

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**GUYANA**

**SUPPORT TO SAFETY NET AND GENDER EMPOWERMENT IN GUYANA**

**(GY-G1011)**

**GRANT PROPOSAL**

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<b>OPTIONAL ELECTRONIC LINKS (OEL)</b>	
OEL#1	<a href="#">Analysis of Project Cost and Economic Viability</a>
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OEL#3	<a href="#">Climate Change and Sustainability Annex</a>

**ABBREVIATIONS**

EA	Executing Agency
ESPF	Environmental and Social Policy Framework
EIRR	Economic Internal Rate of Return
GAC	Global Affairs Canada
GBV	Gender-Based Violence
GDP	Gross Domestic Product
IDB	Inter-American Development Bank
IG	Investment Grant
MHSSS	Ministry of Human Services and Social Security
M&E	Monitoring and Evaluation
MIS	Management Information System
NGO	Non-governmental Organization
POM	Project Operation Manual
PwD	Persons living with Disabilities
SCP	Senior Citizen's Pension
TIP	Trafficking in Persons
WIIN	Women's Innovation and Investment Network

**PROJECT SUMMARY**  
**GUYANA**  
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Financial Terms and Conditions			
Beneficiary	Grant		
The Cooperative Republic of Guyana	Source	Amount (US\$)	%
Executing Agency	Department of Foreign Affairs, Trade, and Development (DFATD) <sup>(a)</sup>	3,149,728	100
Ministry of Human Services and Social Security	Total:	3,149,728	100
	Disbursement period:	4 years	
	Currency of approval	US\$	
Project at a Glance			
<p><b>Project Objective/Description:</b> The general objective of this project is to strengthen the capacity of the Ministry of Human Services and Social Security (MHSSS) to implement the social safety net and promote gender empowerment and social inclusion, in line with the goals of the policy-based program 5828/OC-GY. The specific objectives are to: (i) strengthen the overall project management capacity and promote the digital transformation of the MHSSS; (ii) strengthen the capacity of the MHSSS to foster women’s empowerment and strengthen the support for survivors of GBV; (iii) strengthen the capacity of the MHSSS to foster the empowerment of the PwD through training; and (iv) improve the information on indigenous peoples for the targeting of the programs of the MHSSS.</p>			
<p><b>Special Contractual Clauses prior to the first disbursement:</b> The Executing Agency will submit evidence to the satisfaction of the Bank of the approval and entry into effect of the <a href="#">POM</a> in the terms and conditions previously agreed upon with the Bank. Additionally, the Executing Agency shall submit evidence to the satisfaction of the Bank of the recruitment or selection of a Project Manager, a Financial Specialist and a Procurement Specialist in accordance with the terms of reference previously agreed upon the Bank. These conditions are necessary to guarantee adequate project execution. (See ¶3.3)</p>			
<p><b>Exceptions to Bank Policies:</b> None.</p>			
Strategic Alignment			
Objectives <sup>(b)</sup> :	O1 <input checked="" type="checkbox"/>	O2 <input type="checkbox"/>	O3 <input type="checkbox"/>
Operational Focus Areas <sup>(c)</sup> :	OF1 <input type="checkbox"/>	OF2-G <input checked="" type="checkbox"/> OF2-D <input checked="" type="checkbox"/>	OF3 <input checked="" type="checkbox"/> OF4 <input checked="" type="checkbox"/> OF5 <input type="checkbox"/> OF6 <input type="checkbox"/> OF7 <input type="checkbox"/>

<sup>(a)</sup> Resources were received from the Government of Canada—Department of Foreign Affairs, Trade, and Development (DFATD) via a letter of contribution to the General Donor Account (GDA) signed on March 20, 2024. The IDB will administer these funds through a Project-Specific Grant (PSG). The Department of Global Affairs, Trade and Development of Canada (DFATD) contributed Canadian Dollar (CAD) 4.5 million, which is equivalent to US\$3,315,503 at the exchange rate of US\$1=CAD1.35726 as of April 2, 2024. Out of this contribution, US\$165,775 will be set aside as a 5% administration fee. The remaining contribution of US\$3,149,728 corresponds to the project amount as indicated in the Financial Terms and Conditions table. Once the transfer from the GDA to the Canadian Cooperation Framework (CCF) has been made, the administrative fee will be distributed among the relevant Bank departments according to the workload related to the preparation, execution, and monitoring of the activities financed by the PSG.

<sup>(b)</sup> O1 (Reduce poverty and inequality); O2 (Address climate change); and O3 (Bolster sustainable regional growth).

<sup>(c)</sup> OF1 (Biodiversity, natural capital and climate action); OF2-G (Gender equality); OF2-D (Inclusion of diverse population groups); OF3 (Institutional capacity, rule of law, and citizen security); OF4 (Social protection and human capital development); OF5 (Productive development and innovation through the private sector); OF6 (Sustainable, resilient, and inclusive infrastructure); and OF7 (Regional integration).

## I. PROJECT DESCRIPTION AND RESULTS MONITORING

### A. Background, problem addressed, and justification.

- 1.1 **Guyana is experiencing rapid economic growth.** It has emerged as one of the newest petroleum producing countries in the world, with more than 50 oil discoveries since oil was first found in 2015. Its Gross Domestic Product (GDP) per capita has been increasing from US\$6,600 in 2019 to US\$21,500 in 2023. GDP is expected to grow at an annual average of 25.8% between 2024 and 2027.<sup>1</sup> This economic transformation has allowed the Government to plan long-needed investments in the social sector. This project and the related policy-based program “Support to Human Services in Guyana” ([5828/OC-GY](#)) support the development of the execution capacity required for the implementation of these investments.
- 1.2 **Guyana’s poverty level in 2021 stood at 42.3%**, according to data from the 2021 Guyana Labor Force Survey (poverty line of US\$5.50 per day (2011 PPP)). Poverty levels are higher in the Hinterland (where most Indigenous Communities live) compared to coastal rural and coastal urban areas (57.6%, 40.2%, and 40.1%, respectively).
- 1.3 **The Ministry of Human Services and Social Security (MHSSS) implements a safety net** which includes non-contributory cash transfers and social services. Despite recent progress the action of the Ministry is hampered by limited institutional capacity (which is the general problem addressed by this operation). This encompasses (the specific problems of) limited project management capacity, limited capacity to promote gender empowerment and support survivors of GBV, limited capacity to promote the empowerment of PwD, and limited information on indigenous communities that can be used to target programs and services. Building on the reforms supported by Inter-American Development Bank (IDB) policy-based program ([5828/OC-GY](#)), approved in 2023, this project aims to strengthen the MHSSS’ institutional capacity, along the mentioned dimensions, addressing the problems described in detail in the following paragraphs.
- 1.4 **Despite recent improvements, the MHSSS faces institutional capacity challenges related to project management and monitoring and evaluation, that affect, among others, budget execution.** Based on a recent report, the current organizational structure has shortfalls in the functions dedicated to organizational performance, and Monitoring and Evaluation (M&E) capacity is limited.<sup>2</sup> Processes focused on overseeing, coordinating, planning, and reporting are similarly limited. Results-based management work is done for individual programs but is missing at Ministry level. Senior managers and staff require more training in M&E and results-based management, in areas such as risk identification, indicator development, baseline collection, target setting, and data analysis.<sup>3</sup> The Ministry relies on multiple systems and databases. The MHSSS is working on a Management Information System (MIS) and the conceptualization of

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<sup>1</sup> Based on the latest growth rate for 2024 of the 2024 Mid-Year Report and the 2025-2027 growth rates in the IMF April 2024 WEO Database.

<sup>2</sup> Baastel (2024). Consulting services for the design of a monitoring and evaluation (M&E) unit for the MHSSS. Unpublished document prepared for the IDB and the MHSSS.

<sup>3</sup> Ibidem.

a new Information Technology Unit, but these initiatives require additional steps to be fully leveraged for the implementation of the safety net. The existing gaps limit the Ministry's ability to undertake comprehensive data analysis, including disaggregation and trend monitoring, ultimately affecting budget execution (with 93% of the allocated budget executed by the end of the year).

