



24 MARS 2021

DIRECTRICE GÉNÉRALE DU SECRÉTARIAT

ALLOCATION AU TITRE D'UN ESPIG ET DU FONDS À EFFET MULTIPLICATEUR EN FAVEUR DU GUYANA

Référence	Décision
CEO/2021/03-04	<p>Allocation au titre d'un Financement pour la mise en œuvre du programme sectoriel de l'éducation (ESPIG) et du Fonds à effet multiplicateur en faveur du Guyana</p> <p>La directrice générale, en vertu des pouvoirs qui lui ont été délégués par le Conseil d'administration :</p> <ol style="list-style-type: none">1. note que la requête porte sur un financement combiné au titre d'un ESPIG et du Fonds à effet multiplicateur, évalué sur la base des prérequis du modèle de financement et des normes du programme qui sont examinés dans le cadre du processus d'examen de la qualité, notamment les conditions de cofinancement, d'additionnalité et de viabilité de la dette régissant l'accès à l'allocation maximale par pays au titre du Fonds à effet multiplicateur ;2. note que les conditions et les normes d'accès à une allocation maximale par pays au titre d'un ESPIG et du Fonds à effet multiplicateur sont remplies, tel que décrit dans la requête et évalué dans le rapport présenté par le Secrétariat à l'étape III du processus d'examen de la qualité ;

	<p>3. approuve une allocation au titre d'un ESPIG et du Fonds à effet multiplicateur, à prélever sur les fonds fiduciaires du GPE, tel que décrit dans la requête et résumé au Tableau 1, sous réserve :</p> <ul style="list-style-type: none"> a. de la disponibilité des fonds, b. de la décision du Conseil énoncée dans le document BOD/2012/11-04 sur l'engagement des fonds fiduciaires au titre des ESPIG par tranches annuelles, c. de la recommandation de financement formulée à l'issue de la réunion d'examen (tous les montants sont exprimés en USD) : <p>4. demande au Secrétariat :</p> <ul style="list-style-type: none"> a. de mentionner dans sa notification d'approbation d'un financement au Guyana les demandes de comptes rendus et les observations, tel que recommandé par la réunion d'examen et indiqué au Tableau 2 ; b. de faire le point sur les questions soulevées à la rubrique « comptes rendus » dans le rapport annuel sur la performance des financements, conformément à l'échéancier défini.
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Tableau 1 : Résumé de la requête et allocations recommandées (en USD):

Pays : Guyana		
a.	Allocation maximale par pays au titre d'un ESPIG	2 500 000
b.	Allocation maximale par pays au titre du Fonds à effet multiplicateur	4 500 000
c.	Allocation demandée (100 %)	7 000 000
d.	Part fixe	7 000 000
e.	Allocation recommandée	7 000 000
f.	Agent partenaire	Banque mondiale
g.	Commission de l'agent partenaire (% – montant)	1,75 % ou 122 500
h.	Coûts encourus par l'agent partenaire au titre du soutien à la mise en œuvre	300 000 ¹
i.	Durée	2 ans, 10,5 mois
j.	Date de démarrage prévue	1 ^{er} juin 2021
k.	Source de financement	Fonds du GPE

¹ Ce montant doit être couvert par le financement et ne vient pas s'ajouter à celui-ci.

l.	Institution(s) de cofinancement au titre du Fonds multiplicateur - Montant	13,5 millions (Crédit de l'IDA)
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Tableau 2 – Observations de la réunion d'examen, demandes de comptes rendus et conditions

