

# Summative Evaluation of GPE's Country-Level Support to Education

Batch 2, Country 3: Guyana

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# Executive Summary

## Evaluation purpose and approach

This evaluation is part of a larger study of the Global Partnership for Education (GPE) that comprises 30 country level evaluations (CLE). The overall study runs from 2017 until 2020. It aims to assess (i) GPE contributions to strengthening national education systems and, ultimately, education results related to learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and country-level operational model. The assessment is based on a theory-based, mixed social science research methodology known as contribution analysis.

This study was conducted between March and August 2018 and covered GPE support from 2014 to 2018. It draws on document, database and literature review, as well as on consultations with a total of 43 governmental, multilateral, bilateral, academic, school-level, and non-governmental stakeholders in Guyana and Washington, DC. The evaluation also includes references to historical data due to sparse availability of evidence for the 2014-2018 period.

## Education in Guyana

The Co-operative Republic of Guyana is a small, middle-income country with a population of 800,000. Guyana marked an increase in its GDP per capita from US\$1098.5 in 2005 to US\$4,531.2 in 2016 following the discovery of off-shore petroleum resources. The country is characterized by a high disparity in economic activity, infrastructure and services between

coastal and 'hinterland' regions, which encompass more than 90 percent of territory.

Since 1976, education has been free and compulsory for children aged 5-15. The Ministry of Education (MoE) holds the main responsibility for the education sector. In 2014-2015, 175,000 students were enrolled in school, of which 81,000 were in primary (ages 6-11) and 67,000 in secondary education (ages 12-16).

To date, Guyana has developed five education sector plans (ESPs). **This evaluation focuses on the most recent 2014-2018 ESP and corresponding GPE Education Sector Program Implementation Grant (ESPIG).**

## GPE in Guyana

Guyana joined GPE in 2002 and received its first grant (US\$32.92 million) under the then Education for All Fast Track Initiative (EFA-FTI) Catalytic Fund in 2004. Since the transition of the FTI to GPE, Guyana was awarded one ESPIG, one education sector plan development grant (ESPDG) and one program development grant (PDG), all of which with the World Bank as grant agent. The 2015-2018 ESPIG of US\$1.7 million supported implementation of the 2014-2018 ESP by funding the Guyana Early Childhood Education Project (GECEP). At the beginning of 2018, the MoE had started preliminary discussions on developing a new ESP for the next policy cycle.

## GPE contributions to sector planning

### *State of sector planning in Guyana, 2014-2018*

The development of the 2014-2018 ESP was government-led and participatory, though not fully inclusive. Its two main priorities were (a) increasing learning outcomes for all education levels and groups; and (b) reducing disparity in education, especially between coastal and hinterland students and students with and without special education needs. Some notable strengths of the plan were its evidence-based approach to assessing capacities, progress and identifying strategies, inclusion of monitoring and evaluation frameworks and risk assessments, as well as a systems perspective identifying cross-cutting issues (as opposed to a sub-sectoral one). Yet room for improvement was identified in terms of the limited breadth of consultations with CSOs and development partners during plan preparation and the resulting lack of awareness of the plan among sector stakeholders, as well as in view of the absence of specific sector analyses, of tertiary and non-formal education priorities in the ESP, and of a prioritization of initiatives.

### *GPE contributions*

Given Guyana's long history of sector planning and enhancements of planning capacities in recent years, GPE contribution to sector planning during the review period was overall modest.

**GPE provided resources** through the US\$250,000 ESPDG which funded the assessment of the preceding ESP, workshops, appraisal, stakeholder consultations and cost simulations as well as the conduct of

comparative research on learning outcomes for the new ESP.

**GPE/IIEP guidelines** were a reference point for MoE planning activities, providing relevant process and content-related guidance.

The World Bank, as both the grant agent (GA) and coordinating agency (CA), offered **technical assistance and facilitation** for ESPDG application and ESP appraisal processes.

The GPE Secretariat's involvement in the plan development stage was limited and its recommendations in the plan appraisal do not seem to be reflected in the final version of the ESP.

While it is not clear whether the prospect of obtaining an ESPIG provided an additional incentive for the government to develop the ESP, the ESPIG likely incentivized the focus on gaps in Early Childhood Education (ECE), which were identified during the planning process.

## GPE contributions to sector dialogue and monitoring

### *State of sector dialogue and monitoring in Guyana*

Guyana currently has no formally constituted Local Education Group (LEG) or equivalent mechanisms for systematic sector dialogue and coordination. The Education Bill 2014 proposed the creation of a National Advisory Committee on Education (NACE), which together with parent teacher associations (PTAs) were supposed to be key accountability mechanism. However, this has not materialized to date.

In the past, donor groups were formed on an ad-hoc basis through the Education Thematic Group, yet never sustained. In similar fashion, development partners (World Bank, UNESCO,

UNICEF) temporarily came together at the beginning of the review period to support Guyana's request for GPE funding and consider the 2014-2018 ESP appraisal report. Given the limited number of development partners in the education sector, bilateral engagements seem to be preferred over more formalized structures.

The Private Sector Commission, an umbrella organization that brings together different chambers of commerce and business, facilitates consultations between the private sector and the government in general, but was not engaged during the development of the ESP. Civil society organizations appear to have little opportunity to contribute to policy or strategic decisions in the education sector. Collaborations mainly appear in the form of concrete projects and initiatives. There is currently no national CSO coalition focused on education in Guyana.

