

**PROJECT INFORMATION DOCUMENT (PID)
CONCEPT STAGE**

Report No.: AB5292

Project Name	Improving Teacher Education
Region	LATIN AMERICA AND CARIBBEAN
Sector	Tertiary education (100%)
Project ID	P110018
Borrower(s)	GOVERNMENT OF GUYANA
	Ministry of Finance Guyana
Implementing Agency	
	Ministry of Education 26 Brickdam Guyana Tel: 011-592-223-7587
Environment Category	<input type="checkbox"/> A <input type="checkbox"/> B <input checked="" type="checkbox"/> C <input type="checkbox"/> FI <input type="checkbox"/> TBD (to be determined)
Date PID Prepared	December 9, 2009
Estimated Date of Appraisal Authorization	May 3, 2010
Estimated Date of Board Approval	August 12, 2010

1. Key development issues and rationale for Bank involvement

Guyana's education system is recovering from years of underinvestment. The country used to be a top performer in the Caribbean until the period of political instability in the 1970s and an economic decline and resulting period of fiscal adjustment from the 1980s through the early 90s. Although the country has been steadily recovering from these events, the negative impact of underinvestment in education during those years has been difficult to overcome. The education budget has risen from 2.1 percent in 1991 to an average of 7 percent of the Gross Domestic Product (GDP) over the last seven years. This level of investment demonstrates the Government's commitment to education as a national priority. In the same period, education as a percentage of the national budget has risen from a low of 4.4 percent to an average of 15 percent. Guyana ranks 114 out of 182 countries in the Human Development Index and has an estimated gross national income (per capita) of US\$1,300 according to the Country Assistance Strategy (CAS).

Despite major progress made in access to education, the quality and equity of education in Guyana is low. Most children start school at the appropriate age, enrolment levels at primary school are high and the completion rate is nearly 100 percent, but poor mastery of literacy and numeracy is widespread and student performance in national and regional examinations is low. In 2008 only 28 percent of the students that presented for the Caribbean Secondary Education

Certificate (CSEC) obtained pass rates in English¹ and 31 percent did so in mathematics. An Early Grade Reading Assessment² (EGRA) piloted in Guyana during the 2008-09 school year targeted students in grades 2 to 4. It revealed that students know almost all of their letters, but not the sounds the letters make, an essential step in learning how to read. In the full sample of 2,700 children tested in grades 2 to 4, over 60 percent could not read a single word in the first line of a simple paragraph.

Low quality of education is largely the result of poor teaching. Research has shown that good teachers are key for improving the quality of education (e.g. Henevald and Craig 1996, Leu 2004 and 2005). In Guyana many teachers enter and remain in the profession without the necessary academic qualifications and/or professional training. In 2007 42 percent of nursery, primary and secondary school teachers (on average) remained untrained, (i.e., had no formal qualifications as educators) (see Table 1 for disaggregated data). This problem has been identified as a primary contributor to low student achievement in the country (Shotland, 2008). Therefore, teacher education and training has been placed squarely at the forefront for addressing ineffective teaching and low quality of learning in the classroom.

Table 1: Number of Teachers in Schools by Categories 2007

School/level	Trained Graduates (Certificate and Bachelors)	Untrained Graduates (Bachelors only, no certificate)	Trained Teachers (Certificate)	Untrained Teachers (No certificate)	Total
Nursery	118	3	882	873 (47%)	1876
Primary	194	2	2134	1728 (43%)	4058
Secondary:					
Secondary Dept. of Primary Schools	11	1	201	287 (57%)	500
Community High Schools (CHS)	39	13	181	201 (46%)	434
General Secondary Schools (GSS)	317	162	1125	831 (34%)	2435
Total	679	181	4523	3920 (42%)	9303

Source: Guyana Education Strategic Plan 2008-2013, Ministry of Education

There are two institutions that provide initial teacher training in Guyana: the Cyril Potter College of Education (CPCE) and the University of Guyana's School of Education and Humanities (UG). The College offers a three year certificate program in Early Childhood Education, Primary and Secondary, and successful graduates earn a Teacher Certification which qualifies them as trained. CPCE has a main campus at Turkeyen (Georgetown) that offers a pre-service program, and 14 satellite centers established throughout the country that provide in-

¹ This indicator is for English A General Proficiency Exam from the May-June 2008 sitting.

