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DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**REPUBLIC OF GUYANA**

**STRENGTHENING INSTRUCTIONAL LEADERSHIP AT DISTRICT AND SCHOOL  
LEVELS**

**(GY-G1009)**

**PROJECT PROFILE**

Under the Access to Information Policy, this document is subject to Public Disclosure.

## PROJECT PROFILE

### GUYANA

#### I. BASIC DATA

<b>Project Name:</b>	Strengthening Instructional Leadership at District and School levels		
<b>Project Number:</b>	GY-G1009		
<b>Project Team:</b>	Sabine Rieble-Aubourg, (Team Leader), Gabriela Gambi (Alternative Team leader) Agustina Thailinger, Marie Tamagnan, Gregory Elacqua, Alejandra Forero Perez, Juan Margitic (SCL/EDU); Lucas Hoepel, Yamilee Payen, Nalini Kulpa (FMP/CGY); Sara Vila Saint-Etienne (LEG/SGO); Mariana Mendoza Centellas, Goritza Ninova (ORP/GCM); Leticia Ramjag (CCB/CGY).		
<b>Beneficiary:</b>	The Co-operative Republic of Guyana		
<b>Loan Modality:</b>	IGR-Investment Grant		
<b>Executing Agency:</b>	Ministry of Education of Guyana (MOE)		
<b>Financial Plan:</b>	Global Partnership for Education fund:	US\$	5,000,000
	Local:	US\$	0
	Co-financing	US\$	0
	<b>Total:</b>	<b>US\$</b>	<b>5,000,000</b>
<b>Safeguards:</b>	Risk Classification:	ESPS 1; ESPS 2; ESPS 10	
	Impact classification:	C	
<b>Processing track:</b>	<input type="checkbox"/> Standard	<input checked="" type="checkbox"/> Special	
<b>Country Strategic Alignment:</b>			
<b>Strategic Alignment:</b>			
<b>Challenges:</b>	<input checked="" type="checkbox"/> Social Inclusion	<input type="checkbox"/> Productivity and Innovation	<input type="checkbox"/> Economic Integration
<b>Crosscutting:</b>	<input checked="" type="checkbox"/> Gender Equality	<input checked="" type="checkbox"/> Diversity sustainability	<input type="checkbox"/> Environmental Change <input type="checkbox"/> Climate Change <input checked="" type="checkbox"/> Institutional Capacity and Rule of Law

#### II. GENERAL JUSTIFICATION AND PROGRAM STRATEGY

- 2.1 Guyana has a multiethnic population of 790,000 inhabitants. The majority lives in the coastal areas, while the indigenous Amerindian population, which accounts for 10.5% of the population, lives primarily in rural areas (the Hinterlands) where poverty is concentrated.<sup>1</sup> Over the last seven years, Guyana has experienced rapid economic growth and transformation, with its Gross Domestic Product (GDP) per capita increasing from US\$6,600 in 2019 to US\$9,778 in 2021. In 2022 GDP grew by 57.8% and it is expected to continue growing at an average of 25% between 2023 and 2026. [1]. This economic transformation has allowed the government to plan and implement long-needed investments in Guyana's social sector. To ensure

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<sup>1</sup> 78% of Amerindians live in poverty compared to the national average of 41.2% [3].

that the country can manage economic growth and diversification, the government has prioritized the development of its human capital.<sup>2</sup>

