



1. Project Data

Project ID
P110018

Project Name
GY Improving Teacher Education

Country
Guyana

Practice Area(Lead)
Education

L/C/TF Number(s)
IDA-48030

Closing Date (Original)
31-Jul-2015

Total Project Cost (USD)
5,121,000.00

Bank Approval Date
14-Oct-2010

Closing Date (Actual)
31-Jul-2015

| | IBRD/IDA (USD) | Grants (USD) |
|---------------------|----------------|--------------|
| Original Commitment | 4,200,000.00 | 0.00 |
| Revised Commitment | 4,179,477.35 | 0.00 |
| Actual | 4,255,624.65 | 0.00 |

Sector(s)

Tertiary Education(69%):Public Administration - Education(20%):ICT Services(5%):Public Administration - Information and Communications Technologies(3%):Other Information and Communications Technologies(3%)

Theme(s)

Education for the knowledge economy(75%):Education for all(25%)

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2. Project Objectives and Components

a. Objectives

According to the Financing Agreement (page 5) and the Project Appraisal Document (PAD, page 7), the objective of the project was as follows:

- To assist the Recipient to improve the effectiveness and efficiency in the delivery of quality teacher education.



While the project objective remained unchanged throughout the project period, targets for key outcome indicators were revised, and therefore this Review assesses a split outcome rating under original and revised targets.

b. Were the project objectives/key associated outcome targets revised during implementation?

Yes

Did the Board approve the revised objectives/key associated outcome targets?

Yes

Date of Board Approval

14-Jul-2014

c. Components

(Note: The ICR (Annex 1) reports actual amounts per component only for the IDA Credit, not for the total project. For this reason, in the description of components below, the Appraisal amounts correspond to total project cost, whereas the Actual amounts correspond to the IDA credit only).

1. Improving the Quality and Efficiency of Teacher Education Delivery (Appraisal: US\$ 2.65 million; Actual: US\$ 1.98 million): This component was to support delivery of the newly established Associate's Degree in Education at the Cyril Potter College of Education (CPCE) and the Bachelor's Degree in Education at the University of Guyana (UG), representing a new "2+2 model" for teacher training. Activities included: development of new courses; development of Terms of Reference (TORs) for administration and faculty members; evaluation of qualifications and skills gaps of current administration and faculty; development of a teaching practicum for participants in the teacher training degree programs; development of formal Induction Year programs for those in their first year of teaching; and training of lecturers in the use of information and communication technology (ICT) to enable distance learning.

2. Building Human Resources and Capacity for More Effective Teaching and Learning (Appraisal: US\$ 1.94 million; Actual: US\$ 1.71 million): This component was to support strengthening human resources and technical capacity of CPCE and UG to more effectively train teachers. Activities included: capacity building in leadership and organizational management for CPCE and UG administration; capacity building in modern pedagogical methodologies for faculty; and modest upgrades in library facilities (including information technology).

3. Communications, Project Management, and Monitoring and Evaluation (Appraisal: US\$ 0.54 million; Actual: US\$ 0.61 million): This component was to support the Ministry of Education's efforts to inform stakeholders of teacher reform efforts and to provide oversight for the project. Activities included: creation of a communications strategy to ensure ownership of reforms by relevant stakeholders; and M&E and fiduciary training for project management staff.

d. Comments on Project Cost, Financing, Borrower Contribution, and Dates

Project cost

- The appraised project cost was US\$ 5.12 million, and the actual project cost was also US\$ 5.12 million. All project activities were implemented as planned.

Financing

- The project was funded in part by an IDA Credit of US\$ 4.2 million, which disbursed in full.
- An external organization, the Commonwealth of Learning, provided US\$ 0.1 million of in-kind technical support, and local sources provided US\$ 0.22 million.

Borrower contribution

- The Borrower provided US\$ 0.6 million in counterpart funding, as planned.

Dates



- *July 2014*: The project was restructured to update baseline data for the results framework and revise targets.
- *December 2015*: The project closed as originally scheduled.