Pays : Guyana	
Observations	<ol style="list-style-type: none"> 1. Le Secrétariat se félicite que le gouvernement et l'Agent partenaire aient réaffirmé que la distribution de tablettes ciblerait en priorité les élèves désavantagés de 4^e année du primaire, autant que faire se peut et dans un esprit d'équilibre pour assurer la réussite du pilote. 2. Le Secrétariat salue les efforts déployés par le gouvernement et ses partenaires pour renforcer le dialogue sectoriel par le biais d'un suivi annuel conjoint et de l'examen à mi-parcours du plan sectoriel. Le Secrétariat préconise d'inclure le SIGE dans les éléments devant faire l'objet d'un suivi, en particulier les progrès enregistrés dans la mise en œuvre du système à l'échelon national. 3. Le Secrétariat encourage le gouvernement et ses partenaires à examiner comment les initiatives concluantes appuyées par ce financement et par le programme antérieur du GPE pourraient être systématiquement déployées à l'échelle du système éducatif.
Comptes rendus	<ol style="list-style-type: none"> 4. Il est demandé à l'Agent partenaire de présenter un rapport indiquant que les indicateurs de la Composante 1 seront désagrégés par sexe pour les élèves et les enseignants (élèves recevant des matériels d'apprentissage, enseignants formés).
Condition	s.o.

Annexe A – Rapport de l'étape III du processus d'examen de la qualité par le Secrétariat (uniquement disponible en anglais)

QUALITY ASSURANCE REVIEW – PHASE 3 (SECRETARIAT DELEGATED AUTHORITY)

FEBRUARY 26, 2021

GUYANA

ESPIG + Multiplier

Proposed GPE Grant Amount: US\$7 million

Fixed Part: US\$7 million, of which US\$0.3 million for Grant Agent's Implementation Support Costs;

Variable Part: Not applicable

Implementation period: 2 years, 10.5 months

Projected implementation start date: June 1, 2021

Grant Agent: World Bank

1 BACKGROUND AND EDUCATION SECTOR OVERVIEW

1.1. COUNTRY BACKGROUND

Guyana, an IDA-eligible country¹ in South America, has an estimated population of 782,766 inhabitants, of which 45,400 are of pre-primary age (3-5 yrs.), 85,200 are of primary age (6-11 yrs.) and 75,000 are of secondary age (12-16 yrs.).² The country has a population growth rate of just 0.5% in 2018.³ Close to 90% of the country's population lives in the coastal area, where Georgetown (the capital and largest city) is located. Guyana is ranked 122nd on the Human Development Index.⁴ A new national government was sworn in on August 2020, after an election in March 2020. GDP growth averaged 2-4% over the period 2015-2018, but recently discovered offshore oil reserves could transform the economy, with a 26% GDP growth projected in 2021.⁵

	Country Name
Population	782,766 (2019, World Bank) ⁶

¹ Based on the latest WB country classification

² World Bank, 2019; UNESCO UIS County page, estimates for 2018

³ UNESCO UIS, <http://uis.unesco.org/en/country/gy>

⁴ UNDP HDI country page: <http://hdr.undp.org/en/countries/profiles/GUY>

⁵ IMF data, <https://www.imf.org/en/Countries/GUY>

⁶ <https://data.worldbank.org/indicator/SP.POP.TOTL?locations=GY>

Human Development Index Ranking	122 out of 189 countries (2020, UNDP) ⁷
Learning-adjusted Years of School⁸	Boys: 6.5 years, Girls: 7 years
GDP	US\$ 5,173,759,530 (2019, World Bank) ⁹
GDP per capita	US\$ 6,609.6 (2019, World Bank) ¹⁰
World Bank Income Classification Level	Upper middle income (2020, World Bank) ¹¹

1.2. EDUCATION SECTOR OVERVIEW

1.2.1. Equity:

Guyana’s education sector has made remarkable progress in the last 15 years and continues to be a priority for Government investment. The country has achieved universal primary education as their last reported primary completion rate to UIS is 97.6% (2011). Guyana’s primary cycle is six years. The levels of access to education are relatively high in Guyana. The net enrollment rate (NER) for 2017–18 confirms this at pre-primary (90% for males and 88% for females) and primary levels (93% M, 92% F).¹² However, access to secondary is low (NER: 59% M, 66% F), and has actually been decreasing since 2014/15, when it was 67% for boys and 73% for girls. In terms of learning outcomes, girls outperform boys at all levels.

