

PROJECT PROFILE

SURINAME

I. BASIC DATA

Project name:	Program for Improving Basic Education		
Project number:	SU-L1019		
Project team:	Ryan Burgess (CTT/EDU), Team Leader; Carlos Gargiulo and Claudia Cox (SCL/EDU); Immerance Daan (CCB/CSU) and Diego Buchara (LEG/SGO)		
Borrower:	Republic of Suriname		
Executing agency:	Ministry of Education and Community Development (MOECD)		
Financing plan:		Phase I	Phase II
	IDB:	US\$19,800,000	US\$10,000,000
	Local:	US\$ 750,000	US\$ 500,000
	Total:	US\$20,550,000	US\$10,500,000
Safeguards:	Policies triggered:	B.01	
	Classification:	C	

II. GENERAL JUSTIFICATION AND OBJECTIVES

A. Rationale for the reformulation of the Basic Education Improvement Program (Loan 1521/OC-SU) and supplemental financing

- 2.1 The Government of Suriname (GOS) has requested a reformulation of the Bank approved Basic Education Improvement Program (BEIP) (Loan 1521/OC-SU) with supplemental financing and using the multi-phased approach.¹ This is due to an expansion of program work requiring more time to support an 11-year education cycle; an inadequacy of funds in the current operation to deliver the original outputs; and a need to adjust the program to improve implementation.
- 2.2 BEIP is currently in a one year extension, which is due to expire on March 31, 2010. The BEIP program goal, objectives, and components will remain the same in the reformulated program, SU-L1019. The program goal is to contribute to the development of human capital in Suriname. The objective is to improve the quality and internal efficiency of basic education by updating the educational contents and processes, providing inputs to schools and supporting institutional reforms. To this end, the program has four components: (i) to support the establishment of a revised basic education cycle and quality improvement; (ii) renovation/construction and rehabilitation of school and MOECD infrastructure; (iii) strengthening of management capacities at the school level; and (iv) modernization and strengthening of the MOECD and the school system.

¹ BEIP (Loan 1521/OC-SU) was approved in March 2004.

- 2.3 After BEIP was approved, the Bank realized that the curriculum revision for grades one to five was not as advanced as believed and required a thorough revision, including the development and delivery of appropriate curriculum materials for those grades. Secondly, GOS adjusted the program from a 10 year to an 11 year basic education cycle. These changes led to an increase in the time and funding required for program implementation.
- 2.4 The program has been underperforming; yet key achievements include: (i) 48 schools renovated/rehabilitated; (ii) the curriculum for grades 1-2 (pre-primary) should be completed by March 2010; (iii) 353 school improvement plans have been evaluated and 72 approved totaling US\$1.2 million in funding; and (iv) MOECD has demonstrated a renewed commitment to the education reform effort. To date, US\$5.5 million of the original US\$12.5 million available in loan resources has been disbursed. By March 2010, another US\$1 million in disbursements is expected for activities related to the school improvement plans, Teacher Resource Centers (TRCs), social marketing campaign, and curriculum development.
- 2.5 According to a Road Map paper and a formative evaluation,² the program has been underperforming in part due to the exclusion of key stakeholders during implementation; limited MOECD staff to implement the reforms; lack of coordination and ownership among MOECD departments to manage and lead the overall reform initiative; absence of a clear conceptualization and definition of the new basic education cycle; and limited technical and managerial leadership in the Program Management Unit (PMU) to conduct the reform.
- 2.6 Both the Bank and GOS are highly committed to the program at the highest levels. The commitment was confirmed by the President of Suriname in September 2009, by the MOECD and PMU in a January 2009 meeting and by all parties in subsequent meetings during the reformulation process. The program remains a priority for the GOS since it contributes to increasing the quality of public spending, and modernizing the public sector, primarily in education, which are key aspects of the Suriname Country Strategy and Multi-Annual Development Plan of the GOS. Also, MOECD draft Sector Education Plan 2009 – 2013, includes BEIP as a priority of the Ministry. As a result, the MOECD and the Bank agreed that the best option for improving results and the program's contribution to the country's social development goals would be to reformulate the program, with supplemental financing, and adjust it as needed to meet the original objective, improve implementation capacity, advance results and address bottlenecks.
- 2.7 While there is commitment to the program, it will be necessary to assess the political climate during 2010 due to government elections set for May 2010. If there is a change in government, program implementation may slow temporarily; however, the new administration is expected to support the overall education reform as all parties agree that the education system requires improvement.