² EGRA is a diagnostic instrument used to rapidly assess pupils' literacy acquisition that was developed by Research Triangle Institute (RTI) of Washington, DC and customized for use in Guyana.

service training via a distance mode for untrained teachers³ who are already teaching in the system⁴. The University offers a four year Bachelors in Education (B.Ed.) which accommodates entrants directly from high school but this has been defunct for many years and as such CPCE is the feeder institution for the School of Education and Humanities.

Teacher training in Guyana takes longer than elsewhere in the region and it is inefficient. The present model of teacher education in Guyana drags out completion of training, proves to be highly inefficient, and creates vacancy problems. It takes the average teacher seven years of schooling to earn a degree: three at the college and four at the university. A person must first complete the certificate program and then acquire two years of teaching experience before applying for the B. Ed. program. Although there is some overlap in the Certificate and Bachelors programs, and although the same instructors are often teaching both in the College and at the University, those wishing to pursue a Bachelor's in Education must start from scratch and take the entire four years program. The perception by the University that the quality of graduates from the College is low has perpetuated this requirement. As a result, it takes nine years to obtain a B. Ed. in Guyana, which is about four or five years longer than in most countries.

The quality of teacher training is low. Upgrading of teacher educators and filling vacancies at both the College and University is of paramount importance. Only four out of the 31 lecturers at CPCE hold a Master's Degree and eleven are in the process of obtaining a postgraduate degree. The minimum qualification required for lecturers at this institution is a first degree coupled with five years of experience in a senior position at the school level. On average, distance education tutors' qualifications are lower than those of CPCE lecturers. Most tutors in this modality are retired teachers with about 15 years of teaching. They receive training in delivery of the DE modules, but they do not necessarily have the qualification or right skill mix to be effective teacher educators. At UG teacher educators' academic qualifications are much higher. About 82 percent of the staff members at Turkeyen Campus and all staff at Berbice Campus hold degrees at or above a Master's level and the remaining teaching staff is currently engaged in post graduate studies. However, teaching methods both at the university and the college are still teacher-centered and do not include creative methods of teaching or encourage student teachers' independent learning.

Retaining teachers, especially trained teachers, is a perennial problem for the education sector in Guyana. Over the last three years 633 trained teachers left the public education system⁵ for various reasons. The average teacher loss is about 8 percent⁶ annually. This puts pressure on the system and has required that Guyana train more teachers than needed to stem the flow. Better salary options are the main reason for teachers to take jobs in other sectors or to take teaching jobs in other countries. Similar to the nursing profession, recruitment of teachers by wealthier

³ To enter the in-service program, untrained teachers must meet the entry qualifications which means passing of four CSEC. Many untrained teachers must take remedial upgrading classes to even qualify, meaning they are teaching without even having completed the basic secondary school exam passes.

⁴ As with other Caribbean countries, Guyana has regularly admitted untrained teachers into the profession to fill vacancy needs, especially in remote regions where qualified candidates and trained personnel are scarce.

⁵ In Guyana, only about 2 percent of schools are privately funded and the remaining 98 percent are part of the public education system.

⁶ Other data indicates that the percent of trained teachers leaving is at the rate of 12% annually.

countries is not uncommon in the Caribbean. In response, Guyana has taken measures to provide incentives for teachers to retain them in the profession and in the country. This has come through a variety of means including improving salary and conditions of service for teachers, hardship allowances and housing for teachers in remote areas, and payment of a vacation allowance for special leave after four years of service. The Ministry of Education (MOE) is also receiving support under the Education for All Fast Track Initiative (EFA-FTI) to put in place a Continuous Professional Development Program for Trained Teachers (CPD) that would use a flexible, modular approach to keep skills fresh and allow for professional growth.

Government Commitment and Strategy

Increasing the number of trained teachers for quality improvement in education is clearly stated in the Guyana Education Sector Strategy as a sub-goal in support of the main objective. While the goal may be to increase the numbers of trained teachers, if the quality of the teacher education programs is not addressed, the low achievement levels of students will be perpetuated.

The Minister of Education is spearheading the efforts to bring both the College and University together to tackle the inefficiencies and ineffectiveness of the present teacher education offered in Guyana. A Task Force comprised of key officials from the College, UG's School of Education and Humanities, the National Center for Education Resource Development (NCERD) and MOE was established in early 2009. They have produced a concept note for Reforming Teacher Education and Training in Guyana that pulls together a strategy from vision papers produced by both institutions. Coming out of these efforts, the following have been identified as priorities for reforming the delivery of teacher education in Guyana:

1. Supporting the collaboration between the Cyril Potter College of Education and the University of Guyana to produce a well articulated, highly competitive teacher education and training program, equal in scope and quality to any within the region. (Upgrading the Teacher Certificate to an Accredited Associate's Degree and adjustment of the B.Ed. program at UG)
2. Building human resource capacity at CPCE and UG to improve the quality of education provided for and by teachers in the education system.
3. Improving Science and Technology Education
4. Increasing CPCE and UG's capacity in relation to Information and Communication Technology to strengthen their abilities to become true dual mode institutions and integrate ICT into the teaching and learning process.
5. Expanding library services and improving research capacity.