Geographic disparities in access at all levels exist at the regional level, in the hinterland and riverine areas of the country compared to the coastal regions. A recent report on out of school children in Guyana revealed that non-participation at the nursery level was highest in regions 1, 2, 7 and 8, these are all hinterland and riverine areas. In primary, four regions stand out above the national average with reference to out-of-school rates among children of primary school age, regions 1, 2, 8, and 10 which have out-of-school rates between 2.9% and 5.8%. Results of the national grade six exam show that students in socio-economically disadvantaged schools, mainly in the hinterland and deep riverine areas, are performing significantly below the national average. Disparities also exist between Guyanese children of different ethnic backgrounds. English is the main language spoken in Guyana and the language of instruction in all schools. However, there are eight main indigenous languages spoken in the hinterland by the

⁷ <http://hdr.undp.org/en/countries/profiles/GUY>

⁸ <https://www.worldbank.org/en/publication/human-capital>

⁹ <https://data.worldbank.org/indicator/NY.GDP.MKTP.CD?locations=GY>

¹⁰ <https://data.worldbank.org/indicator/NY.GDP.PCAP.CD?locations=GY>

¹¹ <https://data.worldbank.org/country/GY>

¹² Education Sector Plan 2021-2025, p. 47

Amerindians, the indigenous people of Guyana. A survey in 2015 showed that the attendance rate of Afro-Guyanese children was 72 percent, much higher than for Amerindians at 40 percent.

Regarding children with disabilities, anecdotal information for many years suggested that these children start school later, have the most difficulty getting access to a school, have the lowest participation rates at all levels and drop out at the highest rates. There is however a serious lack of sound data on the actual numbers type of disability and what specifically are the challenges faced by these students. A survey conducted in five regions showed that an average of 11% of those persons with disabilities (PWDs) who were over 18 had never attended school.

An emerging issue in Guyana is the presence of refugee children from Venezuela. As this is a relatively new phenomenon, comprehensive data is not available as of yet, but a recent UNICEF report suggests that there are about 600 children of school age who may need to be placed in a school. The regions that are most immediately affected are Regions 1, 2 and 3. About 15% of children are children of Guyanese who had migrated to Venezuela in the 1980s. The Department of Education Region 1 has sought and obtained assistance from UNICEF to assist the Spanish speakers, and there are efforts to employ Spanish speaking teachers to help these children.

1.2.2. Learning outcomes:

Despite relatively high levels of access, learning outcomes remain low. The Harmonized Learning Outcomes (HLO), an international database that compares international and regional standardized achievement tests, reveals that Guyana had the 17th poorest results among 157 countries/territories across the world included in the database. According to the Human Capital Index, the average Guyanese student is expected to complete 12.2 years of schooling, but this is equivalent to only 6.8 years of learning, as expressed in the Learning-Adjusted Years of school.

In recent years, less than 50% of students nationally are passing English and mathematics in the national grade 2 assessment, which signifies the end of early childhood education. Performance in this assessment in mathematics over the last three years revealed that 49% of pupils passed this subject, and 21% attained the numeracy standards¹³. Moreover, in public schools, only 12% of pupils attained numeracy standards. Performance in English shows, 45% passed this subject, and 10% attained literacy standards. In public schools, this proportion is recorded at 4%. Girls have been outperforming boys in numeracy and literacy by 9% and 14% percentage points difference respectively.

¹³ There are three levels: passing (above 25 points), approaching mastery, and attaining the learning standards.

Similar trends persist at the national grade 4 assessment. Over the last three years, 42% of students passed English, and 37% passed mathematics. 11% of students attained standards in English and mathematics nationally. Moreover, only 5% of students in public schools have achieved standards in mathematics and English combined. Girls continue to do better than boys in this assessment as well. The exit assessment at the end of the primary cycle (National Grade Six Exam) over the last five years, shows a notable improvement in the proportion of students gaining passes in this assessment. However, a majority (over 50%) of students, do not pass, i.e. attain fifty percent and above in some core subjects in this assessment. Girls have outperformed boys in all subjects in the exam between 2015–2018.¹⁴ Poor performance persists through secondary school, with the Caribbean Secondary Education Certificate grade 11 exam results for 2018 showing only 50 percent of students attaining a passing grade in mathematics.