- 2.2 **Access to education is unequal at primary and secondary, and low in secondary education.** Net enrolment rate in primary education is almost 90%, consistent with LAC's 94%, and there is gender parity. Completion rate for primary education is also high and equal to 92%<sup>[2]</sup>. Despite these achievements, Ministry of Education (MOE) data from 2017 shows that children in hinterland regions 1, 8, and 9 have some of the highest out-of-school rates, with 2.8%, 5.8%, and 1.3% respectively. At the secondary level, net enrolment falls to 63%, which is low compared to LAC's average of 77.5%<sup>[4]</sup>. In 2019, completion rate for secondary school was 41.4% for males and 57.3% for females<sup>[5]</sup>. Likewise, while 94% of Afro-Guyanese complete lower secondary education only 69% of Indigenous persons do<sup>[6]</sup>.
- 2.3 **Student achievement is low and unequal.** National assessment data (2018) shows that among 4th-graders, only 42% and 37% meet MOE's standards for English and Mathematics respectively (defined as achievement of at least 30 points out of 60). As in other Caribbean countries, girls outperform boys in literacy and numeracy<sup>[6]</sup>. While overall student performance is low, important regional differences exist: students in the Hinterlands perform significantly below the national average. In 2019 only 48% and 36% of 6th-grade students in riverine and hinterlands areas respectively achieved MOE's standards in English, compared to 61% in coastal areas<sup>[7]</sup>.
- 2.4 **District and school leaders have poor resources and capacities to lead educational transformation.** While the MOE is responsible for overall education policy and curriculum, each of the 10 regions has a regional department with a Regional Education District Officer (REDO) who oversees the schools in their respective region. These offices can be under-sourced in terms of human resources, materials, and equipment<sup>[8]</sup>.<sup>3</sup> National consultations <sup>[9]</sup> confirm that neither the 10 REDOs nor the 445 primary and 116 secondary school leaders receive clear orientations and guidance on their roles and responsibilities, and they do not benefit from the professional development (PROD) needed to build sufficient knowledge and skills, nor are they equipped with the right tools and guidance to be culturally responsive and effective instructional leaders in their schools and districts <sup>[10]</sup>. Inadequate selection and promotion policies, insufficient monitoring, and limited access to data, especially on vulnerable groups, further contribute to the problem. Positions are also primarily based on qualifications and years of service, and demonstrated performance and appraisals play a minor role in promotions ([Partnership Compact Document -PCD-, 2023](#)). Thus, to support schools for improved learning outcomes, both school leaders and REDOs require stronger leadership skills through PROD and better tools to carry out their mandates.
- 2.5 **Parents and community stakeholders are not sufficiently engaged by Districts and schools.** Consultations at national and subnational levels stress the

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<sup>2</sup> The development of human capital is a key priority in the [National Development Strategy](#) and the [Education Sector Plan 2021-2055](#).

<sup>3</sup> See ¶3.2. Georgetown accounts as a separate region.

need to develop participatory school management structures and mechanisms, through district and school improvement plans, to reflect diversity and give a voice to all. District and school leaders have a key role to play in this regard.

- 2.6 **Resources are inadequate and inequitably distributed.** The main challenge that Guyana faces in developing human capital is the unequal delivery of educational services across regions[11]. Stakeholder consultations [12] highlight that disparities experienced by riverine and hinterland regions in human, material and financial resources are attributable to remoteness and difficult terrain, high cost of living and limited technology in these regions, but also to bureaucratic processes and inefficiencies and inconsistencies in resource allocation and distribution mechanisms. Inclusion of vulnerable groups of students is not sufficiently prioritized[13]. The allocation of resources and financing of the sector should be revisited to better address regional differences.
- 2.7 **Education data.** Although the MOE produces annual statistical reports on a regular basis and has information on nationally representative large-scale learning assessments, sex-disaggregated attendance and achievement data, more information is needed on key education statistics disaggregated by disability status, sector-wide performance assessments, system diagnoses and gender analysis and diagnostics[14]. To be effective and culturally responsive, school and district leaders need: (i) timely, accessible, comprehensive, disaggregated student participation and achievement data; (ii) accurate data on the availability and quality of infrastructure, learning materials and human resources; (iii) adequate access to technology or alternative solutions; and (iv) the ability to use technology and to analyze data for evidence-based decision-making[15]. In 2021 the MOE implemented the Open Education Management Information System (EMIS) in a group of schools to be expanded throughout the system[16]; support will be needed for this planned expansion.
- 2.8 **Program Strategy.** Strengthening instructional and cultural district and school leadership has been identified by the MOE and the Local Education Group (LocalLEG) as a priority reform to complement existing efforts to ensure the successful transformation of Guyana’s education system. This program strategy will be supported by the Global Partnership for Education (GPE) System Transformation Grant (STG),<sup>4</sup> and will be managed by the Bank. Literature[17] stresses that it is critical that those responsible for delivering educational services have the capacity to respond effectively to administrative and managerial demands while improving instructional programs and accountability, therefore contributing to enhanced organizational performance. Instructional leadership refers to “supporting teachers and school leaders in their practice and professional growth”[18]. Culturally responsive leaders at school and district levels are essential for building “inclusive schooling environment for students and families from ethnically and culturally diverse backgrounds”[19]. Leaders constitute critical change agents to improve learning outcomes[20]. This program strategy aims to lead education transformation in GY by addressing the key challenges presented.

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<sup>4</sup> Following the Banks’ accreditation with the GPE in July 2022, the MOE selected the Bank to be the Grant Agent for the STG following a competitive process, which was non-objected by LEG members, and recognized by the GPE.