3. Relevance of Objectives & Design

a. Relevance of Objectives

The project's objectives are Highly relevant to country conditions, Government strategy, and Bank strategy. At appraisal, Guyana was the second poorest country in the Caribbean region, with a rank of 114 out of 182 countries on the Human Development Index (2009). The country was still in recovery from a prolonged period of economic decline and fiscal adjustment that resulted in years of underinvestment in the education sector. Quality of education was one of the foremost challenges: although the primary enrollment rate was high, student learning outcomes were poor at both primary and secondary levels. Sector analysis identified poor teaching due to lack of qualified or well-trained teaching staff as the main issue: in 2008-09, 36% of the 8,683 teachers in the country were found to be "untrained" (had no teaching certification) and using outdated teacher-centered methodologies. Teacher training in Guyana was also a highly inefficient process, requiring an average of seven years of schooling to complete a Bachelor's degree (after a teaching certification is initially earned) compared to an average of four or five years in other countries.

The government's Education Strategic Plan for 2008-2013 included a primary goal to increase the number of trained teachers, in order to improve the quality of education. The Plan supported collaboration between the two main teacher training institutes in the country to ensure a unified strategy to increase efficiency and effectiveness. The Bank's Country Partnership Strategy for 2009-2012, in place at the time of project appraisal, also identifies improving education quality as a main pillar. This Strategy remained relevant at project closing, as an updated strategy was still under preparation.

The project objective remains Highly relevant under the revised targets.

Rating
High

Revised Rating
High

b. Relevance of Design

The project design proposed interventions to immediately address poor teacher quality (intensive training for current faculty) while also pursuing longer-term institutional changes to ensure a pipeline of quality instruction (curriculum development, training and institutional support for teachers in training). It built upon increasing collaboration between the two key teacher training institutions in the country (the Cyril Potter College of Education (CPCE) and the University of Guyana's School of Education and the Humanities (UG)) to improve the effectiveness and efficiency of teacher training, led by the Ministry of Education's reform efforts to improve quality of education. Activities to improve effectiveness of teacher training included updating of training curriculum, improved pedagogy by faculty, and upgraded infrastructure. Activities to increase efficiency included streamlining the training curriculum (2+2 model), increasing pre- and in-service training to new teachers to decrease attrition, and integrating technology to provide distance education. Other critical elements affecting teacher quality - ongoing professional development, teacher earnings, and teacher deployment and conditions of service - were addressed in parallel by other Bank/donor projects. These coordinated project interventions were likely to lead to the intended outcomes.

Rating
Substantial

Revised Rating
Substantial

4. Achievement of Objectives (Efficacy)



Objective 1

Objective

To improve the effectiveness of the delivery of quality teacher education.

Rationale

Outputs

Administration and Faculty

- New Terms of Reference (TORs) for all CPCE administrative staff and faculty, outlining qualifications necessary to deliver the Associate's Degree program. The project also supported a desk review of qualifications of existing staff and faculty, identifying lecturers who needed additional academic degrees and then funding online Master's degree studies for 16 of those lecturers.
- Provision of 12-week training course in Education Management for 50 administrators and department heads. Additionally, eight managers participated in a 12-week course on institutional management and leadership, and CPCE's Principal and Head of Curriculum participated in a two-week professional development course.
- Provision of intensive coaching by international consultants to 90 CPCE and UG lecturers to improve subject-specific knowledge bases and pedagogical skills. However, the ICR (pages 5-6) notes that there were some scheduling conflicts that hindered full participation in these training sessions.
- Evaluation tool to assess teaching performance of CPCE lecturers, and training for administrators on its use. The tool is based on international standards and rates five dimensions of performance (planning/organization, instruction, student assessment, classroom management, and modeling), combining information from classroom observations and student course evaluations. The first round of evaluations was completed in 2014 for 112 lecturers.

Student Teachers

- Re-design of student teaching practicum (one-semester), including guided practice whereby student teachers work in pairs to plan and teach lessons with the support of a practicum "tutor" (a CPCE lecturer).
- Evaluation tool to assess student teaching performance during teaching practicums, including training for practicum tutors on its use. The tool consists of 30 assessment dimensions in the categories of planning, pedagogy, classroom management, and communication skills.

Outcomes

Administration and Faculty

- 75% of CPCE lecturers (faculty) scored at or above 80% on their performance evaluations. This was a significant increase from the baseline of 20% and achieved the original target of 75%. According to the ICR, a score of 80% falls between "Highly Proficient" and "Proficient" on aspects of professional behaviors, competencies, skills and practices, supplemented by student feedback forms. There were no data reported on UG faculty; according to the project team, the project did not conduct assessments at UG due to low number of faculty (fewer than 10).
- 46% of CPCE lecturers fulfilled the new minimum qualifications to deliver the Associate's Degree program. This was an increase from the baseline of 20%, but fell short of the original target of 80%.
- 89% of lecturers at CPCE and UG used ICT as a tool to improve classroom learning, including the Moodle online teaching platform, Powerpoint, Excel, podcasts, and other multimedia applications. This surpassed the target of 80%.