- 1.5 **The digital transformation of the safety net encompasses the expansion of electronic payments.** Currently, most cash transfers are paid through vouchers cashed at post offices. This is a challenge for residents of remote areas, as travel costs incurred to cash the transfers can amount up to 20% or more of the benefit value. Moreover, long journeys, including trips by boat and long walks, can be particularly challenging for older persons and persons living with disabilities (PwD). Efforts have been made to introduce alternative payment methods, including direct cash payments, payments through alternate venues (other than the traditional post offices), bank transfers and the Mobile Money Guyana wallet application, and the Ministry is currently working on a geospatial exercise for the identification of new payment points across the country. However, electronic payments still represent less than 2.5% of the total.<sup>4</sup> Additional efforts such as communication and sensitization campaigns are needed to increase uptake.
- 1.6 **Women experience lower economic empowerment relative to men.** Guyana's Gender Inequality Index was 76.5% in 2024, according to the Global Gender Gap Report 2024.<sup>5</sup> Despite women's higher education levels, the country's female labor force participation rate was 44% in 2020; significantly lower than men's rate of 68%.
- 1.7 The MHSSS has been promoting women's economic empowerment through the Women's Innovation and Investment Network (WIIN). Launched in 2021, the WIIN provides technical and vocational skills to women, including survivors of GBV and trafficking-in-persons. To support WIIN graduates in their efforts to start a business, in 2022 the MHSSS launched the "WIIN in Business Clinic", which provides additional support for business management, business plan development, and guidance on legal frameworks and securing funding. In the same year, the WIIN trained 3,976 women, representing a 95% increase compared to 2021.<sup>6</sup> As of August 2023, 425 women completed the WIIN in Business Clinic, with approximately 53% of them creating a business plan.<sup>7</sup> The activities of the WIIN were initially concentrated in the Coastal regions. After expanding nationally, now the WIIN needs to strengthen the initiatives that increase the sustainability of the businesses originated from the Clinic. One barrier to starting and sustaining a business for the graduates of the WIIN in Business Clinic is the lack of access to finance from the banking sector. Currently, no graduate of the program is receiving grant funding to sustain her new business.

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<sup>4</sup> According to MHSSS data, as of May 2024, 1,986 old age pensioners were receiving direct payments to their bank account, and 24 received payments through a mobile wallet, among a total of 110,540 cash transfers beneficiaries (including both Public Assistance and Old Age Pensions).

<sup>5</sup> World Economic Forum 2024 ([https://www3.weforum.org/docs/WEF\\_GGGR\\_2024.pdf](https://www3.weforum.org/docs/WEF_GGGR_2024.pdf))

<sup>6</sup> Internal MHSSS data suggest that the WIIN training has promising effects. Out of 1,400 graduates in region 3 and 4 in April 2023, 650 gained employments, and 350 started a self-employment activity.

<sup>7</sup> Internal MHSSS data.

- 1.8 **Gender Based Violence (GBV).** Women in Guyana report higher rates of physical violence (35%)<sup>8</sup> than in other Caribbean countries, such as Trinidad and Tobago and Suriname (both at 27%).<sup>9</sup>In addition, data from the Child Advocacy Centers has indicated that sexual violence and abuse against children, a type of GBV, increased during the COVID-19 pandemic, when children were at home for prolonged periods: between 2020 and 2022, the number of reported cases increased by 61%, rising from 815 to 1,315. Also, the majority of human trafficking survivors are women and girls. Most trafficking occurs in remote interior communities.<sup>10</sup> In 2023, the government and Non-Governmental Organizations (NGOs) identified 327 victims.<sup>11</sup> Recent global evidence highlights that trafficked women are three times more likely to endure explicit or extreme violence than trafficked men.<sup>12</sup>
- 1.9 In this area, the MHSSS has developed a holistic approach. It runs a toll-free 24 hour-Hotline, the Survivors Advocates program, the Hope and Justice Centers (in collaboration with the Ministry of Legal Affairs), a Mobile One Stop Center model to reach Hinterland communities, and community-based awareness and advocacy initiatives. These initiatives provide GBV survivors with medical, psychosocial and legal services, counselling, forensic interviews, and assist them with referrals to other support services. Most of the services are offered through the Survivors Advocates program, whose 25 Survivor Advocates (based in all but 2 regions) have assisted over 3,000 survivors since program initiation in 2020.<sup>13</sup> The Legal Pro Bono 500 Initiative between the MHSSS and the Bar Association of Guyana (under a memorandum of understanding signed in 2021) ensures that members of the Bar Association provide free legal services (protection, occupation, and tenancy orders) to 500 domestic violence survivors yearly. Additionally, in May 2023, Guyana approved the new Trafficking in Persons Act, which expands the definition of exploitation and aims to strengthen the government's ability to respond to the issue. In July 2024, Guyana approved a new Family Violence Act that replaces the Domestic Violence Act of 1996. As part of the implementation of this legislation, the MHSSS needs to foster its capacity to provide support services to the survivors and improve coordination among key actors. Overall, survivors of GBV and human trafficking would benefit from better trauma-informed procedures, legal protocols, and survivors-centered care approaches. Currently, trauma-focused counseling services are not provided. Furthermore, the country still lacks a comprehensive GBV framework that coordinates all available services offered by different institutions.
- 1.10 The MHSSS has limited capacity to assist children who experienced GBV and abuse. Currently, no state-of-the-art forensic interviewing services are provided by the Ministry. The Ministry's Childcare and Protection Agency has subsidized the Child Advocacy Centers to conduct forensic interviews, case tracking and trauma focused counselling for victims of child sexual abuse. These centers, established in 2013, streamline the intervention process, allowing children to share

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<sup>8</sup> [Contreras-Urbina, M. et al., 2019. Guyana Women's Health and Life Experiences Survey Report.](#)

<sup>9</sup> National Women's Health Survey for Trinidad and Tobago, 2017; National Women's Health Survey for Suriname, 2019.

<sup>10</sup> US Department of State, 2023. [2023 Trafficking in Persons Report: Guyana.](#)

<sup>11</sup> Ibidem.

<sup>12</sup> UNODC, 2023.

<sup>13</sup> Information provided by the MHSSS.



their stories in a single, non-invasive interview and child-friendly environment. Additionally, the centers offer psychological support for both children and their families. The increase in the number of reported sexual abuse cases over the last few years has led to challenges in timely completion of forensic interviews and delivery of trauma focused counseling by the Government's two partner NGOs. To address this issue, the Government aims to establish a Forensic Interviewing Unit with a holistic, multi-disciplinary, and child-centered approach to provide comprehensive care tailored to individual needs, by offering spaces for various services such as forensic interviewing, medical examinations, and therapy, among others. The units may be integrated into the Hope and Justice Centers (of which one is operating in region 4 and an additional one is about to be opened in region 3).

- 1.11 **Economic empowerment and social inclusion of persons living with disabilities (PwD).** In Guyana, only 22% of PwD aged 15 and above participate in the labor force.<sup>14,15</sup> Additionally, 79% of families caring for PwD have faced financial challenges due to caregivers' reduced ability to work.<sup>16</sup> Households with PwD also incur disability-related extra costs for healthcare, assistive devices, special education needs, among others.<sup>17</sup> In low- and middle-income countries, these can lead to 10-15% higher expenditures compared to families with no members living with disabilities, and up to 30-50% in cases of severe disability.<sup>18,19</sup>
- 1.12 To promote the economic empowerment and social inclusion of the PwD, in 2023 the MHSSS launched the Learning Lab. This Lab aims to contribute to the employability, adaptive living skills, and general quality of life of PwD. The target population includes persons with physical or sensory disabilities. The Learning Lab provides training in different areas, including basic computer skills, garment construction, adult literacy and numeracy, social media marketing, and video and audio editing. It is in the initial stage of implementation (with 120 trainees per year), and more resources are needed to achieve scale and impact.
- 1.13 **Finally, information on Indigenous Communities is missing in the databases of the MHSSS.** This prevents the monitoring and evaluation of the coverage of the programs of the Ministry among this population, which is overrepresented in the areas of the Hinterland that have higher poverty rates. The collection of information on Indigenous Communities and its inclusion in the new MIS is needed to ensure an effective implementation of the safety net
- 1.14 **Programmatic approach.** The IDB's programmatic approach aims to support the government efforts to implement the broad range of development actions fueled by the recent rapid economic growth, ensuring these actions can be implemented efficiently and that they foster gender equality and the social inclusion of the vulnerable populations of the country. Efficiency requires investments in

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<sup>14</sup> National Commission on Disability and VSO-Guyana, 2008. Disability issues at Glance.

<sup>15</sup> Currently, the country has no official information on the number of people living with disabilities. The prevalence of disabilities is 6.4% based on estimates from the country population census of 2002. The World Health Organization estimates that 10% of the population in 2013 had some type of disability. IDB (2021) estimates the prevalence of disability in Guyana at 13.6%.

<sup>16</sup> National Commission on Disability. 2004. Raising the Profile of Disability in Guyana: An Agenda for Action.

<sup>17</sup> Mitra, S, Palmer, M., Mont, D., & Groce, N. (2017). Extra Costs of living with a disability: A review and agenda for research. Disability and Health Journal.

<sup>18</sup> Ibidem.

<sup>19</sup> Berlinski et al. (2021). <https://doi.org/10.1371/journal.pone.0258825>.

institutional capacity and support to legal and regulatory frameworks. Target vulnerable populations include older people, PwD, survivors of GBV, and Indigenous Communities. This strategy ultimately seeks to create a more inclusive and equitable society. The policy-based program [5828/OC-GY](#), approved in 2023 supported this programmatic approach, by strengthening the social protection programs for older people and PwD, as well as gender empowerment initiatives and services for survivors of GBV.