1.2.3. Efficiency:

The MOE instituted a policy of automatic promotion at primary and secondary levels, effective September 2010. As such, there is no data on repetition. With support from IIEP, the MoE was able to gauge the efficiency of the system using a reconstructed cohort analysis. At the primary level, the system can retain 93% of a given cohort to the final grade (2017). At the secondary level, only 41% of students survive to the final grade. There are important differences in efficiency both by gender and location. At the primary level, the system is somewhat more efficient at producing female graduates (92% CIE) than males (89% CIE). While about half of regions have ratios of internal efficiency that are near or at 100%, the other half have significantly lower ratios of 79%–87%, the lowest being Regions 7 and 8. At the secondary level, the ratio of internal efficiency for females is meaningfully higher (71%) than for males (48%), while coastal areas have higher survival rates than hinterland and riverine regions (survival rates range from 17% to 71% depending on the region).

The proportion of trained teachers in 2017 was near or over 70% at all levels (nursery 69%, primary 77%, and 71% at the secondary level). The data show that the proportion of qualified teachers has remained approximately the same since 2013, except for the secondary level, which increased by four percent. The attrition rate for two academic years (2016–2017) for all levels is under 10%, and the number of teachers at all levels increased each year, i.e. the intake was a little higher than the loss. Nevertheless, a challenge is the uneven distribution of trained teachers across regions, especially for the hinterland and coastal regions. At the primary level, while nationally the proportion of trained teachers was 77% in 2017/18, the averages for Regions 1, 7, 8 and 9 were 48%, 53%, 28% and 49% respectively. Pupil-teacher ratios in different regions are mostly aligned with the ratios set in the Ministry's standards: 14:1 nursery; 21:1 primary and 16:1

¹⁴ ESP p.64

secondary. At the primary level in 2017, all regions had PTRs of 17–24, except one (Region 8 with a PTR of 27). There are larger differences in the ratio of pupils to trained teachers, with these ranging from 20 (Region 10) to 105 (Region 8) at the primary level.

1.2.4. Monitoring of Sector Performance:

The LEG in Guyana was activated in May 2018, to facilitate the ESP development process. The LEG was institutionalized in July 2020 through the development of an MoU outlining roles and responsibilities. The LEG is chaired by the Permanent Secretary and supported by the MoE Planning Unit as the Secretariat. The World Bank is currently the co-chair. Members of the LEG include: MoE, including representatives from regional departments; Ministry of Finance; development partners including World Bank, UNICEF, UNESCO, Caribbean Development Bank, Caribbean Community, and Inter-American Development Bank. Civil society and teachers are represented by the Adult Education Association, Guyana Teachers' Union, University of Guyana, and Cyril Potter College of Education. The private sector is represented by Georgetown Chamber of Commerce and Industry. The LEG will be kept informed on the program's implementation status throughout, including through established quarterly meetings.

Joint sector reviews have not taken place on a regular basis in the past. During the ESP period, routine monitoring is expected to lead to quarterly reporting, with two key reporting sessions per year. An annual review will be conducted by senior education officials on the Agency Budget Committee, Administrative Committee, and Education System Committee, chaired by the Permanent Secretary and Chief Education Officer. The annual review will be based on a yearly report, highlighting expenditure to date, critical activities to be undertaken the next year and adjustment to implementation of activities/strategies. A Mid-Term review of the ESP is also expected. Annual and mid-term reviews of the ESP will be conducted in consultation with key stakeholders, including the LEG.