Student teachers

- Practicum performance assessments indicated that 17% the 2013-15 cohort of Associate's Degree program students scored at or above 80%. This fell far short of the target of 70% scoring at or above 80%. However, 83% of the cohort scored at or above 65%, which is a very slight increase from the 2012-2014 cohort in which 79% scored at or above 65%. According to the ICR (Data Sheet), a score between 65% and 79% indicates that the student "meets expectations" for a range of teaching skills and can work effectively as a novice teacher in a classroom, hence indicating skills



competency rather than academic skills.

Achievement of this objective under original targets is rated Modest, due to shortfalls in achieving the original targets (for CPCE qualifications and performance, and for student teacher performance).

Rating
Modest

Revised Objective

To improve the effectiveness of the delivery of quality teacher education (same objective, revised targets)

Revised Rationale

Outcomes

Administration and Faculty

- 75% of CPCE lecturers scored at or above 80% on their performance evaluations. This surpassed the revised target of 60%.
- 46% of CPCE lecturers fulfilled the new minimum qualifications to deliver the ADE program. This achieved the revised target of 45%.

Student teachers

- Practicum performance assessments indicated that 83% of the 2013-15 cohort of ADE students scored at or above 65%, compared to the baseline of 50%. This achieved the revised target of 60% scoring at or above 65%.

Achievement of this objective under revised targets is rated Substantial, due to meeting of revised targets.

Revised Rating
Substantial

Objective 2

Objective

To improve efficiency in the delivery of quality teacher education.

Rationale

Outputs

- Streamlined Associate's Degree curriculum (eight new courses and ten revised courses) and review of Bachelor's Degree curriculum to reduce redundancies (five new courses and eleven revised courses).
- Establishment of Induction Year program to support Associate's Degree graduates in their first year of teaching (to reduce attrition), including selection of participating schools, framework for program oversight, training, and operations manual.
- Establishment of technology networks and SMART Classrooms at CPCE and UG.
- Online records management system for CPCE, covering student applications, enrollment, registration, grades, and course schedules.
- Public communications campaign to inform relevant stakeholders of teacher training reforms and opportunities for enrollment.



Outcomes

- The amount of time to complete the compulsory Associate's Degree teacher training program was reduced from three years to two years.
- The amount of time to complete the non-compulsory Bachelor's Degree in Education program was reduced from four years to two years.
- 703 total nursery, primary and secondary teachers graduated from the Associate's Degree program in 2012-2015. This surpassed the target of 500.
- 100% of Associate's Degree graduates from CPCE in 2013, 2014 and 2015 enrolled in the two-year Bachelor's Degree in Education program at UG in the subsequent years.
- The shortfall in trained teachers at the primary level decreased from 36% at project start to 22% in 2013-2014. This surpassed the target of 29%.
- The total cost for teacher training per year at CPCE was reduced from an average of US\$ 4.66 million prior to the reforms, to US\$ 3.42 million after the complete transition to the two-year Associate's Degree program. At UG, the total cost for teacher training per year was also reduced from an average of US\$ 7.03 million prior to the reforms, to US\$ 5.82 million after the complete transition to the two- or three-year Bachelor's Degree in Education program.

Achievement is rated Substantial due to strong evidence of increased efficiency, with almost all indicators meeting targets and two indicators surpassing targets.

Rating
Substantial

Revised Objective
No change.

Revised Rationale
n/a

Revised Rating
Not Rated/Not Applicable

5. Efficiency

The economic analyses in the PAD and ICR focused on the reduced cost of teacher training as a result of project activities. In the PAD (Annex 9), the discussion is focused on reduced cost of teacher training by reducing the number of years needed to complete training. The net present value for a scenario in which the number of students at CPCE and UG remains the same and the costs per student remain the same (conservative scenario) over 25 years is US\$ 15.7 million, with internal rate of return of 36%.

In the ICR (Annex 3), the analysis shows that the total cost for teacher training per year at CPCE was reduced from an average of US\$ 4.66 million prior to the reforms, to US\$ 3.42 million after the complete transition to the two-year Associate's Degree program. At UG, the total cost for teacher training per year was also reduced from an average of US\$ 7.03 million prior to the reforms, to US\$ 5.82 million after the complete transition to the two- or three-year Bachelor's Degree in Education program. The internal rate of return is not re-estimated.