- 1.15 **Project strategy.** This project is designed to continue the support to the above described programmatic strategy, complementing the efforts made under the policy-based program [5828/OC-GY](#).<sup>20</sup> It is designed to strengthen the capacity to implement the social safety net and promote gender empowerment and social inclusion. The focus areas have been identified by the Government. They include the strengthening of the capacity of the MHSSS to manage, monitor and evaluate projects, as well as the capacity to promote social inclusion and gender empowerment (i.e., all the areas discussed in paragraphs 1.7-1.13) through: (i) the services provided by the WIIN program, that will be strengthened through the provision of grants in support of graduates' businesses; (ii) the services for survivors of GBV, strengthened through the provision of trauma-focused counseling and the establishment of the Forensic Interviewing Unit to better assist children that experienced violence or abuse; and (iii) the services provided by the Learning Lab, strengthened through increased skills training for PwD.
- 1.16 **Complementarity with previous IDB work.** The IDB has been working in the social protection sector in Guyana for two decades, and on strengthening the MHSSS since 2018 through loans and technical cooperations ([5828/OC-GY](#), [5180/BL-GY](#), [ATN/JF-16525-GY](#), [ATN/OC-18452-GY](#)). This operation contributes to the reforms supported by the policy-based program ([5828/OC-GY](#)), which shares this project's objective. Previous projects supported: (i) the analysis of MHSSS structure and processes, the elaboration of a digital transformation strategy for the MHSSS, the design of the new MIS, which is currently being implemented, and the overall strengthening of the information technology and change management capacity of the Ministry ([ATN/JF-16525-GY](#) and [5180/OC-GY](#)); these operations have also supported the hiring of information technology specialists that have been working closely with the digital social protection team of the IDB. This support will continue in the context of the proposed operation; (ii) the Survivors Advocate program for victims of GBV, whose implementation was funded since its inception

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<sup>20</sup> Operation [5828/OC-GY](#) supported, among other, the achievement of the following reforms, which are related to the objectives of the proposed investment grant: (i) approval of a Ministry Strategy for the Digital Transformation of the MHSSS; (ii) creation of a database of beneficiaries of the programs of the social safety net; (iii) approval of the Data Protection Bill, that protects the data of the beneficiaries of the social safety net; (iv) expansion of electronic payments through Mobile Money Guyana; (v) opening of the Learning Lab, which provides training to PwD; (vi) preparation of a Gender-Based Violence (GBV) policy framework which includes measures of response for victims and referral pathway for services; (vii) drafting of the Family Violence Bill; (viii) expansion of the activities of the WIIN In Business Clinic under the Women's Innovation and Investment Network (WIIN) program countrywide and in the Hinterland. The second operation of the policy based program aims to strengthen these reforms, through, among other: (i) the finalization and utilization of a Management Information System for the MHSSS; (ii) the staffing of the Learning Lab, and the expansion of its training courses; (iii) the approval of a GBV policy framework which includes measures of response for victims and referral pathway for services; (iv) the further expansion of the activities of the WIIN in Business Clinic. The investments supported by this grant aim to contribute to the achievement of these reforms.

- in 2020 ([5180/OC-GY](#)); (iii) the elaboration of the GBV policy framework ([ATN/OC-18452-GY](#)); and (iv) the development of the Standard Operating Procedures of the trafficking in person Act ([3876/BL-GY](#)). Additionally, the creation of the WIIN originated from the identification of needs during the outreach efforts for the Survivors Advocates program (under operation [5180/OC-GY](#)).
- 1.17 **Coordination with development partners.** The proposed project builds on intense technical collaboration between the IDB and Global Affairs Canada in support to the reforms of the policy-based program ([5828/OC-GY](#)). In 2023, IDB and Global Affairs Canada (GAC) have held joint meetings and missions for the preparation of the policy-based program. Through parallel financing, GAC prepared a separate operation, amounting to Canadian Dollar (CAD) 120 million, that shared the same policy matrix and means of verification. Such collaboration allowed creating synergy between the reform program and previous work done by both institutions, that will be further strengthened through this operation.
- 1.18 **Sector knowledge and lessons learned.** Two decades of Bank's experience have shown that management information systems and electronic payment mechanisms are essential tools for an efficient implementation of the safety nets.<sup>21</sup> Previous operations in Guyana ([ATN/JF-16525-GY](#), [ATN/OC-18452-GY](#), [5180/OC-GY](#)) showed that the digital transformation of the MHSSS goes way beyond the purchase of software and hardware. It is a multidimensional reform that includes organizational structure, staffing, change management, ownership of the project, cleaning and organizing data, and the development of a clear vision of the future state of the Ministry. A holistic solution also requires specialized workforce that supports the digital transformation process. These efforts are in process and need to be consolidated. All these lessons inform the design of Component 1.
- 1.19 IDB's sector knowledge and operational experience shows that addressing GBV requires a comprehensive set of policies and articulated interventions. Three mechanisms present solid evidence of impact, notably: (i) using psychological approaches for behavioral change and recovery;<sup>22</sup> (ii) improving economic autonomy; and (iii) mitigating exposure to high-risk situations.<sup>23</sup> These lessons have been incorporated in Component 2 of this operation, especially in: (i) the provision of trauma-focused counseling; (ii) the link with the economic empowerment initiatives of the WIIN program.
- 1.20 The evaluation of training programs in low- and middle-income countries, particularly in Latin America (Attanasio et al., 2011; Card et al., 2015)<sup>24</sup> provides

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<sup>21</sup> This is consistent with evidence from other regions. For example, a study conducted in the United Kingdom shows that the Department for Work and Pensions digitized its benefits system in 2018 (Brown et al., 2018) and achieved a 50% reduction in the number of errors in processing claims.

<sup>22</sup> This approach uses common psychology methods (e.g. couples therapy or small group sessions of critical reflection) and targets survivors, perpetrators, and couples at-risk or with experience of GBV. Sessions are led by trained personnel in group or individual formats (Araujo, Berlinsky, Bosch, & Frisancho, forthcoming).

<sup>23</sup> Araujo et al. (forthcoming), Expanding Opportunities: Policies for Gender Equality and LGBTQ+ Inclusion in Latin America and the Caribbean. Inter-American Development Bank (IDB).

<sup>24</sup> Attanasio, O., Kugler, A., & Meghir, C. (2011). Subsidizing vocational training for disadvantaged youth in Colombia: Evidence from a randomized trial. *American Economic Journal: Applied Economics*, 3(3), 188-220. Card D, Kluve J. & Weber A., (2015) "What Works? A Meta-Analysis of Recent Active Labor Market Program Evaluations". IZA Discussion Paper No. 9236.

promising evidence that motivates the design of Component 3. Specifically, for PwD average impacts are comparable to those observed among individuals with lower levels of education, with results varying depending on the severity of the disability (Dutta et al., 2008).<sup>25</sup> Finally, increasing the availability of quality data disaggregated by diverse groups is highlighted by IDB Gender and Diversity Sector Framework Document as key for advancing equity.<sup>26</sup> This lesson motivates the design of Component 4.

- 1.21 **Strategic alignment.** The project is consistent with the IDB Group Institutional Strategy: Transforming for Scale and Impact (CA-631). It is aligned with its objective to reduce poverty and inequality by improving the MHSSS capacity to implement the social safety net and promote the empowerment of women and PwD. The Program is also aligned with the operational focus areas of: (i) social protection and human capital development; (ii) gender equality and inclusion of diverse population groups; and (iii) institutional capacity, rule of law, and citizen security.
- 1.22 The program is aligned with the Strategy on Social Policy for Equity and Productivity (GN-2588-4) in the areas of enhancing equity and supporting vulnerable populations. It is also consistent with the Social Protection and Poverty Sector Framework Document (GN-2784-12), which underscores the importance of digital transformation to increase the efficiency and responsiveness of social safety nets. It is consistent with the Gender and Diversity Sector Framework Document (GN-2800-13), which underscores the importance of supporting GBV survivors and of promoting the economic empowerment of women and diverse groups. The project is aligned with ONE Caribbean (GN-3201-2) through the cross-cutting areas of strengthening institutions and digital transformation. The project is aligned with the IDB Group Country Strategy with the Cooperative Republic of Guyana 2023-2026 (GN-3187-1), which recognizes the importance of expanding the existing safety net and supporting the digital transformation of the MHSSS. The project is aligned with the Employment Action Framework with a Gender Perspective (MAEG) (OP-2289-1) through analyses, interventions and indicators that support both the talent and regulations pillars; it is classified as Category 1 of MAEG given that it also mainstreams gender in the talent pillar, by promoting the sustainability of the businesses of women graduated from the WIIN program.
- 1.23 **Gender equality and inclusion of diverse population groups.** This project meets the requirements for the: (i) Gender Strategic Alignment, by promoting the economic empowerment of women through the activities of the WIIN program and by increasing the supply of services for survivors of GBV; (ii) Diversity Strategic Alignment (Persons with Disabilities), by promoting the economic empowerment of PwD through the activities of the Learning Lab; (iii) Diversity Alignment for Indigenous People, by improving the information on Indigenous Communities for the targeting of the programs of the MHSSS. Additionally, this operation meets the

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<sup>25</sup> Dutta, A., Gerver, R., Chan, F., Chou, C. C., & Ditchman, N. (2008). Vocational rehabilitation services and employment outcomes for people with disabilities: A United States study. *Journal of occupational rehabilitation*, 18, 326-334.