- 2.9 The Education Sector Plan of the MOE ([ESP-2021-2025](#)) identifies **improving governance and accountability** as one key priority to improve the quality, effectiveness and efficiency of the education sector. The MOE has embarked on projects to address fundamental challenges to the education sector, including teacher training, curriculum reform, connectivity and the establishment of an EMIS. These efforts are unlikely to yield maximum results if issues such as low leadership capacity at district and school levels, existing inequities in the distribution of human, financial and material resources, and inefficiencies in coordination and management of the education sector remain unaddressed.
- 2.10 **Complementarity with IDB Strategy.** The proposed operation will complement ongoing efforts by the IDB and different development partners (DPs). The IDB is preparing an operation Support for Educational Recovery and Transformation ([GY-L1079](#))<sup>5</sup> which focuses on addressing the existing infrastructure gap in primary education across regions, providing schools in remote areas with improved basic infrastructure (i.e., water, energy), connectivity and digital devices, and supporting the MOE in expanding services to students with special education needs. It is the first operation of a CCLIP with two planned operations. The IGR will provide leadership training to the REDOs in the regions targeted (1, 7, 8, 9) as well as to school leaders that benefit from the operation GY-L1079. For more information on coordination among DPs, see [link](#).
- 2.11 In parallel, the World Bank has four operations in execution that focus on improving the teaching of math in primary education and secondary education ([P159519](#); [P147924](#)), improving learning at the early childhood education level and the EMIS ([P174244](#)), and expanding access to technical and vocational education (TVET) ([P177741](#)). The Caribbean Development Bank and Caricom support the MOE in recovering from the COVID-19 pandemic through the Model Learning Recovery and Enhancement Programme for Caribbean Schools (REAP).
- 2.12 **Strategic Alignment.** The program is consistent with the Second Update to the Institutional Strategy (UIS)(AB-3190-2) and is strategically aligned with the development challenge of Social Inclusion and Equality, by targeting vulnerable regions and expanding students' access to quality basic education. The program is also aligned with the cross-cutting issues of: (i) Gender Equality and Diversity, by promoting actions to improve learning outcomes among indigenous students; and (ii) Institutional Capacity and Rule of Law, by improving the MOE's capabilities to provide quality services. The program will contribute to the Corporate Results Framework (GN-2727-12) by measuring the number of students benefited by education projects. The operation is consistent with the Sector Framework Document for Skills Development (GN-3012-3) by ensuring access to high-quality and relevant learning opportunities throughout life. It is aligned with the current IDB Guyana Country Strategy 2017-2021 (GN-2905)<sup>6</sup>, which prioritizes delivering critical infrastructure to facilitate human capital development. It is aligned with the objective of the GPE STG of unlocking systemic bottlenecks and achieving system transformation.
- 2.13 The general objective of the proposed operation is to contribute to 'Improved quality, equitable participation and achievement in basic education for the

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<sup>5</sup> The operation is expected to be presented to IDB's Board of Directors in June 2023.

<sup>6</sup> The country strategy is in effect until November 2023.

sustainable development of Guyana.’ The specific objectives are to: (a) strengthen school and district leadership; and (b) improve sector management. These objectives will be achieved through these components:

- 2.14 **Component 1-Capacity Building for Leadership Training (US\$2,500,000).** The aim is to equip district and school leaders for leading transformation in schools and districts, with specific attention to inclusion and culturally responsive leadership by (a) establishing a leadership academy, and (b) strengthening culturally responsive planning at district and school levels.
- 2.15 **Component 2-Improving Sector Management (US\$1,500,000).** The aim is to strengthen accountability and resource allocation system. This will be accomplished through the following subcomponents:
  - 2.16 **Subcomponent 2.1-Accountability Systems.** It will include: (i) a review of job descriptions, policies and systems for recruitment, appraisal, and promotion of district and school leaders; and (ii) development of new policies and systems to enable more effective quality management and instructional leadership at the district and school levels.
  - 2.17 **Subcomponent 2.2-Resource Allocation Systems.** It will review the existing resource distribution mechanisms in the education sector, including the transfer and deployment of practitioners and support staff as well as the allocation of financial and material resources to districts and schools, to identify and address inequities and inefficiencies.
  - 2.18 **Subcomponent 2.3-Enhancing the EMIS.** It will include into the EMIS database student demographic data -including gender, ethnicity, disability, and migrant status- and data on services and resource needs from districts and schools. To achieve this, the MOE will need additional hardware and connectivity services in schools.
- 2.19 **Component 3-Improved Collaboration (US\$500,000).** The aim is to improve coordination among schools, regional departments, and central units of the MOE, through the establishment of more effective communication mechanisms at the central, regional, district and school levels. The expected outputs include communication platforms, systems and protocols that allow for more efficient and effective dialogue and collaboration among school, district and central level personnel.
- 2.20 **Project Management, Monitoring and Evaluation, Audits, and Contingency (US\$500,000).** Support the implementation and evaluation of this project.
- 2.21 **Benefits and Potential Beneficiaries.** The IGR will benefit the 10 REDOs, officials at the MOE, and the 445 primary and 116 secondary school leaders in Guyana who will receive orientation and guidance on their roles and responsibilities, and PROD to become culturally responsive and instructionally effective [10]. As a result, students will benefit from better prepared school leaders and REDOs to manage schools.