While reduced costs for teacher training is a key indicator of increased efficiency in teacher training programs, analysis of *project-level* efficiency should also include evidence that project resources were used efficiently. All project activities were completed within the original project period (i.e. no project extensions), at 85% of appraised project costs. The number of teachers graduating from the Associate's Degree program exceeded the target by 40%. Nominal project savings were utilized for additional activities that likely contributed to project achievements, including another SMART classroom, procurement of classroom science kits, and installation of a Language Lab.



Efficiency Rating
Substantial

a. If available, enter the Economic Rate of Return (ERR) and/or Financial Rate of Return (FRR) at appraisal and the re-estimated value at evaluation:

| | Rate Available? | Point value (%) | *Coverage/Scope (%) |
|--------------|-----------------|-----------------|---|
| Appraisal | ✓ | 36.00 | 100.00 <input type="checkbox"/> Not Applicable |
| ICR Estimate | | 0 | 0 <input type="checkbox"/> Not Applicable |

* Refers to percent of total project cost for which ERR/FRR was calculated.

6. Outcome

Project under original targets - Moderately Satisfactory

Relevance of the project objective is rated High and relevance of the project design is rated Substantial. Achievement of the objective to improve effectiveness of delivery of quality teacher education is rated Modest due to shortfalls in achieving some outcome targets. Achievement of the objective to improve efficiency is rated Substantial. Efficiency is rated Substantial.

Project under revised targets - Satisfactory

Ratings are the same as above, except that achievement of the objective to improve effectiveness of delivery of quality teacher education is rated Substantial.

Overall outcome - Moderately Satisfactory

According to harmonized IEG/OPCS guidelines, the rating of a restructured project is determined by weighting the outcome according to the amount of the Credit that disbursed before and after restructuring. This project had disbursed US\$ 3.15 million, or 74.0%, of the Credit at the time of project restructuring. Therefore, the overall Outcome rating is Moderately Satisfactory.

a. Outcome Rating
Moderately Satisfactory

7. Rationale for Risk to Development Outcome Rating

Many of the key project activities were institutionalized and are likely to be sustained over time, including the consolidated and modernized teacher training curricula. Tools for evaluating teacher preparedness and performance will monitor the effectiveness of teacher training programs. The Ministry of Education has assumed recurrent costs into its budget (i.e. stipends for Induction Year mentors, training) and the government overall remains committed to the teacher reform efforts, although there is still a need to expand information technology access to all schools to ensure full integration of technology into instructional methods. The Bank is providing follow-up financing through projects for secondary school math improvements and science and technology upgrades at UG. Therefore, risk to development outcome is Modest.



- a. Risk to Development Outcome Rating
Modest

8. Assessment of Bank Performance

a. Quality-at-Entry

The project design was technically sound, drawing upon international lessons on improving teacher quality. It responded to the immediate need for upgraded skills of faculty, while also supporting institutional changes to sustain improvements. The risk assessment included "significant" risks of low managerial and technical capacity of CPCE and UG, potential "brain drain" due to inadequate incentives, and geographic challenges necessitating distance education training. The first risk was mitigated through intensive capacity development, while the latter two were largely addressed in other projects. Other "moderate" risks materialized to a greater extent than anticipated and led to delays in project start. These included weak large-scale procurement capacity and the lengthy period needed to establish communication and decision-making channels for CPCE and UG. The M&E framework had some shortcomings, as indicators were relevant and appropriate but lacked accurate baseline data to ensure realistic targets.

Quality-at-Entry Rating
Moderately Satisfactory

b. Quality of supervision

The Bank team provided effective support to the Ministry of Education's Project Team, particularly in areas where capacity development was needed to ensure project achievements. Initial delays in implementation were largely overcome, as evidenced by the completion of project activities by the original project closing date, high disbursement level, and achievement of outcomes. Implementation Supervision Reports were regularly provided, with candid ratings. Fiduciary and M&E responsibilities were also effectively carried out, although critical revisions to the results framework did not take place until the Credit was almost 75% disbursed.