<sup>26</sup> IDB (2022), Gender and Diversity Sector Framework Document. This document discusses the case of the Nordic countries, where creating a culture of mapping, tracking, and analyzing data enabled local organizations to create a high degree of transparency on their state of gender equality.

requirements to be considered Direct Investment by Component in Gender, Direct Investment by Component in Diversity (Persons with Disability), and Direct Investment by Component for Indigenous People as it has specific objectives and components completely focused on gender (component 2), Diversity (PwD, Component 3), and Indigenous Communities (Component 4).

- 1.24 **Paris Agreement Alignment.** This operation has been analyzed using the Joint Multilateral Development Banks Assessment Framework for Paris Alignment and the IDB Group PAIA ([GN-3142-1](#)); it has been determined that it is: (i) aligned to the adaptation goal of the Paris Agreement; and (ii) universally aligned to the mitigation goal of the Paris Alignment.

## **B. Objective, components, and cost**

- 1.25 **Objectives.** The general objective of this project is to strengthen the capacity of the Ministry of Human Services and Social Security (MHSSS) to implement the social safety net and promote gender empowerment and social inclusion, in line with the goals of the policy-based program [5828/OC-GY](#). The specific objectives are to: (i) strengthen the overall project management capacity and promote the digital transformation of the MHSSS; (ii) strengthen the capacity of the MHSSS to foster women's empowerment and strengthen the support for survivors of GBV; (iii) strengthen the capacity of the MHSSS to foster the empowerment of the PwD through training; and (iv) improve the information on indigenous peoples for the targeting of the programs of the MHSSS.
- 1.26 **Component 1: Institutional capacity of the MHSSS (US\$1,900,000).** This component will strengthen the overall project management capacity and promote the digital transformation of the MHSSS. It is divided in two subcomponents.
- 1.27 Subcomponent 1.1: Policy, planning, management of projects, monitoring and evaluation (US\$1,047,165). This subcomponent will support the capacity of the MHSSS to design, implement and evaluate the programs of the safety net. Specific activities will encompass: (i) the strengthening of the project management team, through the creation of (a) a Policy, Planning, and Project Management Unit; (b) a Monitoring and Evaluation Unit; (ii) the acquisition of equipment and licenses for project management and monitoring and evaluation; and (iii) the provision of training.
- 1.28 Subcomponent 1.2: Digital transformation and electronic payments (US\$852,835). This subcomponent will support the digital transformation of the MHSSS and the expansion of electronic payment of cash transfers. Specific activities will include: (i) an evaluation of the functioning of the new MIS within the Ministry; (ii) the creation of additional modules for the MIS; (iii) workshops aimed to foster interoperability and collaboration with other ministries; and (iv) communication and sensitization campaigns for the expansion of electronic payments for beneficiaries of cash transfers programs.
- 1.29 **Component 2: Women's empowerment and support for survivors of GBV (US\$1,159,728).** This component will foster women's empowerment and strengthen the support for survivors of GBV.

- 1.30 Subcomponent 2.1: Women's empowerment (US\$545,000). This subcomponent will support the economic empowerment of women, through the activities of the WIIN in Business Clinic. Specific activities will include the provision of grants to support new businesses started by WIIN graduates, including survivors of GBV and trafficking in persons (TIP). The criteria for the selection of the grant beneficiaries will be detailed in the project operations manual and it will consider elements of vulnerability as well as the likelihood of sustainability of the proposed business.
- 1.31 Subcomponent 2.2: Support for survivors of GBV (US\$614,728). This subcomponent will strengthen the support for survivors of GBV. Specific activities will include: (i) technical support for the strengthening of the GBV policy framework and the implementation of the Family Violence Act; and (ii) the strengthening of the package of services available to survivors of GBV through: (a) consultancy services for the creation of an accredited trauma-focused counseling digital course for TIP and GBV counselors, that will allow them to provide support to survivors from a trauma-informed perspective, (b) the hiring of first responders to assist survivors for GBV and TIP, and (c) the acquisition of equipment for the Forensic Interview Unit, such as Layered Voice Analysis and Visual Stress Analysis tools, computers, storage devices cameras, recorders, projectors, tablets, among others, to assist forensic interviewers in obtaining information and help identifying children's needs for specialized counseling.
- 1.32 **Component 3: Empowerment of PwD (US\$50,000).** This component will support the economic and social empowerment of PwD. Specific activities will include the expansion of the activities of the Learning Lab through the provision of equipment (e.g., laptops, sewing machines, software for visually impaired persons), to support training related to, among other, garment construction, graphic design, video editing and other computer-related skills, and generation of new businesses.
- 1.33 **Component 4: Collection of data on indigenous communities (US\$40,000).** This component will support the collection of information on indigenous communities. Specific activities will include the logistics and the procurement of equipment (e.g., tablets) for data collection, the analysis of the collected data, and its inclusion in the MIS.

**C. Key results indicators**

- 1.34 **Results indicators.** The results expected from this project include: (i) increased percentage of the total budget allocated to the MHSSS that is executed by the end of the year; (ii) increased number of cash transfer beneficiaries that receive their benefit through electronic payments; (iii) increased number of active businesses run by WIIN in Business Clinic graduates, including survivors of GBV and trafficking-in-person; (iv) increased number of survivors of GBV or trafficking -in-persons receiving trauma-focused counseling; (v) increased number of children that receive advanced forensic interviewing services; (vi) increased number of PwD who receive training from the Learning Lab; and (vii) increased number of indigenous communities in which information has been collected on ethnicity, disability, age, and inclusion in MHSSS cash transfer programs.

- 1.35 **Beneficiaries of the program.** The direct beneficiaries of the program include: (i) 990 recipients of cash transfer programs, who will benefit from expanded access to electronic payments; (ii) 1,880 women, who will benefit from: increased economic empowerment through business grants for the graduates of the WIIN in Business Clinic; increased support against GBV through trauma-focused counseling; (iii) 850 children victims of domestic and sexual violence, who will benefit from improved forensic interviewing services; (iv) 70 PwD, who will benefit from the expansion of services of the Learning Lab; and (v) persons in 24 indigenous communities, who will benefit from greater inclusion across social programs. Overall, the populations in poverty and vulnerability, that are the target of MHSSS safety net, will benefit from a stronger and more efficient institution.
- 1.36 **Sustainability of the reforms.** The sustainability of the programs supported by this Investment Grant is ensured by the alignment with the reforms promoted by the existing programmatic series [5828/OC-GY](#), particularly as far as concerns the digital transformation of the MHSSS, the MHSSS' services for women, PwD, and survivors of GBV and trafficking-in-persons. The Ministry's budget will be used increasingly during project execution to ensure the absorption of human resources and the sustainability of equipment and software. For example, the investment grant will fund human resources for project management, monitoring and evaluation, counseling for survivors of GBV during the first part of project implementation. These human resources will be progressively absorbed in the organization chart of the Ministry and covered with the Ministry budget. Further reassurance of sustainability is provided by the alignment of the project with: (i) the country's Low Carbon Development Strategy 2030, which prioritizes gender and social inclusion; and (ii) the government's budget, that has been allocating increasing resources to the support of vulnerable groups.
- 1.37 **Scalability of the investments.** This investment grant aims to increase by approximately 50% the uptake of electronic payments of cash transfers, expand by 20% the scale of the Learning Lab for PwD, and kick start a number of new interventions, e.g. the grants for WIIN in business clinic graduates,<sup>27</sup> trauma-focused counseling for survivors of GBV and state-of-the-art forensic interviewing services for children victims of domestic and sexual violence. Given its scale, this project will not entirely close the existing gaps in service coverage. However, the communication and education efforts to increase the acceptance of electronic payments are an important step towards higher coverage, and the MHSSS will continue the efforts of expansion after the end of the project. The new services are expected to have an important demonstration effect, that will lead to a progressive increase in coverage during and after project execution.
- 1.38 **Economic analysis.** A cost-benefit analysis was performed to estimate the net benefits of the project ([OEL#1](#)). The Net Present Value is estimated at US\$2.6 million in the baseline scenario, using a social discount rate of 5%. The economic internal rate of return (EIRR) is estimated at 22.2% and the benefit to cost ratio is 1.89. The analysis was performed by capitalizing 5 lines of benefits:

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<sup>27</sup> These grants aim to contribute to the sustainability of the economic activities that originate from the WIIN in business clinic, which provides training and supports the elaboration of a business plan. These grants are not designed to continue after 2028, as they are not part of a permanent MHSSS program.