² The Road Map paper was developed in November 2007.

- 2.8 During 2009, steps were taken to begin addressing some program challenges. For example, 28 consultation workshops were held involving over 700 participants in order to inform the public and receive their input regarding the education reform; the MOECD agreed to adjust the management structure and increase MOECD staff participation in program implementation; and the MOECD stressed the importance of conducting a social marketing campaign during implementation of the reformulated program to increase stakeholder involvement.

III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

- 3.1 The reformulated program will consist of an eight year multi-phased loan with two phases of four years each. A multi-phased approach is being taken to allow for the estimated amount of time needed for an appropriate transition to the new education system, and for the benefit of an evaluation of Phase I, based on defined triggers and deliverables required in order to proceed to Phase II of the program.³ Specifically, the multi-phased approach will allow for longer-term and required support for proper teacher development, curriculum revision and implementation, and alignment of curricula across the education system. Phase I will focus on grades 1 to 8 and include key activities required for preparation for Phase II (i.e. study on reforming junior secondary). Phase II will focus on grades 9 to 11.
- 3.2 As stipulated in Section 2.2, the program goal, objective and components will remain the same in the reformulated program. Critical adjustments, however, will be made to improve implementation. These adjustments include: (i) adjusting the management structure to increase ownership and accountability within the MOECD. This includes tying the PMU structure more closely to the MOECD, hiring PMU key staff, and designating MOECD staff to the program; (ii) strengthening a monitoring plan to improve tracking program progress; (iii) increasing stakeholder participation during implementation; and (iv) increasing available resources as required to achieve program objectives.
- 3.3 **Component 1. Support the establishment of a revised basic education cycle and quality improvement.** This component aims to support the MOECD in establishing a basic education cycle and improving its quality and efficiency by developing a new curriculum framework; redesigning the curriculum for grades 1 to 8, including all accompanying textbooks and teaching materials with an emphasis in literacy and numeracy; reforming the examination system accordingly; assessing grades 9 to 11 and suggesting a new structure aligned with the new system; improving teacher performance through education and training, including approaches to teach students of varying abilities and challenges; and designing and piloting multi-grade and bilingual education strategies for the Interior. By the end of Phase I, a decrease of 5% in drop-out and repetition rates and an increase of 5% of students finishing the 8th grade are expected.

³ Phase II is also contingent upon an assessment of Suriname's programming to ensure the education reform remains a priority.

- 3.4 Phase II will capitalize on achievements from Phase I and focus on strengthening the quality and alignment of the entire basic education cycle. In this phase, the program will abolish the exam used to stream students into specific tracks; revise and implement the curriculum for grades 9 to 11; provide/adapt textbooks and teaching/learning materials for these grades; continue to review and revise the examination system; continue in-service teacher training in curriculum and teaching approaches; update pre-service teacher curricula ensuring consistency with the revised curriculum; develop a strategy for streaming students into senior secondary education; and pilot or expand bilingual education in the interior.
- 3.5 **Component 2. Renovation/construction and rehabilitation of school and MOECD infrastructure.** This component will focus on the construction of new schools and expansion of existing ones, primarily to include grades 9 to 11. TRCs will also be constructed to contribute to the continued professional development of teachers. **A prior condition for final approval of the reformulation will be the preparation of designs for construction in 2010, the list of identified construction sites owned by the GOS, a list of possible construction sites for the following years, and estimated costs for all works.** Phase II will include: (i) additional construction/refurbishment of schools to increase access to grades 9 to 11; (ii) construction of a teacher training institute in the interior; (iii) support and construction of the Institute for In-service Teacher Training, in conjunction with MOECD, the Institute for Teacher Education (IOL), and the Flemish Association for Development Cooperation and Technical Assistance (VVOB).
- 3.6 **Component 3. Strengthening management capacities at the school level.** Through this component, the program seeks to build management capacities at the school level, which will improve its efficiency and effectiveness. For this purpose, the program will support: (i) training in management and leadership skills for school leaders and TRC managers; (ii) establishment of a mechanism to fund approximately 65 school improvement projects; and (iii) development of a management model for schools in the interior consistent with its geographical and cultural characteristics.⁴ Phase II will continue strengthening management capacities at the school level, including managing the TRCs, and supervising implementation of the innovation fund, which will be extended to other schools.
- 3.7 **Component 4. Modernization and strengthening of the MOECD and the school system.** This component aims to modernize the MOECD and make appropriate adjustments to facilitate implementation of the new basic education cycle and includes: (i) training courses for professional development of staff; and (ii) establishing an Information and Communication Technology (ICT) Unit in the MOECD Planning and Research Department to maintain and strengthen the Education Management Information System (EMIS). Phase II will address: (i) institutional strengthening of the MOECD primarily through capacity building