Sector monitoring of the ESP has been, for the most part, carried out internally within the government through inter-ministerial reviews and in the context of the decade-old Education System Committee, and includes routine monitoring, annual and mid-term reviews. The MoE began to expand at least one of several internal fora for monitoring to a broader set of domestic stakeholders (e.g. the quarterly meetings of Regional Education Officers convened by the Chief Education Officer), thereby increasing the potential for mutual accountability. No multi-stakeholder annual reviews (such as Joint Sector Reviews) were conducted during the review period, effectively rendering the ESP an internal government document and limiting sector-wide ownership and awareness.

### *GPE contributions*

**The GPE Secretariat through its country lead and the World Bank (as the CA and GA) maintained regular dialogue** with domestic and international stakeholders to encourage the establishment of NACE, greater participation of

civil society and joint sector review process. However, **GPE's advocacy efforts and grant requirements (related to the existence of an LEG to endorse the education sector plan) have had no visible influence on strengthening sector dialogue and monitoring in Guyana.**

## **GPE contributions to sector financing**

### *State of sector financing in Guyana, 2014-2018*

Domestic financing for education in Guyana increased from G\$37,156 million to G\$43,280 million (in constant G\$) between 2014-2016, consistently reaching the GPE target of 20 percent domestic education spending. ESP cost estimates expected a 10 percent funding gap, yet evidence is not available to assess the extent to which increases in domestic financing covered this gap.

Total official development assistance (ODA) for Guyana significantly declined from approximately US\$405 million in 2006 to US\$88 million in 2016 (constant 2016 US\$). Education as a share of total ODA underwent high fluctuations but, after a previous decline, increased between 2010-2016 both in absolute amounts (up to US\$7 million in 2016 [constant 2016 US\$]), and as a share of total aid (up to 12 percent in 2015). Recent ODA increases in 2014-2016 were in particular supported by the beginning of disbursements under the World Bank's Secondary Education Improvement Project (SEIP, 2014-2020). Fluctuations in education aid to Guyana are underpinned by (i) key bilateral partners having shifted from country-specific to regional (Caribbean) support (of note, at the time of the evaluation, there did not appear to be any bilateral partner regional projects that focused on primary education); and (ii) Guyana's shift to upper middle-income status

in 2016, which negatively affected the country's ability to attract donors. While new development partners have emerged (including China), their support to the education sector has been fragmented, modest and short-term.

### *GPE contributions*

**GPE Secretariat advocacy did not have a detectable influence** on Guyana's compliance with GPE's 20 percent spending threshold.

**GPE's contribution to education ODA through the US\$1.7 million ESPIG was small**, constituting 0.16 percent of ESP costs, 9.3 percent of total donor commitments to the ESP and 1.7 percent of total funding for the basic/primary education sub-sector.

**GPE had limited effect on the quality and quantity of external funding for education.** With only few development partners supporting the ESP, no sector-wide pooled funding mechanism was set up and harmonization was limited.

At the same time, the evaluation found **no evidence that GPE crowded out either domestic or international financing for basic education.**

## **GPE contributions to sector plan implementation**

### *State of sector plan implementation in Guyana, 2014-2018*

In light of the absence of publicly available sector monitoring data and review reports, and of monitoring mechanisms being mainly internal to the MoE, it is difficult to ascertain progress of initiatives under the 2014-2018 ESP. Changes in political leadership, shifting priorities and

capacity variations across regions caused repeated delays in implementation. Still, stakeholders report that progress appears to have been made with strategic initiatives related to teacher training, quality of teaching and learning materials in the nursery education sector (supported through the ESPIG), and increasing instructional time, especially in the hinterland areas. In addition, implementation was supported through MoE sub-sector workplans (e.g., Nursery Action Plan) and regional operational plans.

### *GPE contributions*

The GPE-funded GECEP was jointly designed by the MoE and the GA to support MoE's efforts in developing ECE. GECEP mainly aimed to address the limited capacity and low number of ECE teachers, and low availability of ECE resources. The Project Implementation Unit funded by GECEP coordinated the implementation with other departments and regions on an activity-by-activity basis. GECEP implementation was considered highly successful, according to positive performance on project indicators and considering MoE efforts to scale up some of its components. Achievements were made in the project's four strategic components contributing to key priority interventions of the 2014-2018 ESP. Examples of achievements (excluding component 4 on implementation support, administration and monitoring and evaluation) include:

#### **Component 1: Capacity building for nursery and grade 1 teachers**

- Results of the Nursery Diagnostic Assessment used to inform the design of Teacher Training modules and methodologies;
- Teacher Training modules completed by 509 nursery and grade 1 teachers.

### **Component 2: Provision of ECE Resource Kits**

- 550 ECE resource kits distributed, with 78.6 percent of teachers observed using the resource kits during post-training classroom observations.

### **Component 3: Parental/caregiver education**

- A mass media campaign conducted to promote active primary caregiver involvement in nursery school aged children's literacy and numeracy development;
- Pilot of the parenting circle program in progress; Limited success with regard to primary caregiver education.

In the pre-schools targeted by the GPE-funded project, both emergent literacy and emergent numeracy improved. Emergent literacy improved from 39.6 to 75.8 percent in the hinterland, and from 50.5 to 89.0 percent in the coastal regions between 2015/16-2017. For the same period, emergent numeracy rose from 41.9 to 81.8 percent in the hinterland and from 53.5 to 90.7 percent in the coastal regions. Overall, GECEP allowed Guyana to take a more holistic approach to ECE and to collect data through diagnostic assessments and ongoing feedback and monitoring.

## **Factors other than GPE contributions affecting change**

**Factors that positively influenced** change in the above described areas included (i) existing domestic capacities and commitment to sector planning, (internal) monitoring, financing and implementation; (ii) funding and technical assistance provided by UNICEF outside of its role as a GPE member; (iii) additional funding provided by the World Bank.