(i) project management efficiency and agency costs saved; (ii) savings related to cashing out transfers; (iii) labor market inclusion for GBV and human trafficking victims; (iv) counseling benefits; and (v) labor market inclusion for PwD. The analysis reports a parameter and discount rate sensitivity analysis to account for scenarios where development objectives are partially reached, and the assumptions are more conservative. Under the adverse scenario, the project NPV remains positive, at US\$500.000 and the EIRR is 6.3%.

- 1.39 **Institutional assessment.** An institutional assessment was conducted for the preparation of this operation, using the Institutional Capacity Assessment Platform tool. It found that the average performance of projects executed by the MHSSS can be rated as medium-high. The Project Executing Unit (PEU) established in the MHSSS under operation [5180/OC-GY](#) has proven experience of successfully managing public investment projects financed through international cooperation. However, the hiring of a Monitoring and Evaluation Specialist, and a Program Assistant, as well as the acquisition of additional equipment is recommended for successful program implementation. Initially, this program will be managed by the same PEU, made of a Project Manager, a Financial Specialist and a Procurement Specialist. Progressively, following the indications of the Institutional Assessment, the PEU will grow to include additional staff (a Monitoring and Evaluation Specialist, and a Program Assistant) and equipment, and will be absorbed by the Ministry as part of the new Policy, Planning, and Project Management Unit and Monitoring and Evaluation Unit that will be established under this investment grant.

## II. FINANCING STRUCTURE AND MAIN RISKS

### A. Financing instruments

- 2.1 **Modality and Financial Structure.** This operation is an investment grant (IGR) in the amount of US\$3,149,728 provided by Government of Canada—Department of Foreign Affairs, Trade and Development (DFATD). The IGR has a 4-year implementation period, justified by the schedule of the installments of the Project Specific Grant that funds the project, and by the complexity of the planned interventions.

- 2.2 **Cost and Financing.** Table 1 shows the indicative cost of the IGR.

**Table 1. Summary of Program costs (in US\$)**

Components	IDB	Total	%
<b>Component 1: Institutional capacity of the MHSSS</b>	<b>1,900,000</b>	<b>1,900,000</b>	<b>60.3</b>
Subcomponent 1.1: Policy, planning, management of projects, monitoring and evaluation	1,047,165	1,047,165	33.2
Subcomponent 1.2: Digital transformation and electronic payments	852,835	852,835	27.1
<b>Component 2: Women’s Empowerment and Support for survivors of GBV</b>	<b>1,159,728</b>	<b>1,159,728</b>	<b>36.8</b>
Subcomponent 2.1: Women’s Empowerment	545,000	545,000	17.3
Subcomponent 2.2: Support for survivors of GBV	614,728	614,728	19.5
<b>Component 3: Empowerment of PwD</b>	<b>50,000</b>	<b>50,000</b>	<b>1.6</b>
<b>Component 4: Collection of data on Indigenous Communities</b>	<b>40,000</b>	<b>40,000</b>	<b>1.3</b>
<b>Total</b>	<b><u>3,149,728</u></b>	<b><u>3,149,728</u></b>	<b><u>100.0</u></b>

- 2.3 The Government of Canada—Department of Foreign Affairs, Trade, and Development (DFATD) via a letter of contribution to the General Donor Account



(GDA) signed on March 20, 2024, has contributed CAD 4,275,000 million to this project, which is equivalent to US\$3,149,728, based on the exchange rate US\$1=CAD1.35726 as of April 2, 2024. Final resources in US dollars will be dependent on the exchange rate of the date when the resources were received by the Bank and converted into US\$. If a significant adverse fluctuation in the exchange rate reduces the amount of US\$ in this budget and such amount cannot be covered by a contingency line, the project activities will be decreased appropriately, and the budget will be adjusted accordingly by the project team.

- 2.4 Resources of this project were received from the Department of Foreign Affairs, Trade, and Development (DFATD) through a Project Specific Grant (PSG). A PSG is administered by the Bank according to the “Report on COFABS, Ad-Hocs and CLFGS and a Proposal to Unify Them as Project Specific Grants (PSGs)” (Document SC-114). As contemplated in these procedures, the commitment by DFATD will be established through a separate Administrative Arrangement. Under such Arrangement, the resources for this project will be administered by the Bank.
- 2.5 The project team will be responsible for preparing and submitting the project reporting to the donor, as well as for all other actions and deliverables pertaining to project execution and agreed with the donor in the Administration Agreement.

**B. Environmental and social safeguard risks**

- 2.6 In attention to the Environmental and Social Policy Framework, the operation was classified as Category “C” since only minimum or no negative environmental or social effects are to be expected. The project has no infrastructure component.

**C. Fiduciary risk**

- 2.7 The Executing Agency (EA) of this IGR will be the MHSSS. The MHSSS has previous experience executing IDB financed projects. Following the assessment of the executing agency's fiduciary capacity using the Institutional Capacity Assessment Platform tool, the fiduciary financial and procurement management risk levels are classified as low.

**D. Other risks and key issues**

- 2.8 A medium/high risk of this project is the inability of the Government to absorb the personnel of the new Policy, Planning, and Project Management Unit and Monitoring and Evaluation Unit, which may affect the sustainability of increased institutional capacity of the MHSSS. This risk will be managed by sharing the costs of human resources: the IGR covers the costs of human resources during the first part of project implementation and the Government ensures coverage afterwards. Another medium/high risk are cultural factors and people's preferences that hinder the uptake of electronic payments, which may negatively affect the number of cash transfer beneficiaries that receive their benefit through electronic payment mechanisms. To mitigate this risk, the project will develop and disseminate communication and sensitization material aimed at increasing the acceptance of electronic payments. Cybersecurity risks associated with the protection of beneficiary data are assessed as medium/low, as they are addressed under ongoing operations through the involvement of Guyana National Data

Management Authority and the implementation of the digital transformation strategy approved by the MHSSS.

### III. IMPLEMENTATION AND MANAGEMENT PLAN

#### A. Summary of implementation arrangements

- 3.1 **Executing Agency.** The beneficiary of this IGR is the Cooperative Republic of Guyana. The EA is the Ministry of Human Services and Social Security. The EA will be in charge of activities such as: (i) coordinating with the various government entities responsible for adopting measures or for technical execution of activities; (ii) monitoring progress and promoting fulfillment of the project activities to ensure execution; (iii) serving as official counterpart of the Bank on technical issues; (iv) preparing the required reports by the corresponding due dates and with the expected quality; and (v) anticipating and resolving strategic, technical, and coordination risks and problems relating to project execution. For the collection of data on Indigenous Communities, the MHSSS will coordinate with the Ministry of Amerindian Affairs as well as the National Toshias Council.
- 3.2 **Execution and administration.** The program will be initially executed by the MHSSS through the Project Executing Unit (PEU) created under operation “Support to Safety Nets for Vulnerable Populations Affected by Coronavirus in Guyana” ([5180/BL-GY-1](#)). The PEU includes a Program Manager, a Procurement Specialist in charge of procurement activities and a Financial Specialist who manages all financial transactions in accordance with the POM and Central Government requirements. It will progressively add an M&E Specialist and a Project Assistant. Over the execution period of the project, the PEU will become part of the new Policy, Planning, and Project Management Unit, and the M&E Specialist will be moved to the new M&E Unit. The structure of the new Units will be institutionalized within the administration of the MHSSS before the end of the project.
- 3.3 **Special contractual conditions precedent the first disbursement of the IGR proceeds.** The Executing Agency will submit evidence to the satisfaction of the Bank of the approval and entry into effect of the project operations manual ([OEL#3](#)) in the terms and conditions previously agreed upon with the Bank. Prior Bank experience has shown that having a POM defines the role and responsibilities of the PEU and provides guidance to everyday activities. Additionally, the Executing Agency shall submit evidence to the satisfaction of the Bank of the recruitment or selection of a Project Manager, a Financial Specialist and a Procurement Specialist in accordance with the terms of reference previously agreed upon the Bank. These conditions are necessary to guarantee adequate project execution.
- 3.4 **Procurement.** The procurement of goods, works and services, and the selection of consultants financed by the Bank will be carried out in accordance with the Policies for the Procurement of Goods and Works financed by the IDB (document GN-2349-15) and the Policies for the Selection and Contracting of Consultants Financed by the IDB (document GN-2350-15), respectively, or the policies in force at the time of execution, as well as the Financial Management Guidelines for projects financed by the IDB (OP-273-12). No exceptions to Bank policies are

anticipated. Procurement will be subject to ex-ante or ex-post supervision, as established in the procurement plan. The Bank will continue providing technical supervision and training to the procurement and financial management staff who will be responsible for fiduciary activities under the IGR. The Procurement Plan ([REL#3](#)) includes all the details on program procurement.

- 3.5 **Financial audits.** Annual Audited Financial Reports of the IGR are due 120 days after each calendar year (on April 30th) and one final Audited Financial Report at the end of the program (due within 120 days after the last disbursement date or any extension thereof). All audits will be completed by the Auditor General of Guyana, under terms of reference previously approved by the Bank.