⁴ Note: the measures proposed for strengthening management capacity at local and school levels do not require changes in legislation. The education act of 1960 (and amendments made in 1965 and 1971) delegated to the MOECD the power to regulate the administration of the school system.

of staff; (ii) continue the provision and refurbishment of equipment to modernize the MOECD; and (iii) continue expansion and upgrading of the EMIS/ICT.

- 3.8 **Program management structure.** The PMU will be situated in the MOECD and supported by the departments of Curriculum Development, Examinations, Inspection, Education of the Interior, Teacher Education, and Research & Planning. A Coordinating Body in the MOECD, composed of the Permanent Secretary and two Technical Advisors, will oversee the program and its implementation. The PMU will perform all administrative, procurement, financial and overall management tasks required for successful implementation of the program. **The Bank's no objection for terms of reference, hiring key PMU staff and designating MOECD staff per relevant department to the program will be a prior condition to the reformulation,** to ensure that the management structure is in place from the start of the program. Also, a project management firm will support and strengthen the PMU, assist in establishing a management system and provide quarterly assessments of the PMU's program management.
- 3.9 **Monitoring and Evaluation (M&E).** In order to strengthen the MOECD's ability to monitor and evaluate education initiatives, the program will: (i) establish a M&E Unit within the MOECD Planning and Research Department; (ii) develop an M&E manual for the program; (iii) train the MOECD and PMU staff in using the manual; (iv) institutionalize a reporting, monitoring and communication mechanism; (v) integrate M&E functions into MOECD departments directly responsible for the delivery of the education program; and (vi) develop annual work plans and progress reports for all Heads of Departments involved in the Program and the Planning Section of MOECD.

IV. SAFEGUARDS AND FIDUCIARY SCREENING

- 4.1 The environmental and social safeguard classification is "C". The program will support the construction or expansion of schools to increase access to all grades for students in remote areas. The construction constitutes relatively minor works; therefore the program is not expected to have significant negative environmental impacts. Nevertheless, the Operational Manual of the program will include technical and environmental mitigation criteria for all construction activities in order to ensure with the requirements of the Environmental Management Act (EMA) and guidelines of the Ministry of Health and Public Works.

V. RESOURCES AND TIMETABLE

- 5.1 The POD is expected to be distributed to Quality and Risk Review (QRR) by February 25, 2010. The tentative Board presentation is planned for April 21, 2010. The following resources are required for project preparation: (i) consultancies US\$16,972; and (ii) missions US\$12,360 (see Annex V).

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SAFEGUARD SCREENING FORM

This Report provides a summary of the project classification process and is consistent with Safeguard Screening Form requirements. The printed Report should be attached as an annex to the PP or PCD (or equivalent) and sent to ESR.

1. Save as a Word document. 2. Enter additional information in the spaces provided, where applicable. 3. Save new changes.