**The factors that negatively affected** change were (i) limitations in consultation procedures, sector dialogue and joint sector monitoring mechanisms; (ii) data gaps in the education sector; (iii) the 2015 change in government; (iv) a changing landscape of donor financing; (v) Guyana's move to become an upper middle income country.

## **Unintended results of GPE support**

The evaluation did not find evidence of any unintended, positive or negative, effects of GPE financial and non-financial support during the period under review.

### **System level change**

While insufficient data makes it difficult to comprehensively assess progress in Guyana's education system, **there appear to be fragmented improvements** in the following areas:

#### **Education access and equity**

- Construction of improved nursery school facilities;
- Enhanced education access for learners with special needs through the appointment of regional education officers specialized in special needs education; construction of schools reported to meet accessibility standards; and the establishment of a center for the diagnosis and stimulation of young persons with disabilities;
- Effects of new measures to reduce barriers to education access in the hinterland region (such as the "5 Bs" program, i.e. "boats, buses, bicycles, plus breakfast and books") are unknown;

- No significant changes in the number of schools at primary (from 433 to 434) and secondary levels (from 114 to 116) between 2014/2015 and 2016/2017.

### ***Education quality and relevance***

- Increase in the proportion of trained teachers across all levels from 69 percent in 2014 to 77 percent in 2018;
- Increased number of teacher training centers from 13 to 19 between 2013/2014-2017, covering all administrative regions;
- Improved pupil/ trained teacher ratios at the primary level from 36.6:1 to 30:1 between 2011-2014;
- Some improvements in learning materials at nursery level, based on the resource kits distributed through GECEP.

Primary and secondary curriculum reforms were still in their early stages. Challenges remain in placing and retaining trained teachers in hinterland regions due to issues of accessibility, lack of competitive salaries and hardship allowances, and limited accommodation.

### ***System strengthening***

- Some improvements in capacities for results-based planning evident in the current ESP;
- Positive steps towards making planned and actual results on education sector indicators publicly available through the Budget Estimates;
- Conduct of a nation-wide study on out-of-school children to understand the causes at both national and sub-regional levels;
- Completion of a comprehensive evaluation of the Guyana Nursery Education Program 2006-2016;
- Development of an on-line repository of learning assessment data that enables the MoE to track improvements in

performance for a specific cohort from one grade assessment to another;

- Challenges with regard to the establishment of PTAs, as a key feature of the sector's accountability system, and supervision and monitoring capacities at the regional, district and individual school levels;
- Data collection still a challenge due to practical challenges posed by distance and accessibility in the hinterland regions;
- Possibility explored for upgrading the Planning Unit's EMIS via the open source system offered by the Community Systems Foundation in collaboration with UNESCO. For the time being, the MoE is using a monitoring system known as NEWDEA. While limited information was available on specific characteristics of this system, the overall absence of reliable sector data indicates that its performance is relatively weak.

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## ***Likely links between sector plan implementation and system level change***

**There is insufficient evidence to assess whether and how ESP implementation has contributed to system level change.** One exception is the improvement in numbers of trained teachers, for which available data is able to trace progress to interventions put in place under the ESP.

## **Learning outcomes and equity**

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### ***Changes in learning outcomes, equity and gender equality***

Available data on changes in learning outcomes, equity, gender equality and inclusion in



education are scarce and not always reliable. Still, there is indication that **Guyana achieved slight improvements in access and learning outcomes.**

Between 2009-2017, results of the national Grade 6 assessment noted a positive trend in the percentage of grade 6 students that scored 50 percent or higher. However, the evaluation was **not able to generate a comprehensive picture of learning outcomes** as data sources were limited in time and scope.

**Equity among the regions remains a challenge** in Guyana with hinterland regions trailing in all aspects of education.

**Completion rates improved** particularly for primary education, with the Gross Intake Ratio (GIR) to the last grade of primary education increasing from 84 to 100 percent between 2012-2015. The GIR for secondary level remained stable at 72 percent from 2012 to 2014.

The **rate of out-of-school children of primary school age** dropped from the 14.9 percent in 2012 to 1.5 percent in 2014. The rate for lower secondary level remained relatively stable between 10 and 15 percent for the years with available data.

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### ***Likely links to observed system level changes***

Given the absence of data at both impact and system levels, it is not possible to make conclusive links between changes at the two levels.

## **Conclusions/ Overall observations**

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### ***Emerging good practice***

Guyana has made important shifts in early ECE, which are being recognized as good practice. The GECEP is notable because of its emphasis on diagnostic assessments, curriculum, creative resource kits and helping to improve the transition of students from the nursery environment to a grade 1 environment. Guyana nursery schools have been recognized as 'good practice' in the Caribbean, due to the standards it uses for creating learning environments and physical structures for early childhood education.

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### ***GPE contributions***

**GPE support has made partial contributions to sector planning and sector plan implementation, yet no contributions to mutual accountability and sector financing in Guyana.**

In Guyana, the GPE operational model is applied slightly differently than in most other countries as the World Bank has acted both as grant agent for the ESPIG, ESPDG and PDG, as well as coordinating agency for the GPE at the same time. The World Bank's contributions were appreciated among stakeholders. It successfully fulfilled the role of GA for the ESPIG, by providing technical support and access to top consultants to country-level actors, which was greatly valued. The Bank's active involvement in financing the education sector as a major donor further facilitated its role as a GA, because it provided greater depth of engagement with the government. As the CA, the World Bank met bilaterally with key development partners in the sector and coordinated all necessary GPE-related endorsement processes. Government actors note that for practical reasons, given the small

number of development partners and the small size of the grant, it was convenient to have the World Bank play both GA and CA roles. Neither the World Bank nor UNICEF have advocated for a change in this arrangement. While the model as it appears to be working for these key actors, it has not been very effective in strengthening mutual accountability in Guyana.