In the past years, there have been various studies analyzing the College among others to improve curricula and training, however, weak capacity and resources have left the implementation of the results of those studies lacking. Now, with high level support, (eg. a new Vice Chancellor at UG from the University of West Indies, a new Board of Directors at the CPCE, and the creation of the task force), the timing is finally ripe for both institutions to come together to solve the inefficiencies and quality problems.

Rationale for Bank Involvement

Improving education quality and social safety nets is one of the two main strategic areas of support identified by the Country Assistance Strategy (CAS) to assist the Government with its Poverty Reduction Strategic Plan (PRSP). The potential project to improve the delivery of teacher education will be formulated in the context of Guyana's Education Sector Strategy 2008-2013 which centers on developing an education system that is quality oriented and quality driven⁷. A comprehensive teacher training reform will be crucial to achieving the goals of the ESP, universal *quality* primary education and the national target of 70 percent trained teachers nationwide by 2013. To achieve this last goal, Guyana should train 1,818 more teachers over the next five years (assuming an attrition rate of eight percent a year). This investment will only be noteworthy if the education provided to teachers translates to more effective teaching with a positive impact on students' learning.

World Bank support to a specifically targeted education project that cuts across all levels of education and focuses on improving the efficiency and quality of teacher education through the reform of the delivery of teacher education would be complimentary to the handful of other donor interventions including the Bank managed Education for All – Fast Track Initiative which focuses on primary education.

Collaboration with other donors/projects. *With the small IDA envelope for this CAS period⁸, the proposed Bank project will need to be strategic, coordinate closely with other donor efforts, and leverage other partnerships.* The Canadian International Development Agency (CIDA) has been instrumental over the past ten years to support the creation and delivery of the in-service distance mode program that CPCE is now delivering at the primary level on its own. This is the last year of support from CIDA to complete the distance program at the secondary level. CIDA and DFID who has partnered with past IDA projects have shifted support to regional programs rather than specific country programs. UNICEF continues to be a partner and the Commonwealth of Learning is currently exploring working with Guyana to provide technical assistance to implement UNESCO's ICT Competency Framework for Teachers (ICT-CFT) to improve teacher practices. The Bank managed EFA-FTI funds are also supporting various efforts related to teacher education including support for policy development and launching of the Continuous Professional Development of Trained Teachers Program (CPD). Guyana could also benefit from a forthcoming World Bank supported study for the OECS that examines the development of teacher career paths.

A small amount of EPDF funds were also sought to further develop the section of the Strategic Plan focusing on the reform of delivery of teacher education. Funds will be used to strength the capacity of the MoE to improve the design of teacher education reform in the country and the alignment of initial teacher education to CARICOM standards through commissioned research and consultancies. This would include the development of an implementation plan for the strategy with the ultimate goal of improving teacher performance and raising learning levels in the classroom.

⁷ Its main goal is to provide an education system that delivers quality education and training at all levels and in particular to eliminate illiteracy, modernize education, and strengthen tolerance.

⁸ The CAS covers the period FY 2009-2012 and Guyana's allocation of IDA 15 funds totals US\$8.2 million.

To understand the options for Guyana in formulating its approach to improving the delivery of teacher education, a comparative study of the experiences of other Caribbean countries in their journey to upgrade Teacher Colleges and/or integrate with university bachelor programs was carried out by the Bank team. Guyana's own experience combined with lessons learned from Trinidad, Jamaica, and Barbados have influenced the decision to: (i) retain the Teacher's College in Guyana (instead of folding it into the University), (ii) upgrade the Teaching Certificate to an Associate's Degree, (iii) reduce the years of study for trained teachers to two years to complete a bachelor's degree, and (iv) modernize to operate as dual mode institutions.

2. Proposed objective(s)

The proposed project will support the higher order objective of improving learning achievement of Guyanese youth in the classroom which is consistent with the Government's Education Sector Strategy for 2008-2013.