PROJECT DETAILS	IDB Sector	EDUCATION-PRIMARY EDUCATION
	Type of Operation	Investment Loan
	Additional Operation Details	
	Country	SURINAME
	Project Status	
	Investment Checklist	Generic Checklist
	Team Leader	Burgess, Ryan Heath (RYANB@iadb.org)
	Project Title	Program for Improved Basic Education
	Project Number	SU-L1019
	Safeguard Specialist(s)	ryanb
	Assessment Date	2009-11-10
	Additional Comments	

PROJECT CLASSIFICATION SUMMARY	Project Category: C	Override Rating:	Override Justification:
			Comments:
	Conditions/ Recommendations	<ul style="list-style-type: none"> No environmental assessment studies or consultations are required for Category "C" operations. Some Category "C" operations may require specific safeguard or monitoring requirements (Policy Directive B.3). Where relevant, these operations will establish safeguard, or monitoring requirements to address environmental and other risks (social, disaster, cultural, health and safety etc.). The Project Team must send the PP or PCD (or equivalent) containing the Environmental and Social Strategy (the requirements for an ESS are described in the Environment Policy Guideline: Directive B.3) as well as the Safeguard Policy Filter and Safeguard Screening Form Reports. 	
<i>Policy Directives can be accessed from the Resources tab on the Toolkit home page.</i>			

SUMMARY OF IMPACTS/RISKS AND POTENTIAL SOLUTIONS	Identified Impacts/Risks	Potential Solutions

ASSESSOR DETAILS	Name of person who completed screening:	
	Title:	
	Date:	2009-11-10

SAFEGUARD POLICY FILTER REPORT

This Report provides guidance for project teams on safeguard policy triggers and should be attached as an annex to the PP or PCD (or equivalent) together with the Safeguard Screening Form, and sent to ESR.

1. Save as a Word document. 2. Enter additional information in the spaces provided, where applicable. 3. Save new changes.

PROJECT DETAILS	IDB Sector	EDUCATION-PRIMARY EDUCATION
	Type of Operation	Investment Loan
	Additional Operation Details	
	Investment Checklist	Generic Checklist
	Team Leader	Burgess, Ryan Heath (RYANB@iadb.org)
	Project Title	Program for Improved Basic Education
	Project Number	SU-L1019
	Safeguard Specialist(s)	ryanb
	Assessment Date	2009-11-10
	Additional Comments	

SAFEGUARD POLICY FILTER RESULTS	Type of Operation	Loan Operation / Multi-Phase Lending Project	
	Safeguard Policy Items Identified (Yes)	Potential to affect Indigenous People (also see Indigenous Peoples Policy).	Resettlement and Indigenous People (B.01)
	Potential Safeguard Policy Items(?)	No potential issues identified	
	Recommended Action:	Operation has triggered 1 or more Policy Directives; please refer to appropriate Directive(s). Complete Project Classification Tool. Submit Safeguard Policy Filter Report, PCD (or equivalent) and Safeguard Screening Form to ESR.	
	Additional Comments:	Policy Directives can be accessed from the Resources tab on the Toolkit home page.	

ASSESSOR DETAILS	Name of person who completed screening:	
	Title:	
	Date:	2009-11-10

ENVIRONMENT AND SOCIAL SAFEGUARD STRATEGY (ESS)