In-country stakeholders valued the GPE Secretariat's role in providing technical input and guidance on grant application and program development processes.

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### *Perceived relevance of GPE support*

Awareness of GPE is very limited outside of the MoE, and MoE stakeholders tended to use the World Bank as their main reference point when talking about the GPE-funded GECEP.

Government stakeholders perceived GPE grant requirements and the application process to be quite demanding in relation to the level of funding that they receive. In addition, the nature of GPE's quality-assurance and review processes were noted to put a strain on overburdened MoE staff. Stakeholders suggested more flexibility in the redistribution of funds across components in view of contingencies.

Guyana has not received grants from the Civil Society Education Fund or the Global and

Regional Activities Program and awareness of these instruments was limited among in-country stakeholders, despite the GPE Secretariat's attempt to engage CSOs.

Overall, GPE appears to have limited leverage in Guyana, meaning that the incentive of accessing the ESPIG appears to have had less influence, for instance on ensuring participatory planning processes or establishing a LEG, than in other countries. This may, at least in part, be due to the significant decline in resources that Guyana has received (from US\$32.9 million under the FTI to US\$1.7 million under GPE).

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### *System level change*

For the period 2014-2018, with the exception of improvements in numbers of trained teachers, there are insufficient data to provide a complete picture of the types of system-level changes that emerged. As a result, the evaluation was not able to test the link between ESP implementation and system-level change.

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### *Impact level change*

There is currently insufficient data available to draw conclusions on the assumed link between system level changes achieved during the review period and impact-level changes in learning outcomes, equity and gender equality.

# Acronyms

CA	Coordinating Agency
CA	Contribution Analysis
CCM	Coordinating Committee Meetings
CEQ	Country Evaluation Question
CLE	Country Level Evaluation
CPCE	Cyril Potter College of Education
CRS	Creditor Reporting System
CSEC	Caribbean Secondary Education Certificate
CSEF	Civil Society Education Fund
CSO	Civil Society Organization
CSR	Country Status Report
CXC	Caribbean Examinations Council
DCP	Developing Country Partner
ECD	Early Childhood Development
ECE	Early Childhood Education
EFA	Education for All
EGMA	Early Grades Math Assessment
EGRA	Early Grades Reading Assessment
EMIS	Education Management Information System
ESP	Education Sector Plan
ESPDG	Education Sector Plan Development Grant

ESPIG	Education Sector Plan Implementation Grant
ESR	Education Sector Review
FTI	Fast Track Initiative
GA	Grant Agent
GDP	Gross Domestic Product
GECEP	Guyana Early Childhood Education Project
GER	Gross Enrollment Rate
GESIP	Guyana Education Sector Improvement Project
GITEP	Guyana Improving Teacher Education Project
GNI	Gross National Income
GPE	Global Partnership for Education
GRA	Global and Regional Activities Program
IBRD	International Bank for Reconstruction and Development
ICT	Information Communication Technology
IIEP	International Institute for Educational Planning
JSR	Joint Education Sector Review
KQ	Key Question
LEG	Local Education Group
M&E	Monitoring and Evaluation
MoE	Ministry of Education
NCERD	National Center for Education Resource Development
NGO	Nongovernmental Organization
NGSE	National Grade Six Examination
OECD	Organisation for Economic Cooperation and Development

PDG	Program Development Grant
PDO	Project Development Objective
PIG	Program Implementation Grant
PTA	Parent Teacher Association
SEIP	Secondary Education Improvement Project
ToC	Theory of change
ToR	Terms of Reference
TVET	Technical and Vocational Education and Training
UIS	UNESCO Institute for Statistics
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
US\$	United States dollar
WB	World Bank



# Terminology

<b>Alignment</b>	Basing support on partner countries' national development strategies, institutions and procedures. <sup>1</sup>
<b>Basic education</b>	Pre-primary (i.e., education before Grade 1), primary (Grades 1-6), lower secondary (Grades 7-9), and adult literacy education, in formal and non-formal settings. This corresponds to International Standard Classification of Education (ISCED) 2011 levels 0-2.
<b>Capacity</b>	In the context of this evaluation we understand capacity as the foundation for behavior change in individuals, groups or institutions. Capacity encompasses the three interrelated dimensions of <i>motivation</i> (political will, social norms, habitual processes), <i>opportunity</i> (factors outside of individuals e.g., resources, enabling environment) and capabilities (knowledge, skills). <sup>2</sup>
<b>Education systems</b>	Collections of institutions, actions and processes that affect the educational status of citizens in the short and long run. <sup>3</sup> Education systems are made up of a large number of actors (teachers, parents, politicians, bureaucrats, civil society organizations) interacting with each other in different institutions (schools, ministry departments) for different reasons (developing curriculums, monitoring school performance, managing teachers). All these interactions are governed by rules, beliefs, and behavioral norms that affect how actors react and adapt to changes in the system. <sup>4</sup>

<sup>1</sup> OECD, Glossary of Aid Effectiveness Terms (available at: <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>). GPE understands 'country systems' to relate to a set of seven dimensions: Plan, Budget, Treasury, Procurement, Accounting, Audit and Report. Source: Methodology Sheet for Global Partnership for Education (GPE) Indicators. Indicator (29) Proportion of GPE grants aligned to national systems.

<sup>2</sup> Mayne, John "The COM-B Theory of Change Model", Working paper, February 2017.