2 ESPIG DESCRIPTION

2.1 PAST ESPIG PERFORMANCE, IF APPLICABLE

Guyana has received two previous ESPIGs. The most recent was a grant of US\$1.7M, implemented over 2015–2018 with the World Bank as Grant Agent. The objective of the project was to improve emergent literacy and numeracy outcomes for children at the Nursery level and Primary Grade 1 in hinterland Regions and targeted remote riverine areas. This would be achieved by strengthening the capacity of Nursery and Grade 1 teachers through an annual training program, providing additional teaching and learning materials to Nursery and Grade

1 classrooms, and reinforcing primary caregiver engagement in children's early learning. The project impacted 231 Nursery schools in the Hinterland Regions (Regions 1, 7, 8, and 9) and 73 Nursery schools in remote riverine areas spread throughout the Coastal Regions. The project reached its objectives of improving emergent literacy and numeracy outcomes for the targeted cohorts at Nursery levels 1 and 2 in the targeted areas.

Lessons from this project have been considered in the proposed program. For teacher training, a key lesson learnt was to ensure that training is not a one-off event, but rather, teachers are trained and supported over a longer time period through mentoring. It is critical to provide multiple follow-up visits to provide on-going coaching and mentoring to the teachers in their classrooms, which is reflected in the program design. Regarding caregiver education, a key lesson was to ensure that the facilitators leading the Parent Circles were recruited locally, to ensure they knew the context and would more likely be respected by the community. Another was to consider the logistical aspects of training, including subsidizing transportation to ensure caregivers are able to participate. The above lessons are incorporated into the design of the proposed program.

2.2 ESPIG DESCRIPTION

The proposed Guyana Education Sector Program Project of US\$7M is composed of an MCA of US\$2.5M and Multiplier allocation of US\$4.5M. The program supports Guyana's Education Sector Plan 2021-2025, which was finalized and endorsed in November 2020. The ESP seeks to improve governance and accountability, performance at all levels, as well as the efficiency of the education system, while reducing inequities in education. The objectives of the proposed program are to: (i) improve learning conditions at the nursery level in select areas; (ii) increase use of technology-assisted learning at the primary level in select areas; and (iii) improve functionality of the education management information system nationally. The three-year program has a start date of June 1, 2021 and an end date of April 15, 2024. The program does not have a variable part due to the small grant size.

Co-financing for the Multiplier is US\$13.5 million in Additional Financing to the Secondary Education Improvement Project (IDA Credit).¹⁵ The Guyana Secondary Education Improvement Project (GSEIP) seeks to strengthen the capacity of secondary school mathematics teachers nationwide and increase enrollment in General Secondary Schools in targeted regions. The additional financing introduces tablets and smart classrooms at the secondary level, among

¹⁵ The co-financing was developed as a separate program due to the fact that ESP approval was delayed given the political situation in 2020.

other activities. The proposed ESPIG and Multiplier program will do the same at the primary level, building on the lessons learned from GSEIP. The proposed program also complements other existing partner support to the country, in particular the Guyana Education Sector Improvement Project (GESIP), which is supporting revision of the curriculum across all grade levels.

Component 1 aims to enhance teaching and learning conditions at the nursery level. The component will:

- (i) Support teacher training to improve pedagogy and delivery of the new curriculum in nursery 1 and 2, to contribute to a successful transition of students from nursery to primary. This sub-component will also provide follow-up mentorship to teachers and classroom observation to measure the improvement in teaching practices. This is a nationwide intervention, supporting all teachers at the nursery 1 and 2 level, and builds on the training provided under the previous program which was targeted at teachers in particular disadvantaged regions.
- (ii) Finance the acquisition and adaptation of age-appropriate learning materials in the hinterland (Regions 1, 7, 8, 9) and select riverine areas in Region 2 to support the rollout of the new curriculum at an early childhood level. In case schools remain closed due to the pandemic, learning materials will be delivered to students' homes to facilitate distance learning.
- (iii) Train primary caregivers to support children's literacy and numeracy. This activity will be implemented in Regions 1 and 7, building on the pilot financed by the previous GPE-funded ESPIG. The government plans to scale up these activities to other parts of the country with its own funds.