Quality of Supervision Rating
Moderately Satisfactory

Overall Bank Performance Rating
Moderately Satisfactory

9. Assessment of Borrower Performance

a. Government Performance

The government formed a Task Force for Reforming Teacher Education, including key stakeholders such as the Ministry of Education, CPCE, and UG, with inputs from teacher unions and teaching staff. This collaboration contributed to building consensus and ownership around teacher reforms and enabled the project to move forward without significant political or institutional obstacles. Necessary institutional changes were made to further the reform efforts, such as the policy to reduce non-compulsory teacher training from four to two years. Counterpart funding was provided as planned.

Government Performance Rating
Satisfactory

b. Implementing Agency Performance

The Ministry of Education, through a designated Project Team, was the primary implementing agency. Although there were some initial delays due to lack of capacity, the Project Team carried out responsibilities effectively including working closely with CPCE and UG staff to coordinate programs and implement all project activities as planned. M&E responsibilities were carried out, with timely reporting on project progress. There were no major fiduciary problems reported.



Implementing Agency Performance Rating
Satisfactory

Overall Borrower Performance Rating
Satisfactory

10. M&E Design, Implementation, & Utilization

a. M&E Design

M&E arrangements were simple and clear, with capacity support to CPCE and UG to monitor outputs/performance and to the Ministry of Education to compile and report on outcomes. The results framework was overall sound, with appropriate indicators to measure both effectiveness and efficiency. Some of the key project indicators did not have accurate baseline data (scores on practicum assessments), resulting in overly optimistic targets that required revision during the project period.

b. M&E Implementation

Project monitoring was carried out regularly and enabled accurate assessment of project implementation progress. Targets for several project indicators were revised during the 2014 project restructuring, in light of more accurate baseline data.

c. M&E Utilization

The ICR (page 6) reports that CPCE utilized M&E data to assess lecturers' capabilities and students' progress, and to identify areas where further support was required for improvement.

M&E Quality Rating
Substantial

11. Other Issues

a. Safeguards

The project was classified as an Environmental Category "C" project and no safeguard policies were applied.

b. Fiduciary Compliance

Financial management: According to the ICR (page 6), financial audits were submitted in a timely manner with no qualified opinions or internal control problems identified. The Project Team's financial management personnel were "diligent in overseeing compliance with financial management requirements," utilizing accounting software that facilitated preparation of quarterly and annual reports.

Procurement: There was initially weak capacity due to lack of experience with large-scale procurement, leading to delays in procuring technical assistance for key project activities (such as curriculum re-design and intensive coaching for lecturers). However, the Bank team provided intensive support to develop capacity and address problems (for example, identifying affordable vendors for ICT-related assets and providing guidance on negotiations with technical assistance consultants to stay within budget), and all activities were implemented by project closing. No



major procurement problems were reported.

c. Unintended impacts (Positive or Negative)

None reported.

d. Other

12. Ratings

| Ratings | ICR | IEG | Reason for Disagreements/Comment |
|-----------------------------|-------------------------|-------------------------|----------------------------------|
| Outcome | Moderately Satisfactory | Moderately Satisfactory | --- |
| Risk to Development Outcome | Modest | Modest | --- |
| Bank Performance | Moderately Satisfactory | Moderately Satisfactory | --- |
| Borrower Performance | Satisfactory | Satisfactory | --- |
| Quality of ICR | | Substantial | --- |

Note

When insufficient information is provided by the Bank for IEG to arrive at a clear rating, IEG will downgrade the relevant ratings as warranted beginning July 1, 2006.

The "Reason for Disagreement/Comments" column could cross-reference other sections of the ICR Review, as appropriate.

13. Lessons

Lessons drawn from the ICR (pages 18-19), adapted by IEG:

- A narrow and focused project scope can help to ensure successful implementation of project activities that have immediate impact but also contribute to broader outcomes. In the case of this project, interventions were narrowly focused on improving the teacher training system while also supporting institutional development (curriculum revisions, performance evaluation tools) to ensure continued quality of teachers in training.
- When baseline data are not available but are to be determined through evaluations developed as part of the project design, it is critical to ensure the original outcome targets are realistic. In the case of this project, the unrealistic targets and the delayed revisions led to a lower outcome rating.

14. Assessment Recommended?

No

15. Comments on Quality of ICR

The ICR is concise and focused on results. The quality of evidence is satisfactory, with robust data to support the analysis. The discussion on Efficiency (Section 5) is primarily focused on *sector* efficiency gains, which is a critical outcome and relevant to the discussion of project



achievements; however, there is limited analysis of efficiency in the use of project resources.

- a. Quality of ICR Rating
Substantial