<sup>3</sup> Moore, Mark "Creating Efficient, Effective, and Just Educational Systems through Multi-Sector Strategies of Reform" RISE Working Paper 15/004, Research on Improving Systems of Education, Blavatnik School of Government, Oxford University, Oxford, U.K, 2015.

<sup>4</sup> World Bank "World Development Report 2004: Making Services Work for Poor People", Washington, DC: World Bank; New York: Oxford University Press, 2003.

<b>Equity</b>	In the context of education, equity refers to securing all children’s rights to education, and their rights within and through education to realize their potential and aspirations. It requires implementing and institutionalizing arrangements that help ensure all children can achieve these aims. <sup>5</sup>
<b>Financial additionality</b>	This incorporates two not mutually exclusive components: (a) an increase in the total amount of funds available for a given educational purpose, without the substitution or redistribution of existing resources; and (b) positive change in the quality of funding (e.g., predictability of aid, use of pooled funding mechanisms, co-financing, non-traditional financing sources, alignment with national priorities).
<b>Gender equality</b>	The equal rights, responsibilities, and opportunities of women, men, girls, and boys, and equal power to shape their own lives and contribute to society. It encompasses the narrower concept of gender equity, which primarily concerns fairness and justice regarding benefits and needs. <sup>6</sup>
<b>GPE support</b>	The notion of “GPE support” encompasses financial inputs deriving from GPE grants and related funding requirements, as well as non-financial inputs deriving from the work of the Secretariat, the grant agent, the coordinating agency, and from GPE’s global, regional, and national level engagement through technical assistance, advocacy, knowledge exchange, quality standards and funding requirements.
<b>Harmonization</b>	Ensuring that donors’ practices fit well with national development priorities and systems such as budget, program and project planning cycles. The aim of harmonization is to reduce transaction costs and increase the effectiveness of the assistance provided by reducing demands on recipient countries to meet with different donors’ reporting processes and procedures, along with uncoordinated country analytic work and missions. <sup>7</sup>
<b>Inclusion</b>	Adequately responding to the diversity of needs among all learners, through increasing participation in learning, cultures, and communities, and reducing exclusion from and within education. <sup>8</sup>

<sup>5</sup> GPE 2010 “Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal”, p.3.

<sup>6</sup> GPE Gender Equality Policy and Strategy 2016-2020. GPE 2016, p. 5f. Available at: <http://www.globalpartnership.org/sites/default/files/2016-06-gpe-gender-equality-policy-strategy.pdf>

<sup>7</sup> Adapted from OECD, Glossary of Aid Effectiveness Terms. <http://www.oecd.org/dac/effectiveness/aideffectivenessglossary.htm>

<sup>8</sup> GPE 2010 “Equity and Inclusion in Education. A guide to support education sector plan preparation, revision and appraisal”, p.3.







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# 1 Introduction

## 1.1 Background and purpose of the summative evaluation

1. The Global Partnership for Education (GPE) is a multilateral global partnership and funding platform established in 2002 as the Education for All Fast Track Initiative (EFA/FTI) and renamed GPE in 2011. GPE aims to strengthen education systems in developing countries in order to ensure improved and more equitable student learning outcomes, as well as improved equity, gender equality and inclusion in education.<sup>9</sup> GPE brings together developing country partners (DCPs), donors, international organizations, civil society, teacher organizations, the private sector and foundations.

2. This evaluation is part of a larger GPE study that comprises a total of 22 summative and eight formative country level evaluations (CLE). The overall study is part of GPE's monitoring and evaluation (M&E) strategy 2016-2020, which calls for a linked set of evaluation studies to explore how well GPE outputs and activities contribute to outcomes and impact<sup>10</sup> at the country level. The objective of each summative CLE is to assess (i) GPE contributions to strengthening education systems and, ultimately, the achievement of education results within a partner developing country in the areas of learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change (ToC) and of its country-level operational model.<sup>11</sup> See Box 1.1.

### Box 1.1: Scope of this summative evaluation

This summative country evaluation is focused on eliciting insights that can help GPE assess and, if needed, improve its overall approach to supporting developing country partners. It does not set out to evaluate the performance of the government of Guyana, the grant agent and coordinating agency, other in-country stakeholders, or of specific GPE grants.

3. The primary intended users of the country level evaluations are members of the Global Partnership for Education, including DCP governments and members of local education groups (LEGs) in the sampled countries, and the Board. The secondary user is the Secretariat. Tertiary intended users include the wider education community at global and country levels.

<sup>9</sup> Global Partnership for Education (2016): GPE 2020. Improving learning and equity through stronger education systems.

<sup>10</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to sector level changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the GPE 2016-2020 Strategic Plan). While the country evaluations examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized control trials.

<sup>11</sup> Assignment Inception Report (based on the evaluation ToR), p.1.