The objective of this project is to support the Government of Guyana to improve the efficiency and effectiveness in the delivery of quality teacher education in Guyana.

Expected outcomes would include: (i) more effective performance of teacher educators and student teachers; and (ii) more efficient provision of teacher education (reduced time and more focused content and supervision), use of resources, and management of teacher education programs.

3. Preliminary description

Component 1. Improving the quality and efficiency of teacher education delivery. This component will support the government to implement the newly articulated Associate's Degree and Bachelor's of Education (2 + 2 model)⁹ in the following ways: (a) technical assistance to upgrade the initial teacher training program from a Teaching Certificate to an Associate's Degree through development of new TORS for faculty/lecturer positions; (b) technical assistance to evaluate staff/lecturers/tutors/UG faculty based on new TORS; (c) support to seek regional accreditation of the new Associate's Degree in line with CARICOM standards and implement recommendations for achieving accreditation; (d) Integrate ICT in the teaching and learning process and support transition to a dual mode delivery of the initial teacher training programs.

1A. Development of new TORS for faculty/lecturer positions to bring them in line with the requirements and standards of delivering the Associate's Degree in Education (College) and the Bachelor's in Education (UG). This subcomponent would provide technical assistance to the College and University to plot out the essential administrative/faculty/lecturer structure that would be required to deliver the courses under the new Associate's and Bachelor's Degrees. It would also provide assistance to detail the Terms of Reference for those positions. This will allow the institutions to review their current skill mix, identify weaknesses and strengths, and

⁹ The rationalization, harmonization and articulation of the initial teacher education programs between the Cyril Potter College of Education and the University of Guyana's School of Education and Humanities will be supported through a consultancy under the EPDF prior to project implementation.

move forward to recruit new staff with the right skills and/or target current staff with potential to upgrade their skills to meet the requirements.

1B. Technical Assistance to evaluate staff/lecturers/ tutors/ UG faculty based on the new TORS. This subcomponent would support the creation of a multi-discipline evaluation committee who under the assistance of outside impartial advisors would evaluate the qualifications and performance of existing staff/lecturers/tutors/UG faculty using the newly designed TORS. It would support the evaluation process, including observations of teaching practice at the various campuses and satellite centers, as well as desk review, deliberations, and stipends for meetings. A formalized evaluation and reporting process would be clearly articulated and followed.

1C. Regional accreditation of the new Associate's Degree in line with CARICOM standards. This subcomponent would assist the Government to seek regional accreditation of the new Associate's Degree program. It would support the application process and assist the institution to begin to implement recommendations from a regionally recognized Accreditation Body for achieving accreditation (this could be Guyana's Accreditation Council).

1D. *Integrate ICT in the teaching and learning process and support transition to a dual mode delivery of the initial teacher training programs.* This subcomponent will assist the institutions to integrate ICT into the teaching and learning processes of the institution. Specifically, it will support the training of teacher educators, including the DE tutors, to employ e-learning and strengthening their ability to convert or newly develop course materials for e-learning. The training will also emphasize use of learning and multi-media to convey content and demonstrate methodology. It will also support the upgrading and converting of distance education printed materials into multimedia and e-learning software. It will finance the production or purchase of multi-media teaching aides (eg. instructional video) for both distance and face-to-face sessions.

The GoG and the Bank should work together to leverage funds from other donors to upgrade the existing infrastructure to improve connectivity, increase overall access; improve the existing hardware and software and appoint the required technical and support specialists to maintain the distance education program. In remote areas the reliable supply of electricity should also be considered. Possibilities for partnering include the Commonwealth for Learning and the Caribbean Knowledge Learning Network (CKLN) for technical expertise and for equipment perhaps a private sector entity.

Component 2. Building Human Resources and Capacity for more Effective Teaching and Learning. This component will assist the government to: (a) strengthen the management of the CPCE; (b) evaluate and strengthen the teacher educators at CPCE and UG; (c) attract the right recruits into the teaching profession; (d) improve the teaching of science for non-science teachers, and (e) establish career pathways in the teaching profession that show clear growth and linkage to rewards for good performance.

2A. *Strengthen the Management of CPCE.* In the current state of affairs, several of the top officials at the CPCE are approaching retirement age and finding the personnel with the right skill mix to fill these positions is challenging. Positions will be filled using the upgraded TORs for Management and Faculty/lecturers for the College established under Component One. To

strengthen the capacity of the new management and key Department Heads for teaching, the project will finance the secondment of an experienced Principal and Vice Principal to work alongside the new management at CPCE and mentor them for six months to a year. This would give managers hands-on, in-situ guidance on a daily basis for executing the implementation of the new Associate's Degree program and upgrading the Distance Education program.