- 2.22 **Financing Modality.** The IDB and the Government of Guyana agreed that an IGR is the most suitable instrument due to the fixed scope and logical independence, and physical and technical individuality of the components. The amount of the grant is US\$5,000,000 provided by the GPE. The IGR has a 4-year implementation period.

### III. SECTOR KNOWLEDGE AND PREPARATION PLAN

- 3.1 The IDB financed the Basic Education Access and Management Support Program ([BEAMS: GY0063; amount US\\$30,000,000](#)) that closed in 2009. In 2020, the IDB approved Support for Safety Nets for Vulnerable Populations Affected by Coronavirus in Guyana ([5180/BL-GY](#)) whose education component aims to preserve the human capital and support the educational continuity of vulnerable populations. The IDB operation Support for Educational Recovery and Transformation (GY-L1079) addresses the existing infrastructure gap in primary education across regions and supports the MOE in moving towards a more inclusive education system through providing improved services to students with special education needs and vulnerable students. In addition, the loan will support the development of an inclusive education policy as well as a language policy to better service the indigenous population. It is the first operation of a CCLIP with two planned operations. This IGR complements this GY-L1079 operation by strengthening school and regional district leaders with improved leadership skills to support the transformation of the education system. The GY-L1079 is expected to be eligible for disbursement by the 4<sup>th</sup> quarter of 2023. The IGR is expected to start implementation in 2024.
- 3.2 During 2022, the GPE, the MOE and the DPs participating in the LocaLEG developed the [EFA \(2022\)](#) and the [PCD](#) under the technical leadership of the International Institute for Educational Planning (IIEP)/UNESCO. The EFA analyzed the following areas: data and evidence; gender-responsive planning, policy, and monitoring; sector coordination; and volume, efficiency, and equity of domestic financing. The [PCD](#) defines a comprehensive roadmap to achieve the transformation of education in Guyana through sound sustainable reform of district and school leadership. Both documents form the foundation for the design of this IGR as they outline some of the key problems and challenges and the proposed actions to be taken to address them.
- 3.3 To confirm the EFA findings and the [PCD](#) proposal, the IIEP and MOE organized national and subnational consultations during 2022 and developed the concept of [theory of change](#) for the proposed operation.
- 3.4 **Lessons Learnt.** Main lessons learnt from IDB operations ([5180/B-GY](#)) to date include the need for the MOE Project Execution Unit (PEU) to have the staff needed for the successful implementation of any program available. For more information on lessons learnt and IDB's prior experience, see [link](#).

### IV. TECHNICAL ASPECTS, ENVIRONMENTAL RISKS AND EXECUTION AND FIDUCIARY ASPECTS

- 4.1 The project will be executed by the MOE and the PEU that currently implements the project [5180/BL-GY](#) (Support to Safety Nets for Vulnerable Populations).

The institutional assessment conducted for [GY-L1079](#) indicated that more PEU staff is needed to ensure the successful implementation of new operations.