**B. Summary of arrangements for monitoring results**

- 3.6 **Monitoring and evaluation.** The semi-annual progress reports prepared by the PEU will inform the Bank's Project Monitoring Reports focusing on the indicators included in the Results Matrix (Annex II). In addition, the Annual Operation Plan (AOP) and Project Execution Plan ([REL#1](#)) will be used to monitor implementation. The Executing Agency and the Bank agreed to hold two meetings per year for monitoring and evaluation of the results matrix. A mid-term review will be conducted after two years of implementation, or when half of the resources have been used, to assess the likelihood of achieving the project outcomes, and recommend corrective measures if needed. The IDB will monitor program execution from its Country Office, as well as from the Social Protection and Health Division. Pursuant to the guidelines of IDB document OP-1242-5, the program team will prepare a Project Completion Report once the operation closes. The report will assess the extent to which the program's expected outcomes were achieved.
- 3.7 A detailed monitoring and evaluation plan has been prepared and includes the mechanisms to verify that program outcomes and objectives have been achieved ([REL#2](#)). For the measurement of the project impacts, the MHSSS, through its new Monitoring and Evaluation Unit, will conduct a tracer study that will collect information on the employment status of the graduates of the WIIN program. Specifically, the study aims to find out if the graduates are working, the type of employment, if they started a business, and if the business is still active.

Development Effectiveness Matrix		
Summary		GY-G1011
<b>I. Corporate and Country Priorities</b>		
<b>Section 1. IDB Group Institutional Strategy Alignment</b>		
Operational Focus Areas	<ul style="list-style-type: none"> <li>-Gender equality and inclusion of diverse population groups</li> <li>-Institutional capacity, rule of law, citizen security</li> <li>-Social protection and human capital development</li> </ul>	
[Space-Holder: Impact framework indicators]		
<b>2. Country Development Objectives</b>		
Country Strategy Results Matrix	GN-3187-1	2.3 Improve efficiency of MHSSS cash transfer programs
Country Program Results Matrix		The intervention is not included in the 2024 Operational Program.
Relevance of this project to country development challenges (If not aligned to country strategy or country program)		
<b>II. Development Outcomes - Evaluability</b>		Evaluable
<b>3. Evidence-based Assessment &amp; Solution</b>		9.5
3.1 Program Diagnosis		2.5
3.2 Proposed Interventions or Solutions		3.2
3.3 Results Matrix Quality		3.8
<b>4. Ex ante Economic Analysis</b>		10.0
4.1 Program has an ERR/NPV, or key outcomes identified for CEA		1.5
4.2 Identified and Quantified Benefits and Costs		3.0
4.3 Reasonable Assumptions		2.5
4.4 Sensitivity Analysis		2.0
4.5 Consistency with results matrix		1.0
<b>5. Monitoring and Evaluation</b>		9.5
5.1 Monitoring Mechanisms		4.0
5.2 Evaluation Plan		5.5
<b>III. Risks &amp; Mitigation Monitoring Matrix</b>		
<b>Overall risks rate = magnitude of risks*likelihood</b>		Medium Low
Environmental & social risk classification		C
<b>IV. IDB's Role - Additionality</b>		
The project relies on the use of country systems		
Fiduciary (VPC/FMP Criteria)		Budget, Treasury, External Control.
Non-Fiduciary		
The IDB's involvement promotes additional improvements of the intended beneficiaries and/or public sector entity in the following dimensions:		
Additional (to project preparation) technical assistance was provided to the public sector entity prior to approval to increase the likelihood of success of the project	Yes	See all references to TC projects ATN/JF-16525-GY and ATN/OC-18452-GY, and policy-based program 5828/OC-GY.

**Evaluability Assessment Note:**

The document presents an IGR-Investment grant project for US\$ 3,149,728. The overall objective of this operation is to strengthen the capacity of the Ministry of Human Services and Social Security (MHSSS) to implement the social safety net and promote gender empowerment and social inclusion, in line with the goals of the policy-based program 5828/OC-GY. The operation will finance improvements in the planning, design, monitoring, and evaluation capacities of the MHSSS, as well as provide resources to support a series of activities undertaken by this ministry to promote women's empowerment and the social inclusion of people with disabilities and indigenous groups.

The diagnosis is appropriate and supported by international evidence, highlighting the country's challenges in converting its strong economic growth into social improvements for the most vulnerable groups of the population. The main issue identified is the limited institutional capacity of the MHSSS in project management, gender empowerment promotion, support for survivors of gender-based violence, and support for people with disabilities, as well as the insufficient information available on indigenous peoples, which hinders the adaptation of programs and services to meet their development needs.

The results matrix is consistent with the vertical logic of the operation. It presents reasonable, well-specified, and appropriate indicators of impact, outcomes, and outputs to measure the achievement of general and specific objectives. The evaluation of results will be carried out through a "before-and-after" analysis, complemented by a qualitative analysis. The cost-benefit analysis shows that the investment is socially profitable at a relatively low discount rate, though appropriate for this type of investment.

The project has been classified as Category C in Environmental and Social terms, with an overall risk rating of medium-low. Five risks were identified, with levels ranging from medium-low to medium-high. The medium-high risks are related to the hiring of adequate personnel to strengthen the institutional capacities of the MHSSS and potential cultural resistance to changes in the payment methods for the social protection system's transfers. Mitigation measures have been proposed for all risks, which will be monitored throughout the project.

## RESULTS MATRIX

<b>Project Objective</b>	The general objective of this project is to strengthen the capacity of the Ministry of Human Services and Social Security (MHSSS) to implement the social safety net and promote gender empowerment and social inclusion, in line with the goals of the policy-based program 5828/OC-GY. The specific objectives are to: (i) strengthen the overall project management capacity and promote the digital transformation of the MHSSS; (ii) strengthen the capacity of the MHSSS to foster women's empowerment and strengthen the support for survivors of GBV; (iii) strengthen the capacity of the MHSSS to foster the empowerment of the PwD through training; and (iv) improve the information on indigenous peoples for the targeting of the programs of the MHSSS.
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### General Development Objective

Indicators	Unit of measurement	Baseline value	Baseline year	Expected year for achievement	Target	Means of verification	Comments
General development objective: strengthen the capacity of the Ministry of Human Services and Social Security (MHSSS) to implement the social safety net and promote gender empowerment and social inclusion.							
Percentage of businesses run by graduates of the WIIN program (excluding survivors of GBV and trafficking in persons), that are active six months after receiving the business grant	%	0	2024	2028	50	Tracer study	The MHSSS, through the Business Incubator, will collect data via phone calls to WIIN graduates that received business grants after January 2025. Calls will be every six months, starting July 2025, ending January 2029. A business is active if it bought inputs or sold products during the last quarter. The numerator is calculated at end of project, summing all the businesses (only once, with no double counting) that were recorded as active in any of the survey rounds, and that had been registered at least 6 months before. The denominator is calculated at end of project, summing all the businesses that were recorded as registered in any of the survey rounds.
Percentage of businesses run by survivors of GBV graduates of the WIIN program, that are active six months after receiving the business grant	%	0	2024	2028	50	Tracer study	ibidem.
Percentage of businesses run by trafficking in persons graduates of the WIIN program, that are active six months after receiving the business grant	%	0	2024	2028	50	Tracer study	ibidem.

Indicators	Unit of measurement	Baseline value	Baseline year	Expected year for achievement	Target	Means of verification	Comments
Number of businesses run by graduates of the Learning Lab, that are active six months after receiving a micro-loan	Number of businesses	0	2024	2028	20	Tracer study	<p>The MHSSS, through the Learning Lab, will collect data via phone calls to Learning Lab graduates that received a micro-loan (e.g., from the Small Business Bureau) after January 2025. Calls will be every six months, starting July 2025, ending January 2029.</p> <p>A business will contribute to this indicator (only once, with no double counting) if it is recorded as active during any of the calls, and the person who runs the business graduated from the Learning Lab at least 6 months before.</p> <p>A business is active if it bought inputs or sold products during the last quarter.</p> <p>This information will be aggregated for reporting at end-of-project.</p>
Percentage of indigenous people over 65 years old or with disabilities that receive Senior Citizen's Pension or Public Assistance-Disabilities in 24 indigenous communities	% of individuals	To be calculated	2024	2028	65%	MHSSS MIS + data collected by MHSSS	<p>The numerator is the sum of the number of indigenous people beneficiaries of the Senior Citizen's Pension and the number of indigenous people beneficiaries of the Public Assistance-Disability in the 24 communities.</p> <p>The denominator is the sum of the number of indigenous people aged 65 or older and the number of indigenous people with disability in the 24 communities.</p> <p>The baseline indicator will be collected by 2026 as part of the data collection process supported by this project.</p> <p>The target has been set by MHSSS.</p>

## Specific Development Objectives

Indicators	Unit of measurement	Baseline value	Baseline year	Year				End of Project	Means of verification	Comments
				1	2	3	4			
<b>Specific development objective 1 - Strengthen the overall project management capacity and promote the digital transformation of the MHSSS.</b>										
Percentage of total MHSSS budget allocated for the year, expended at the end of the year	% of budget	93%	2023	93%	93%	94%	95%	95%	Project semiannual report	The end-of-project indicator is measured at project closure (in time 4). The indicator is generated by the IFMIS information system of the Ministry. It refers to the sum of recurrent and capital expenditures.
Number of cash transfer beneficiaries that receive their benefit through electronic methods	Number of persons	2010	2024	2200	2400	2600	3000	3000	MHSSS administrative data	Electronic payments include bank transfers, mobile wallets, etc. Programs considered: all MHSSS cash transfer programs (including Senior's Citizen Pension and Public Assistance).
<b>Specific development objective 2 - Strengthen the capacity of the MHSSS to foster women's empowerment and the support for survivors of GBV.</b>										
Percentage of graduates of the WIIN program (excluding survivors of GBV and trafficking in persons) with a business registered in the Deeds commercial registry	%	0	2024	90	90	90	90	90	Project semiannual report	Data from the survey done by MHSSS for the tracer study. The numerator is number of businesses run by individuals that received a business grant in year t, reported as registered in July of t or in January of t+1. The denominator is the total number of individuals that received a grant during year t. The end-of-project indicator is the weighted average of the values of years 1 to 4 (weighted by the number of grants given in each year).

