Local officials must challenge the recommendations of international specialists to ensure recommendations that are relevant in the context of Guyana; contracts need to be managed well in order to meet expectations
3. Specific policies for the hinterland are important to guide administrators and teachers in these unique regions
4. There must be advance commitment from Ministries which have the ability to impact project implementation
5. Procurement processes have to be well understood by all participants in order to ensure timely planning and execution (comment: procurement processes are tailored to each project)
6. Monitoring and evaluation mechanism has to be put in place upfront in order to assess impact of educational interventions
7. Adequate maintenance funds and processes must be established to ensure the sustainability of new buildings and programs
8. Technology is and will continue to be an effective tool for educational administration



Inter-American Development Bank
Project Completion Report –2010 PCR
Borrower's Evaluation

Project Name: BASIC EDUCATION ACCESS AND MANAGEMENT SUPPORT PROGRAMME	
Executing Agency(ies): MINISTRY OF EDUCATION	
Borrower: GOVERNMENT OF GUYANA	
Date of Project Approval: JULY 17, 2002	Date of Contract Effectiveness: JULY 25, 2002
Date of Borrower Evaluation: MARCH 2, 2010	Expected Date of Exit Workshop: OCTOBER 29, 2009

Borrower Project Performance Ratings

Probability on Achieving its Development Objective(s):

☒ Highly Probable (HP) ☐ Probable (P) ☐ Low Probability (LP) ☐ Improbable (I)

Project Implementation:

☒ Highly Satisfactory (HS) ☐ Satisfactory (S) ☐ Unsatisfactory (US) ☐ Very Unsatisfactory (VU)

Sustainability of Project Results:

☒ Highly Probable (HP) ☐ Probable(P) ☐ Low Probability (LP) ☐ Improbable (I)

Comments:

The literacy and numeracy initiatives and the Successmaker programme methodology have been incorporated into the Ministry of Education's operations with regards to education delivery. Towards this end some of the officers with responsibility for the delivery of these programmes under BEAMS were retained by the Ministry.

In areas, such as, Information Technology, the Regional Education offices were strengthened by the inclusion of Regional IT officers. A programme which commenced under BEAMS.

Hindrances to these programmes result from a lack of personnel due to the unattractive salaries being offered by the Public Service rather than the unavailability of the necessary skills.

Borrower Performance During Project Preparation

Please rate your own performance during Project Preparation:

☐ Highly Satisfactory (HS) ☒ Satisfactory(S) ☐ Unsatisfactory (US) ☐ Very Unsatisfactory (VU)

Comments:

Borrower Performance During Project Execution

Please rate your own performance during Project Execution:

☒ Highly Satisfactory (HS) ☐ Satisfactory(S) ☐ Unsatisfactory (US) ☐ Very Unsatisfactory (VU)

Comments:

When the time factor for the implementation of the project is considered, that is, seven years as opposed to five years, performance may be considered to be satisfactory. However, when performance is considered in terms of achieving the objectives of the programme, performance may be classified as highly satisfactory.

Bank Performance During Project Preparation

Please rate the Bank's performance during project preparation. Factors to be considered include the extent to which the Bank facilitated a participatory project design, proposed adequate technical solutions to the problems identified, and responded to the needs of the Borrower (timeliness, selection of instrument type).

☒ Highly Satisfactory (HS) ☐ Satisfactory(S) ☐ Unsatisfactory (US) ☐ Very Unsatisfactory (VU)

Comments:

Bank Performance During Project Supervision

Please rate the Bank's overall performance during project supervision. Factors to be considered include technical assistance (including informal and formal training) to Executing Agency, timeliness of Bank response and the Bank's flexibility to respond to emergency situations during project implementation.

☒ Highly Satisfactory (HS) ☐ Satisfactory(S) ☐ Unsatisfactory (US) ☐ Very Unsatisfactory (VU)

Comments:

The cooperation, training and advice received from the Bank were instrumental in the Borrower's ability to achieve its goals. The flexibility of the Bank was evident when dealing with some complex issues, particularly in the final stages of the programme. This flexibility also enabled the borrower to maximize the use of the available Loan proceeds towards the expansion of programmes which were already established.

The PEU's performance was enhanced by the training sessions conducted by the Bank specifically in the areas of Procurement and Finance /Audits. Through this training, staff members became more au fait with the Bank's policies and procedures thus contributing to a minimization of errors and the resulting queries.