- 4.2 In attention to the new Environmental and Social Policy Framework, the operation was classified as Category “C” since only minimum or no significant negative environmental or social effects are to be expected.
- 4.3 **Risks.** Due to the current economic boom in Guyana, it might be challenging to find qualified staff at public sector salary scale due to intense competition in the labor market. To mitigate this risk, the IDB will discuss with the Ministry of Finance and the MOE to make PIU salaries attractive.
- 4.4 **Fiduciary Aspects.** The MOE through its PEU has previous experience executing IDB financed projects. However, the PEU has experienced bottlenecks at the planning and management stages. These fiduciary risks will be mitigated through the provision of continuous technical supervision and staff training.
- 4.5 **Contracting of IIEP/UNESCO.** In January 2023, the IDB was selected as Grant Agent for the GPE STG together with the IIEP/UNESCO as lead technical partner. In accordance with GN-2350-15 3.11(d), IIEP/UNESCO will be directly contracted as technical partner for the execution of the Grant. IIEP/UNESCO prepared the [PCD](#) and conducted stakeholder consultations, which are the foundation for this IGR. The IIEP has a specialized agenda within the UN to support educational policy, planning and management (<https://www.iiep.unesco.org/en/institute>) and has long worked with the MOE in Guyana.

## V. RESOURCES AND TIMETABLE

- 5.1 The distribution of the Proposal for Operational Development (POD) to GPE-QRR is planned for June 30<sup>th</sup>, 2023. The distribution of the POD to IDB-Quality and Risk Review (QRR) is planned for July 26<sup>th</sup>, 2023. The POD will be sent to GPE for their approval process on August 21<sup>st</sup>, 2023. The presentation of the Grant Proposal to the IDB Board of Directors is planned for November 15<sup>th</sup>, 2023 (See Annex II). To prepare the grant, the GPE will provide US\$210,000 for a technical cooperation (GY-T1193).

## Annexes

- I. Summary of the Environmental and Social Review
- II. Timetable and Preparation Resources (removed from public version)
- III. Filters for determining the processing track (removed for public version)

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## Annex I-Environmental and Social Annex for Cat. C operations

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In accordance with the Environmental and Social Policy Framework of the Bank, the operation was classified as Category “C” because only minimum or no negative environmental or social effects are to be expected. The actions of the Program will contribute to ‘Improved quality, equitable participation and achievement in basic education for the sustainable development of Guyana’. The specific objectives are to: (a) strengthen school and district leadership; and (b) improve sector management. These objectives will be achieved through these components:

In order to comply with the requirements of the ESPF and especially those of the Environmental and Social Performance Standards 1, 2 and 10, the following measures will be implemented:

### ESPS 1

The Environmental and Social Management System (ESMS) of the operation, in proportion to its nature and scope and the minimum impacts and risks foreseen at the socio-environmental level, will be based on current local legislation, such as, the Environmental Protection Act (1996), the Environmental Protection Air Quality Regulations (2000), the Environmental Protection Water Quality Regulations (2000), the Environmental Protection Noise Management Regulations (2000), Environmental Protection Hazardous Wastes Management Regulations (2000), Environmental Protection (Litter Enforcement) Regulations (2013), EPA Guidelines for Environmental Management Plans, the Education Act (1999), and the Amerindian Act (2006). These local regulations constitute as a whole a regulatory framework that is considered sufficient to guarantee compliance with the Bank’s Environmental and Social Policy Framework in the context of this operation.

### ESPS 2

The Labor Management Procedures that will be in place during the execution of the operation will be those established by the national legislation of Guyana. Labor legislation is made up mainly of Occupational Health and Safety Act (1997), Labour Act (1942) Amended in 1997, Persons with Disabilities Act 2010, Prevention of Discrimination Act 1997, Employment of Young Persons and Children Act 1938 (Amended 1999), and the Sexual Offences Act 2010 (Amended 2013). Likewise, the country is a signatory to the multilateral agreements concluded within the United Nation Rights of the Child, United Nations Sustainable Development Goal, which are included in the national legislation. The national legislative framework is aligned with the principles of protection of the fundamental rights of workers and contemplates the requirements established in ESPS 2, in terms of working conditions and terms of employment, labor organizations, non-discrimination and equality, opportunities, workforce reduction, grievance mechanism, child labor, forced labor, and occupational health and safety, including regulations for workers hired by third parties.

### ESPS 10

In proportion to the minimum expected impacts and risks, the program will use the existing communication channels of the Ministry of Education of Guyana. Through these channels, information about the program will be disseminated and comments, complaints and claims on socio-environmental matters may be received from the public and workers, and which will be duly registered, analyzed, responded to and managed. Currently, the activities of the Ministry of Education of Guyana are disseminated through the following channels: <https://education.gov.gy/en/>.

CONFIDENTIAL

<sup>1</sup> The information contained in this Annex is confidential and will not be disclosed. This is in accordance with the "Deliberative Information" exception referred to in paragraph 4.1 (g) of the Access to Information Policy (GN-1831-28) at the Inter-American Development Bank.

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