- 1.1 The environmental and social safeguard classification is “C”. The program net environmental and social impacts are likely to be positive for communities who will benefit from new or expanded schools that will include grades 9 to 11, increasing access to schooling in the upper grades; appropriate school staff housing; and construction of Teacher Resource Centers (TRCs) to improve the professionalization of teachers and increase their access to learning materials, which will ultimately lead to improved learning outcomes. It is expected that since this is a reformulation of an existing operation that it will rely on the assessments and procurement of the ongoing project.
- 1.2 The supplemental funds in the reformulated program will support construction and expansion of approximately 10 schools, including construction/expansion of schools in five central areas of the Interior. Also, 14 TRCs will be built at school facilities, three in the Interior. A condition for the selection of the site is that the space be available at the schools for expansion or TRC construction. For new schools, the condition is that the Government owns the land and it complies with the requirements of the Ministry of Health and Public Works and recommendations/legislation from the **National Institute for Environment and Development in Suriname** (NIMOS). All sites, plans and works will be approved by the Bank and Government of Suriname (GOS), and comply with national planning and environmental laws and guidelines of NIMOS and Ministry of Health and Public Works, as well as the Ministry of Education and Community Development’s (MOECD) guidelines on construction, which consider noise pollution, population density and availability of land. Therefore the program is not expected to have significant negative environmental impacts. Nevertheless, the bidding documents will include an environmental and social management plan as a condition to the Bank’s no objection to school or TRC construction/expansion works.
- 1.3 The MOECD, primarily through the Technical Department, will review, based on guidelines from the Ministry of Health and Public Works and the MOECD’s guidelines, proposed school construction plans once analyses of the prospective sites, including topographical studies, are completed. All proposed MOECD sites will be reviewed by GOS and the Bank to ensure that: (i) appropriate buffer zones to water and other resources are respected; (ii) protected areas and/or habitat for endangered species are not affected; (iii) appropriate water and sewerage systems suitable to the soil and water tables in the area are designed; and (iv) cultural and historical properties in the area are not adversely affected by erecting a school in a new location. All zones of new construction will be in locations considered low risk for natural disasters.
- 1.4 During works, waste will be properly disposed of by the contractor as a contractual requirement. Solid waste will be trucked away from sites and disposed

- of respecting the country's regulation and standard. Liquid waste or temporary sewage facilities established on site, at the end of construction the waste will be emptied off site, sanitized and destroyed. Construction companies are bound by standard and regulations of the Ministry of Labour, Technological Development, and Environment. The Ministry through NIMOS has developed guidelines to prepare Environmental Impact Assessments.
- 1.5 Construction will have no significant impact on attendance. Extension of schools or the addition of TRCs or staff housing will add new classrooms to existing schools and housing for school staff; however schools are not yet catering to extra students or staff. Students attending schools being extended (in other parts of the facility), will not be affected directly by works mainly because safety measures will be established during construction. This was done successfully during the construction/expansion of schools financed under 1521/OC-SU. For schools on new sites the question of attendance is not an issue because (i) in the case of full replacement schools, the facility will keep on operating in its actual location until the new school is ready; or (ii) the school is a new establishment that will accommodate students attending other schools (diminishing overcrowding of neighboring schools) or not yet attending school.
- 1.6 Schools and/or TRCs that will be constructed in the Interior, where there is a strong presence of numerous Indigenous peoples, special attention will be paid to their culture, language and social practices. In order to minimize any potential negative effects, Indigenous peoples will be included in the school or TRC construction process, as well as in the development of education reform process.

INDEX OF COMPLETED AND PROPOSED SECTOR WORK

Issues	Description	Expected dates	References & hyper links to technical files
Technical options and design	1) Mid Term Evaluation Report: Francisco Ayala.	Nov 2006	http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=2256178
	2) Road map for BEIP. Edburgh Consultants.	Nov 2007	http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=2256175
	3) Action Plan for Curriculum Development for BEIP. SLO-Nether.	Mar 2009	http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=2256177
	4) Assessment of current legislation regarding New Basic Education Cycle.	Jul 2009	http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=2256174
	5) Concept Paper Framework.	May 2009	http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=2256176
	6) Needs Assessment at MOECD.	Feb 2010	
Assessment and review of proposed changes	7) International Consultancy for institutional assessment for Program execution; revision of logical framework; budget distribution; and timeline for the entire reform. Wout Ottevanger	Oct 2009	http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=2256179
Analysis of project cost and economic viability	8) IDB team will conduct economic viability for investment loan by time POD will be presented.	Jan 2010	
Financial management/fiduciary issues and control environment	9) For the investment, assessment will be completed.	Jan 2010	
Other key issues, such as donors, country/sector issues	10) An ample consultation process was carried out with Ministry of Education Staff and PCU staff to all stakeholders to gather information related with the reformulation of the program.	Jul-Aug 2009	http://idbdocs.iadb.org/WSDocs/getDocument.aspx?DOCNUM=2256173

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