These programmes allowed officers to better understand and appreciate the procedures and policies of the Bank through the interaction with other PEU's and their ventilation of challenges/issues and feasible/applicable solutions with the guidance of the Bank.

More importantly, the PEU enjoyed excellent relationships with members of staff of the Bank, who were found to be very professional in their dealings and approachable.

Additional Suggestions for Improving Bank Performance

COOPERATIVE REPUBLIC OF GUYANA

**FINAL EVALUATION
BASIC EDUCATION, ACCESS AND MANAGEMENT SUPPORT PROJECT**

FINAL REPORT

23 DECEMBER 2009

PRESENTED BY:



MAHONE BAY NOVA SCOTIA CANADA

PROGRAMME SUMMARY

General Information on the Programme

Borrower:	Cooperative Republic of Guyana	
Executing Agency:	Ministry of Education	
Project Name:	Basic Education, Access, Management Support Programme (BEAMS)	
Project No.:	GY0063	
TC No.:	01-01-027	
Loan No.:	1107 SF-GY	
Amount and source:	First	Second Phase
IDB (FSO)	30.0	20.0
Local	3.5	2.5
Total	33.5	22.5

Financial terms and Conditions

Amortization Period	40 years
Grace Period	10 years
Execution Period	7 years
Disbursement period	6 years
Interest Rate	1% grace period 2 % thereafter
Supervision and Inspection:	1%
Credit Fee:	0.5%
Currency:	US dollars
Contract Signed	25 July 2002
Initial Last Disbursement Date:	25 July 2007
Revised Date:	25 December 2009

SECTION 1 EXECUTIVE SUMMARY

The Basic Education, Access and Management Support project commenced in Guyana in 2002. The project, now largely complete, is subject to its final evaluation. MindBloom Consulting has been privileged to conduct this evaluation and provides this report which summarizes the evaluation team's observations, conclusions and recommendations.

Our work confirms that the curriculum has been modernized and that substantial teacher training has occurred. Internal reports and the results of a survey of teachers indicate that the teachers are using the new methodologies. Teacher in-service training has been institutionalized and a new teacher preparation programme which will streamline teacher training is being planned. The Ministry of Education has utilized technology to enhance the learning experience. IRI mathematics has been well received; low level mathematics computer instruction has been extended beyond the scope originally intended by BEAMS as has the SuccessMaker software. Standardized assessment has become part of the educational culture with national assessment having been extended to include Grades Two and Four.

The Ministry has been strengthened through the establishment of a Literacy Unit, sustained support for IRI mathematics and other technological applications and a continuing teacher in-service training programme. NCERD offers a certificate in educational management which encourages quality educational leadership. A new Education Bill has been developed which enables the structural reorganization of the Ministry and a greater decentralization of service delivery. Regional development has occurred with the introduction of Education Committees and the strengthening of School Boards, PTA's and School Improvement Advisory Committees. While not as extensive as originally planned, new management information systems have been introduced. There is tremendous potential for the Ministry of Education to enhance communication and achieve greater operational efficiency through the effective use of technology. The development of the Human Resource aspect of the project has been hampered by several factors, one of them the substantial reliance on other government organizations to advance initiatives.

New schools have been built to enhance the learning environment in rural Guyana and to provide additional secondary school seats as well as residence accommodation for both students and teachers. Several existing schools have been renovated.

The Ministry of Education is implementing its fourth strategic plan. It is heartening to see the planning culture which exists and the commitment to the use of planning to establish a shared vision and implementation strategy. Externally supported initiatives result from the strategic focus of the Ministry and become integral components of each plan. This facilitates the systematic incorporation of lessons learnt from specific projects directly into the policy development process.

Sustainability of the BEAMS initiatives is of critical importance. Our work has indicated that, while important pedagogical progress has been achieved, there are two major components that threaten to impact the sustainability of BEAMS. The lack of maintenance of both technology and physical infrastructure has resulted in diminished learning opportunities and new buildings showing early signs of disrepair. The institutional capacity building that was envisioned for

BEAMS has not occurred. Research, assessment, evaluation, monitoring, data storage and management are critical to support decision making and the timely implementation of educational initiatives.

While there have been slippages in some of the project deliverables and two project timeline extensions that would indicate the need for earlier intervention, the PIU has appeared to exercise good administrative practices and has worked diligently to balance effective operational control with timely service delivery. The Monitoring and Evaluation component was placed within the Planning Unit of the Ministry; providing the potential for the development of this function for longer term administration.