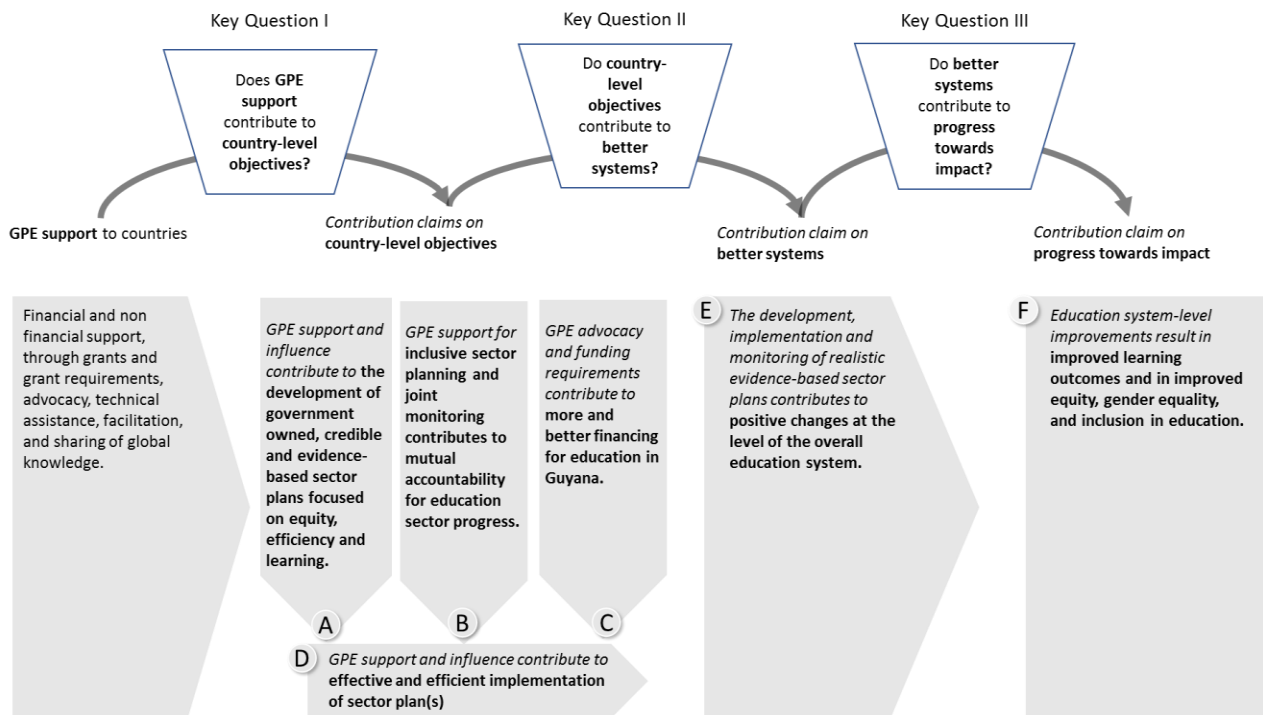
## 1.2 Methodology overview

4. Under the overall contribution analysis approach, the guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the country-level theory of change for Guyana (Appendix II).<sup>12</sup> A brief summary of the country evaluation methodology is provided in Appendix III of this report. For further details, please refer to the Inception Report for the overall assignment (January 2018).

5. For the Guyana CLE, the evaluation team consulted a total of 43 stakeholders from the Ministry of Education (MoE), other ministries, development partners, civil society and the Secretariat (see Appendix IV for a stakeholder analysis and Appendix V for a list of consulted stakeholders), and reviewed a wide range of relevant documents, databases, websites as well as selected literature (see Appendix VI for a list of reviewed sources).

6. The report presents findings related to the three 'Key Questions' (KQs) from the evaluation matrix, which trace the contribution of GPE support to country-level objectives (KQ I); of country-level objectives to better systems (KQ II); and of better systems to progress towards impact (KQ III). The findings are presented in three sections that correspond to the three KQs. In turn, each section is divided into sub-sections of findings that address the contribution claims under each KQ. The three KQs and the six contribution claims (A, B, C, D, E, F) are presented in Figure 1.1.

**Figure 1.1** The evaluation presents findings on key evaluation questions and contribution claims



<sup>12</sup> This country-specific ToC was adapted from the generic country-level ToC that was developed in the assignment Inception Report.

## Limitations

7. Limitations of this evaluation are listed in the Appendix III Methodology. It is important, however, to state the implications of these limitations on the analysis and report.
8. First, the statistical data available for Guyana is limited. The Country Strategy Paper of the Caribbean Development Bank notes, among other challenges, the weakness of the government's "statistical capacity."<sup>13</sup> This limited availability of data creates specific limitations for this evaluation, given the intent to assess contribution claims at the level of education systems and stronger learning outcomes and equity. For instance, the UIS data for a number of sector indicators is available only until 2012. Even with the cooperation of the Ministry of Education (MoE), the evaluation team was not able to collect a lot of additional sector data for the period of the most recent policy cycle (ESP 2014-2018).
9. Second, the absence of a Joint Sector Review limits the ability to make a judgment with regard to if and how GPE contributed to effective and efficient implementation of sector plans. While this is a finding in the study, it also affected the breadth and depth of secondary sources available to this particular country summative evaluation.
10. Third, existing data sources may not always be accessible. This may be partly due to the bureaucratic culture in Guyana. According to the IDB Group Country Strategy 2017-2021, this is "symptomatic of Guyana's challenging institutional environment and the lack of strategic planning and vision at the highest level."<sup>14</sup> This results in a tendency towards reluctance in sharing data, even when available, and creates limitations for the evaluation.
11. To overcome the data-related challenges, the analysis for this summative evaluation relied on interview data. There was limited secondary data available to validate interview results. Moreover, as a result of sparse data for the period under review (2014-2018), more frequent references to historical data is made than in other country summative evaluation reports. This report also makes reference to articles from popular media as a source of information on dates, and to triangulate interview data.

## 1.3 Structure of the report

12. Following this introduction, **Section 2** gives an overview of the national context of Guyana, with a focus on the education sector (section 2.1) and the history of the country's involvement with GPE support (section 2.2).
13. **Section 3** presents evaluation findings related to GPE's claimed contributions to country-level objectives related to changes in sector planning; fostering mutual accountability through inclusive policy dialogue and sector monitoring; sector plan implementation; and sector financing.