Component 2 seeks to increase the use of technology at the primary level and support student learning in mathematics and literacy. The component will consist of two subcomponents:

- (i) Implementation of tablet programs to support mathematics and literacy in Grade 4. Tablets equipped with software will be provided to half of Grade 4 students, targeted according to criteria outlined below. Master trainers will be trained, who will in turn train Mathematics/Language teachers in each school in the use of the tablets and software both from a pedagogical and technical perspective. The training will be followed up by visits to the classroom to provide hands-on coaching for the teachers. The design will be adapted to the current context as needed, by providing tablets to students in the classroom or to use at home, exclusively or as part of a hybrid distance/in-person model. The program will take advantage of the Government's initiative of bringing internet to various remote communities to ensure benefits to the most vulnerable students, but the software on the tablets will also include offline

capability to ensure ability to use in areas with low connectivity. In order to improve achievement for both boys and girls, the teacher training will include gender-informed motivational strategies for increasing participation of both girls and boys. Schools will be selected based on specific criteria, including need, to ensure that vulnerable students benefit. Need will be determined by test scores, specifically low performance of the school in National Grade Six Exam math scores. Currently at least 30% of schools reached with this intervention would be schools with low pass rates in math, while the remainder would be identified through other criteria such as connectivity and presence of IT personnel in the school.

- (ii) Smart classrooms to support learning. 10 select classrooms in Grade 4, in both urban and rural areas, will be equipped with smartboards, tablets, and projectors. In addition, teachers will be trained to use these tools as part of their daily classes.

Component 3 aims to support the management of the education system through better data.

This component includes:

- (i) Supporting the development and roll out of an EMIS at the national level. The program aims to support government's efforts in expanding the digitalized collection of EMIS data to schools across all pre-tertiary levels (nursery, primary and secondary, a total of 1000); the program will focus on support to primary and secondary schools (574 schools). The program would finance procurement of EMIS hardware and training for school leaders, teachers at the primary and secondary level, Regional Education Officers and the central MOE Planning Unit.
- (ii) Project management, monitoring and evaluation.

The grant modality is project/stand-alone. Sector partners agreed prior to Grant Agent selection that the funding modality should be similar to existing projects in the sector. The ESPIG/Multiplier program is partially aligned with national financial and planning systems. The program is aligned with the ESP, and the projected expenditures will be included the multi-year forecast of the MoF. The program will be audited by the Auditor General of Guyana and the information on the program's implementation will be included in sector reports prepared by MoE. The program will be managed through a project implementation unit (PIU) for donor funded projects, which is embedded in the Ministry of Education planning unit. The PIU has agreed with the WB on the internal control procedures and they will be documented in an operational manual.

2.3 VARIABLE PART DESCRIPTION

Not applicable for Guyana, due to the small grant size.

Table A: ESPIG Components and Costs

Components	Total amount in US\$	% of total
1. Improving Learning Conditions at the Nursery level	2,285,360	33%
1.1 Teacher training to accompany the new curriculum	1,467,860	21%
1.2 Learning materials	540,000	8%
1.3 Primary caregiver education	277,500	4%
2. Promoting Technology-Assisted Learning at the Primary level	2,534,360	36%
2.1 Tablets to support mathematics and literacy	2,435,860	35%
2.2 Smart classrooms to support learning	98,500	1%
3. Strengthening Institutional Capacity and Project Management	1,880,280	27%
3.1 Scale up of EMIS	1,353,600	19%
3.2 Project management, monitoring and evaluation	526,680	8%
Sub-total of Components	6,700,000	96%
Grant Agent Supervision Costs*	300,000	4%
GRAND TOTAL (with Grant Agent's Implementation Support Costs)	7,000,000	100%
Agency Fees**	122,500	1.75%

* Include Grant Agent's direct costs, such as Program Management, Administrative and other direct implementation costs.

** Agency Fee is not included in the MCA and is calculated as percentage rate (agreed with each GA) from the Total Fixed Part and Total Variable Part.

3 RECOMMENDED DECISION

The Secretariat considers that the three funding model requirements are met. Upon review of the application package, the Secretariat finds the proposed program to be relevant in the

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country context and well aligned to the country's sector plan. All program quality standards are met.