Indicators	Unit of measurement	Baseline value	Baseline year	Year				End of Project	Means of verification	Comments
				1	2	3	4			
Percentage of survivors of GBV graduates of the WIIN program with a business registered in the Deeds commercial registry	%	0	2024	60	60	60	60	60	Project semiannual report	Ibidem.
Percentage of survivors of trafficking-in-persons graduates of the WIIN program with a business registered in the Deeds commercial registry	%	0	2024	35	35	35	35	35	Project semiannual report	Ibidem.
Number of survivors of GBV or trafficking-in-person who received trauma-focused counseling	Number of persons	0	2024	0	400	400	700	1500	MHSSS administrative data	The end-of-project indicator is the sum of the results of years 1 to 4.
Number of children survivors of violence that received advanced forensic interviewing services	Number of children	0	2024	0	0	350	500	850	MHSSS administrative data	Only services provided by the new Forensic Interviewing Unit of the MHSSS will be considered. The end-of-project indicator is the sum of the results of years 1 to 4.
<b>Specific development objective 3 - Strengthen the capacity of the MHSSS to foster the empowerment of the PwD through training.</b>										
Number of PwD that received training from the Learning Lab	Number of persons	120	2024	120	140	140	150	550	Learning Lab administrative data	The end-of-project indicator is the sum of the results of years 1 to 4.
<b>Specific development objective 4 - Improve the information on indigenous peoples for the targeting of the programs of the MHSSS.</b>										
Number of indigenous communities in which information has been collected on ethnicity, disability, age, and inclusion in the SCP and PA-Disability program	Number of communities	0	2024	5	6	6	7	24	MHSSS MIS	Information will be collected on age, identifying as Indigenous Peoples, disability, and reception of MHSSS programs. Data will have to be collected for at least 75% of the population of the community.



## Outputs

Indicators	Unit of measurement	Baseline value	Baseline year	Year				End of Project	Means of verification	Comments
				1	2	3	4			
<b>Component 1 - Institutional capacity of the MHSSS</b>										
Policy, Planning, and Project Management Unit established and functioning	Number of units	0	2024	0	0	1	1	1	Project semiannual report	The Unit will comprise manager, finance specialist, procurement specialist, project officer, clerk.
Monitoring and Evaluation Unit established and functioning	Number of units	0	2024	0	0	1	1	1	Project semiannual report	This Unit will comprise of an M&E coordinator, senior statistician, M&E officer, data research assistant.
Policy, Planning, and Project Management Unit and Monitoring and Evaluation Unit equipped	Number of units	0	2024	0	0	2	0	2	Project semiannual report	
Training for Policy, Planning, and Project Management Unit and Monitoring and Evaluation Unit implemented	Number of courses	0	2024	0	1	1	0	2	Project semiannual report	
MIS Modules Operationalized / Functional	Number of new MIS modules	0	2024	0	0	0	2	2	Project semiannual report	Additional modules of the Management Information System (MIS) may be, for example: M&E, Procurement, Financial Management System, Asset Management, Point of Sales for Stores
Workshops on interoperability and collaboration with other ministries implemented	Number of workshops	0	2024	0	1	0	0	1	Project semiannual report	
Evaluation of the MIS	Number of reports	0	2024	0	0	0	1	1	Evaluation report	
Communication and sensitization campaigns for electronic payments (includes financial education efforts) conducted	Number of campaigns	0	2024	1	1	0	0	2	Project semiannual report	
<b>Component 2 – Women's empowerment and support for survivors of GBV</b>										
Business grants paid to graduates of the WIIN program (excluding GBV and trafficking in persons survivors)	Number of grants	0	2024	25	25	25	25	100	Project semiannual report	

Indicators	Unit of measurement	Baseline value	Baseline year	Year				End of Project	Means of verification	Comments
				1	2	3	4			
Business grants paid to graduates of the WIIN program that are survivors of GBV	Number of grants	0	2024	50	50	50	50	200	Project semiannual report	
Business grants paid to graduates of the WIIN program that are survivors of trafficking-in-person	Number of grants	0	2024	20	20	20	20	80	Project semiannual report	
Technical inputs for the strengthening of the GBV policy framework and the implementation of the Family Violence Act elaborated	Number of reports with technical inputs	0	2024	0	1	0	0	1	Project semiannual report	
Accredited trauma-focused counseling digital course created	Number of courses	0	2024	0	0	1	0	1	Project semiannual report	This will provide relevant training to equip the counselors with expertise to provide support to the survivors from a trauma informed perspective.
First respondents for trauma-focused counseling hired	Number of persons	0	2024	6	6	0	0	6	Project semiannual report	The Personnel will serve in the Capacity of 1 <sup>st</sup> responders to survivors of TIP & GBV in the evenings.
Forensic Unit equipped	Number of units	0	2024	0	0	1	0	1	Project semiannual report	
<b>Component 3 – Empowerment of PwDs</b>										
Learning Lab Equipped	Number of Labs	0	2024	0	0	1	0	1	Project semiannual report	
<b>Component 4 – Collection of data on indigenous communities</b>										
Data on Indigenous Communities collected	Number of databases	0	2024	0	0	0	1	1	Project semiannual report	

## FIDUCIARY AGREEMENTS AND REQUIREMENTS

**Country:** Guyana

**Division:** SPH

**Operation No.:** GY-G1011

**Year:** 2024

**Executing Agency (EA):** Ministry of Human Services and Social Security (MHSSS)

**Operation Name:** Support to Safety Net and Gender Empowerment in Guyana

### I. Fiduciary Context of Executing Agency

#### 1. Use of country system in the operation

<input checked="" type="checkbox"/> Budget	<input type="checkbox"/> Reports	<input type="checkbox"/> Information System	<input type="checkbox"/> National Competitive Bidding (NCB)
<input checked="" type="checkbox"/> Treasury	<input type="checkbox"/> Internal audit	<input type="checkbox"/> Shopping	<input type="checkbox"/> Others
<input type="checkbox"/> Accounting	<input checked="" type="checkbox"/> External Control	<input type="checkbox"/> Individual Consultants	<input type="checkbox"/> Others

#### 2. Fiduciary execution mechanism

<input checked="" type="checkbox"/> Particularities of the fiduciary execution	The MHSSS through a dedicated Project Implementation Unit (PIU) will be responsible for the fiduciary execution of the program.
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#### 3. Fiduciary Capacity

Fiduciary Capacity of the EA	The MHSSS has previous experience executing IDB financed projects. Following the Capacity Assessment of the executing agency's (EA) fiduciary capacity, the fiduciary risk level is classified as low. Mentioning is made of the existing PEU staff that will be assigned to execute this project. Procurement and Financial management capacity are at a medium-high level.
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4. Policies and Guides applicable to operation: The procurement of goods works and services, and the selection of consultants financed by the Bank will be carried out in accordance with the Policies for the Procurement of Goods and Works financed by the IDB (document GN-2349-15) and the Policies for the Selection and Contracting of Consultants Financed by the IDB (document GN-2350-15), respectively. The Procurement Plan (PP) includes all the details on program procurement. The PIU will follow procurement processes of the program as described in the PP to be approved by the Bank, which will cover the entire duration of the program starting on the date that this program enters into effect. The PP will be updated through the semi-annual progress report, or whenever necessary or as required by the Bank. As it relates to financial management under the program, the Financial Management Guidelines for IDB-financed projects (OP-273-12) will be applicable as well as the Disbursement Handbook 2021.