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<sup>13</sup> CDB "Country Strategy Paper Guyana 2013-2017", March 2013, Caribbean Development Bank. Available at: [http://www.caribank.org/wp-content/uploads/2016/03/BD13\\_13\\_CSP\\_Guyana-2013-2017\\_FINALwithCORR.pdf](http://www.caribank.org/wp-content/uploads/2016/03/BD13_13_CSP_Guyana-2013-2017_FINALwithCORR.pdf)

<sup>14</sup> IDB "IDB Group Country Strategy with the Cooperative Republic of Guyana 2017-2012", Document of the Inter-American Development Bank and the Inter-American Investment Corporation, October 2017, Available at: <http://idbdocs.iadb.org/wsdocs/getdocument.aspx?docnum=EZSHARE-288779090-4>

14. **Section 4** discusses education system-level changes in Guyana with a focus on the period 2014-2018 as the period covered by the most recent GPE Education Sector Plan Implementation Grant (ESPIG) and reflects on likely links between these changes and progress made towards the country-level objectives discussed in section 3.
15. **Section 5** presents an overview of the impact-level changes<sup>15</sup> observable in Guyana and possible links to the noted changes in the national education system.
16. Finally, **Section 6** presents the overall conclusions of the evaluation.

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<sup>15</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer to changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the GPE 2016-2020 Strategic Plan). While the country evaluations examine progress towards impact in this sense, they do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

## 2 Context

### 2.1 Overview of Guyana

17. The Co-operative Republic of Guyana gained independence in 1966. The population is 0.8 million (2016).<sup>16</sup> Guyana lies on mainland South America but due to strong cultural, historical and political ties, it is often considered part of the Caribbean region. The headquarters of the Caribbean Community (CARICOM) is located in Georgetown, Guyana.

18. Guyana ranks 127 out of 188 countries and territories on the human development index<sup>17</sup> and life expectancy at birth is 66.5 years. The gross national income per capita was US\$6,884 in 2011. The GDP per capita dramatically increased from US\$1098.5 in 2005 to US\$4,531.2 in 2016<sup>18</sup>, largely due to the discovery of off-shore petroleum, and Guyana is now an upper middle income country.<sup>19</sup> The majority of economic activity and population density is in the narrow coastal areas where almost 90 percent of the population lives.<sup>20</sup> This leads to high disparity between coastal and ‘hinterland’ regions – which encompass more than 90 percent of the land area but have poor access to roads, communications, and public services.<sup>21</sup> The indigenous peoples of Guyana, known locally as Amerindians, are approximately 10.5 percent of the population and live primarily in the hinterlands.

19. Guyana has a decentralized system of governance and is divided into 10 administrative regions. Elections are held every five years. The development vision of Guyana is captured in Vision 2020: The Good Life in a Green Economy, which articulated priorities for eight sectors ranging from macroeconomic stability to institutional reforms, and will be achieved through: linking the coastland to the hinterland, economic diversification, and social and human development.<sup>22</sup> In the absence of a medium-term development strategy, Vision 2020 has guided the country strategies of development partners, including the Caribbean Development Bank and the Islamic Development Bank.

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<sup>16</sup> World Bank World Development Indicators database, Guyana country profile.

<sup>17</sup> UNDP Human Development Report 2016. Guyana country profile. Available at: <http://www.hdr.undp.org/en/countries/profiles/GUY>.

<sup>18</sup> World Bank World Development Indicators database, Guyana country profile.

<sup>19</sup> World Bank Country and Lending Groups 2018. Available at: <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>.

<sup>20</sup> UNICEF Guyana “The Situation Analysis of Children and Women in Guyana”, 2016. Available at: [https://www.unicef.org/guyana/UNICEF\\_Situation\\_Analysis\\_2016.pdf](https://www.unicef.org/guyana/UNICEF_Situation_Analysis_2016.pdf).

<sup>21</sup> The International Development Association and International Monetary Fund Poverty “Guyana Poverty Reduction Strategy Paper – Joint Staff Assessment”, August 30, 2002. Available at: [http://siteresources.worldbank.org/INTPRS1/Resources/Country-Papers-and-JSAs/Guyana\\_JSA\\_of\\_PRSP.pdf](http://siteresources.worldbank.org/INTPRS1/Resources/Country-Papers-and-JSAs/Guyana_JSA_of_PRSP.pdf).

<sup>22</sup> Statement of the IDB Governor for the Cooperative Republic of Guyana to the 42nd Annual Meeting of the IDB Board of Governors Jeddah – Kingdom of Saudi Arabia 20 – 22 Sha’baan 1438H (16 - 18 May 2017) <http://www.isdb-am42.org/wp-content/uploads/2017/06/15-Guyana-ENG-V2-1.pdf>.

## 2.2 The education sector in Guyana

20. The Ministry of Education (MoE) oversees the education sector in Guyana at the national level, under the legal framework of the Education Act (29:01).<sup>23</sup> There are eleven education districts in Guyana – ten that correspond to the administrative regions; Georgetown is regarded as a separate education district. The education system is headed by the Chief Education Officer (CEO) who is supported by a Deputy Chief Education Officer, and Assistant Chief Education Officers. At the regional level, Regional Education Officers are responsible for monitoring and supervising educational activities and are supported by District Education Officers.<sup>24</sup> In Georgetown, this role is played by the Principal Education Officer for Georgetown.