2B. Evaluate and strengthen the teacher educators at CPCE and UG. With the introduction of the Associate's Degree, there would be an immediate need for strengthening teacher educators at CPCE especially for the delivery of methodology courses which would convey modern, active learning approaches. The project will provide a targeted group of teacher educators with the support of international experts who would help them focus on modernizing teaching practices and teaching methodologies to improve student teachers' learning and their practices in the classroom. This could be coupled with enrolling teacher educators in master programs via on-line learning that respond to their specific needs. Methods for teaching reading, math, science, multi-grade methodologies, English as a Second Language, and special needs education are areas that need to be strengthened according to the diagnosed weaknesses among teaching practices in the classroom. Teacher educators or other educators that show potential, motivation and willingness to be good teacher educators should be targeted to build up the cadre of top quality faculty and lecturers at the College.

2C. Finding the right recruits for teaching. There is great difficulty in attracting and retaining top secondary graduates to enter the teaching profession and qualified staff at CPCE and the University of Guyana. This subcomponent will assist the government to attract top performers from secondary school by focusing on those who want to pursue a bachelor in mathematics or science into the teaching profession by offering a double major in mathematics or science and education. This has already been implemented in regional universities such as the University of West Indies at Jamaica, Barbados and Trinidad. This subcomponent will finance scholarships 50-50 with the government to cover the candidate's undergraduate degree in math or science and education and expenses with the agreement that the student will enter the teaching profession upon graduation. These scholarship recipients will pursue a math or science lead teacher career path that provides monetary incentives, skill development in mentoring other teachers, and professional growth and research opportunities. The subcomponent would also provide technical assistance to support the University in developing the incentives system for these recruits.

2D Improving the teaching of science and technology. Improving the infrastructure of teacher training institutions to deliver Science Education is beyond the scope of this project. This subcomponent will make a small investment in an urgently needed area, support to the University to design and deliver a short-course in teaching integrated science for non-science teachers. In many cases, teachers who have not been trained as science teachers are required to teach science subjects in secondary departments of primary schools and other secondary schools. Given the urgency on tackling this issue this subcomponent will help UG design and deliver a short course on science content and science pedagogy specifically for teachers under these circumstances. Ideally this course would be designed as an e-learning course with a face-to-face component.

2E. *Establish career pathways in the teaching profession that show clear growth and linkage to rewards for good performance.* The lack of perceived professional development opportunities and career paths for educators paints teaching as a lackluster job. There is a need to develop clear career paths for all educators to attract top graduates into the teaching profession. The project will assist the government to outline and communicate the entry and professional development requirements for all careers in the education sector and set a clear policy including providing the necessary scope and support for educators to readily access professional development opportunities.

Component 3. Institutional Strengthening.

3A. *Improving the library and the Teachers Learning Resource Centers.* The existing library services and related services at the College and University fall short of that what is expected of a tertiary level institution. The subcomponent will support modest improvements in modernizing the libraries at both institutions by funding subscriptions to online databases and e-journals and improving other didactic and learning materials. The project could partner with the EFA-FTI to finance key library resources for the satellite centers and campuses. In the past EFA-FTI has purchased a substantial amount of learning and teaching materials for the College. An inventory and identification of needs would be necessary to prioritize essential resources.

3B. *Communication Campaign.* As many policy changes will be enacted and programs delivering teacher education will be upgraded, stakeholders including those working in the education system, the general public, the Teaching Service Commission, and those interested in entering the teaching profession will need to keep abreast through a variety of communication methods. This subcomponent will assist the government to create a communications strategy, employ and regularly maintain a website, and conduct communications outreach and ownership of the reforms to delivery of teacher education.

3C. *Project Management.* This subcomponent would assist the Ministry of Education with administration and oversight of project implementation at the central and regional levels for the improvement of delivery of teacher education at both CPCE and UG. It will also finance training in fiduciary aspects of project management.

4. Safeguard policies that might apply

Ensuring that interventions benefit indigenous groups in a culturally appropriate way is a high priority for Bank involvement in Guyana. While no safeguard policies apply, a social assessment and consultations will be undertaken to examine the potential effects of program activities on indigenous groups and means to ensure their adequate participation and benefit.

5. Tentative financing

Source:	(\$m.)
BORROWER/RECIPIENT	0
International Development Association (IDA)	3
Total	3

6. Contact point

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