### II. Aspects to be considered in the Special Conditions of the Loan Agreement

Pre-first disbursement conditions: Not Applicable
Exchange Rate: For purposes of Article 4.10 of the General Conditions, the Parties agree that the applicable exchange rate shall be that indicated in paragraph (b)(ii) of said Article. Accordingly, the agreed exchange rate shall be the exchange rate on the effective date on/in which the Borrower, the Executing Agency, or any other person or legal entity in whom the power to incur expenditures has been vested makes the related payment to the contractor, the supplier, or beneficiary.
Type of Audit: Annual Audited Financial Reports of the IGR are due 120 days after each calendar year (on April 30th) and one final Audited Financial Report at the end of the program (due within 120 days after the

last disbursement date or any extension thereof). All audits will be completed by the Auditor General of Guyana, under terms of reference previously approved by the Bank.

### III. Agreements and Requirements for Procurement Execution

<input checked="" type="checkbox"/>	Bidding Documents	For procurement of Works, Goods and Services Different of Consulting executed in accordance with the Procurement Policies (document GN-2349-15), subject to ICB, the Bank's Standard Bidding Documents (SBDs) or those agreed between EA and the Bank will be used for the particular procurement. Likewise, the selection and contracting of Consulting Services will be carried out in accordance with the Policies for the Selection and Contracting of Consultants (document GN-2350-15) and the Standard Request for Proposals (SRP) issued by the Bank or agreed between the EA and the Bank will be used for the particular selection. The revision of the technical specifications, as well as the terms of reference of the procurements during the preparation of selection processes, is the responsibility of the sectorial specialist of the project. This technical review can be ex-ante and is independent of the procurement review method.
<input checked="" type="checkbox"/>	Recurrent Expenses	The recurrent expenses required to put the project into operation approved by the Project Team Leader, which are financed, will be made following the executing agency's administrative procedures. Such procedures will be reviewed and accepted by the Bank, provided that they do not violate the principles of value for money, economy, efficiency, equality, transparency and integrity: (See Guidelines for the treatment of recurring expenses and GN-2331-5 Expense Eligibility Policy and updates.)
<input checked="" type="checkbox"/>	Procurement supervision	The method of supervision shall be ex ante. The supervision method must be determined for each selection process. All procurement processes will be launched once all technical specifications and/or terms of reference are validated by the Bank's Sector Specialist; and will be documented in accordance with the Bank's general filing guidelines.  All modifications to the present arrangement are subject to a prior written agreement between the EA and the Bank. The evaluation of capacity and the level of risk may vary during the project's execution depending on the findings of the regular supervision activities that will be conducted during the project's lifespan. As such, supervision modalities may vary as capacity increases.
<input checked="" type="checkbox"/>	Records and Archives	All records and files will be maintained by the Borrower according to accepted best practices and to the general guidelines provided by the Bank. All records must be kept for seven (7) years beyond the end of the operation's execution period. It is also recommended that the EA develop electronic filing to avoid losing project files.

#### Main Acquisitions

Description of the procurement	Selection Method	Estimated Date	Estimated Amount 000'US\$
<b>Goods</b>			
Purchase of equipment for layered voice analysis (Qty 1) and visual stress analysis (Qty 1)	International Competitive Bidding (ICB)	08/27/2026	374,281.00

To access to 18-month procurement plan [\[link\]](#)

#### IV. Agreements and Requirements for Financial Management

☒	Programming and Budget	The budget preparation process begins each year with the budget call whereby the MOF distributes a circular outlining the timeline and required forms to be completed by each ministry, department, and agency. It ends with the tabling of the national Budget Estimates in Parliament by September 30. The EAs will liaise with the MoF to have a Budget Line established in the National Estimates. The Borrower has committed to allocate, for each fiscal year of project execution, adequate fiscal space to guarantee the unfettered execution of the project as determined by normal operative instruments such as the Annual Operating Plan and the PP.
☒	Treasury and Disbursement Management	The operation will generally work with a financial period of six months due to planning cycle for the project. The advance of funds methodology will be utilized under this operation and the operation is expected to justify 80% of accumulated balances pending justification before requesting new advances. Whenever resources from the financing are requested through an Advance of Funds, it will be deposited into a Special Account, denominated in US\$, established exclusively for the project at the Central Bank of Guyana. Required resources from this Special Account will be transferred to another bank account, denominated in Guyanese Dollars to be utilized for payment of expenditures in local currency. Manual processing of Disbursement Requests is currently in effect for Guyana. However, efforts will be made to transition the Country to a disbursement platform in the short to medium term. Disbursement Methods: The EAs may submit disbursement requests, within the disbursement period, under the following modalities: (i) Advances of Funds to finance future eligible expenses supported by the Program's plans based on a Planning Horizon of six (6) months. Justification of the Fund Advance. For the Borrower to request a new Advance of funds, each EA must have justified to the Bank at least 80% of the total accumulated balances of unjustified advances outstanding; (ii) Reimbursements of expenses to the Borrower for payments made with its own resources for eligible expenses as previously defined. The Borrower's own resources shall exclude expenditure from other Bank-financed operations or of other multilateral financing entity; and (iii) Direct Payments made by the Bank to third parties on behalf of and at the request of the Borrower, for amounts agreed between the Borrower and the Bank. This modality will be restricted to transactions that are substantial in nature. To request disbursements from the Bank, the applicable forms and supporting documents shall be submitted.
☒	Accounting, information systems and reporting	It is expected that IFMIS accounting system will facilitate the recording and classification of all financial transactions, supported by an off-shelf accounting system.
☒	Internal Control and Internal Audit	The management of the project will assume the responsibility for designing and implementing a sound system of internal controls for the project.
☒	External control: external financial audit and project reports	For each fiscal year during project execution, the EA will be responsible to produce semi-annual financial reports for the project due at 60 days after each semester (February 28th and August 31st), annual Audited Financial Reports of the Program due 120 days after each calendar year (on April 30th) and one final Audited Financial Report at the end of the Program (due within 120 days after the last disbursement date or any extension thereof), audited by the Auditor General of Guyana, under terms of Reference previously approved by the Bank.
☒	Project Financial Supervision	The financial supervision plan of the project, to be informed of the current and future assessed risk of the Project and will focus on: (i) activities related to the implementation and follow-up of arrangements and systems being implemented

		<p>for the fiduciary management of the project; (ii) follow-up on the implementation status of risk mitigating measures; Review of amounts claimed in Disbursement Requests (iii) compliance the contractual conditions of the loan contract as well as; (iv) the local regulatory and fiduciary legislative frameworks; (v) review of the bank reconciliation and supporting documentation for Advances and Justifications; (vi) compliance with financial management procedures; (vii) review of compliance with the lending criteria; and (viii) ex post review of disbursements.</p>
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**SUPPORT TO SAFETY NET AND GENDER EMPOWERMENT IN GUYANA**

**GY-G1011**

**CERTIFICATION**

The Grants and Co-Financing Management Unit (ORP/GCM) certifies that the referenced operation will be financed through:

<b>Funding Source</b>	<b>Fund Code</b>	<b>Currency</b>	<b>Amount Up to</b>
Canada Cooperation Framework	CCF	USD	3,149,728

For operations financed by funds where the Inter-American Development Bank (IDB) does not control liquidity, the availability of resources is contingent upon the request and the receipt of the resources from the donors. Additionally, in case of operations financed by funds that require a post-approval agreement with the donor, the availability of resources is contingent upon the signature of the agreement between the Donor and the IDB. (i.e.: Project Specific Grants (PSG), Financial Intermediary Funds (FIF), and single donor trust funds).

Certified by: Original Signed August 16, 2024 | 1:50 PM EDT  
\_\_\_\_\_  
Maria Fernanda Garcia Rincon Date  
Chief  
Grants and Co-Financing Management Unit  
ORP/GCM

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-\_\_\_/24

Guyana. Nonreimbursable Investment Financing GRT/CN-\_\_\_\_-GY  
Support to Safety Net and Gender Empowerment in Guyana

The Board of Executive Directors

RESOLVES:

1. That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such agreement or agreements as may be necessary with the Co-operative Republic of Guyana, for the purpose of granting it a nonreimbursable investment financing for a sum of up to CAD\$4,500,000 chargeable to the resources granted by the Government of Canada - Department of Foreign Affairs, Trade, and Development (DFATD), pursuant to the agreement or agreements specified in paragraph 2 below, and to adopt any other measures as may be pertinent for the execution of the project proposal contained in document PR-\_\_\_\_\_.

2. That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such agreement or agreements with the Government of Canada - Department of Foreign Affairs, Trade, and Development (DFATD) as may be necessary to receive and administer resources for the purposes described in the project proposal specified in paragraph 1 above, and to adopt any other measures as may be pertinent for the execution of said agreement or agreements.

3. That the President of the Bank, or such representative as he shall designate, is authorized to distribute the administrative fees received by the Bank among the relevant departments for which additional workload is generated by virtue of the resources granted by the Government of Canada - Department of Foreign Affairs, Trade, and Development (DFATD).

4. That the authorization granted in paragraph 1 above will be effective once the Bank and the Government of Canada - Department of Foreign Affairs, Trade, and Development (DFATD) have entered into the corresponding agreement or agreements to which reference is made in paragraph 2.

(Adopted on \_\_\_\_\_ 2024)