21. The education system is organized into nursery (2 years), primary (6 years), secondary (5 years), technical/ vocation education (TVET), teacher training, and university. Guyana also has special schools catering to students with disabilities. The University of Guyana is the tertiary education institution in Guyana and provides continuing education through its Institute of Distance and Continuing Education. This is supported by the Adult Education Association, a not-for-profit, which focuses on adult education.<sup>25</sup>

22. In principle, education is free (since 1976)<sup>26</sup> and compulsory for children aged five years and nine months to 15 years.<sup>27</sup> Children enter primary school at age six and should start secondary at age 12. At the end of the primary education cycle, students are required to take a placement exam, the National Grade Six Examination (NGSE). There are also learning assessments for Grades 2, 4, 6 and 9.<sup>28</sup> At the end of secondary school, students appear for the Caribbean Secondary Education Certificate (CSEC) of the Caribbean Examinations Council (CXC). Students who complete another two years of post-secondary education can sit for the Caribbean Advanced Proficiency Examination (CAPE).<sup>29</sup>

**Table 2.1 School age in Guyana by level**

LEVEL	AGE GROUP (YEARS)
Nursery	4-5
Primary	6-11
Secondary	12-16

Source: UNICEF Guyana (2016) The Situation Analysis of Children and Women in Guyana<sup>30</sup>

<sup>23</sup> The 2014 Education Bill proposes reforms to the legal framework of education in Guyana, but it has not yet been enacted by Parliament.

<sup>24</sup> Guyana Ministry of Education “Guyana Education Sector Plan 2014-2018”, September 2014.

<sup>25</sup> <http://adultaee.blogspot.ca/>.

<sup>26</sup> <http://education.stateuniversity.com/pages/586/Guyana-HISTORY-BACKGROUND.html>.

<sup>27</sup> Guyana Ministry of Education “Education Strategic Plan 2008 – 2013: Meeting the Quality Imperative”, July 2008.

<sup>28</sup> Guyana Ministry of Education “Guyana Education Sector Plan 2014-2018”, September 2014, p.44.

<sup>29</sup> Caribbean Examinations Council, examinations: <https://www.cxc.org/examinations/cape/>

<sup>30</sup> Available at: [https://www.unicef.org/guyana/UNICEF\\_Situation\\_Analysis\\_2016.pdf](https://www.unicef.org/guyana/UNICEF_Situation_Analysis_2016.pdf).

23. According to data made available by the Ministry of Education, in 2014-2015 there were, from pre-primary to senior secondary:

- Over 175,000 students enrolled in school, of which approximately 15 percent (26,000) were in nursery, 46 percent (81,000) in primary, and 39 percent (67,000) in secondary.
- 9,286 teachers nationwide, with 18 percent (1,764) in nursery school, 40 percent (3,697) in primary, and 41 percent (3,825) at secondary level. Approximately one-third of teachers at each level are untrained.
- 967 schools, with 42 percent (407) nursery, 46 percent (444) primary, and 12 percent (116) secondary. In addition, there are about 16 registered and 79 unregistered private schools, and about 15 technical institutes and special schools.<sup>31</sup> The number of private schools varies as they tend to start and shut down frequently.

24. In Guyana, there is no formally constituted Local Education Group (LEG) or equivalent at this time. At the beginning of the review period, development partners (World Bank, UNESCO, UNICEF) did come together to support Guyana's request for GPE funding and consider the appraisal report of the 2014-2018 ESP. The Education Bill 2014 proposed a National Advisory Committee on Education (NACE) to advise the minister.<sup>32</sup> The envisaged committee could be regarded as the equivalent to a LEG, and would consist of Ministry of Education, teachers' union, private sector, and other stakeholders.<sup>33</sup>

25. The main development partners supporting the education sector in Guyana are UNICEF, UNESCO, and the World Bank. Of these, UNICEF and UNESCO have a representative and/or professional staff stationed in Guyana.

26. To date, Guyana has developed five education sector plans (ESPs), the most recent for the period 2014-2018. This evaluation focuses on the period 2014-2018, which is the period that corresponds with the most recent ESP and the GPE Education Sector Program Implementation Grant (ESPIG). The 2013 Education Sector Plan Development Grant (ESPDG) is also considered as one of GPE inputs during this period.

27. In early 2016, the new government instituted a Commission of Inquiry with the purpose of establishing a baseline analysis of the state of public education.<sup>34</sup> The Commission presented its report to the government in May 2017, but the report is not yet available publicly.<sup>35</sup>

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<sup>31</sup> The number of private and other schools is not available by levels of education.

<sup>32</sup> Guyana Education Bill 2014, Available at: [https://education.gov.gy/web/index.php/downloads/cat\\_view/8-downloads/78-publications](https://education.gov.gy/web/index.php/downloads/cat_view/8-downloads/78-publications). The Bill is not yet passed, and the NACE was not active at the time of the evaluation. According to interviews, such a committee, which included former educators in their current capacity as private citizens, existed in the past. A review of Chapter 39 of the current education bill confirms that a national council has been included in the legislation since 1998, although its composition is not clear. See Guyana Education Act L.R.O. 3/1998, available at: <http://www.unesco.org/education/edurights/media/docs/b21a421586b7c3dfb317764cc8cc92fdb4964d04.pdf>

<sup>33</sup> Mission of the Global Partnership for Education Secretariat to Guyana Mission Summary Report, February 15-19, 2016.

<sup>34</sup> The objective of the Commission described in the media: <https://www.stabroeknews.com/2016/opinion/editorial/04/26/commission-inquiry-education-system/>

28. Table 2.2 provides an overview of events in the education sector from 2014-2018.

**Table 2.2** *Timeline of events in the Guyana education sector, 2014-2018*

Event	2014	2015	2016	2017	2018
	Period covered by the ESP 2014-2018				
ESPIG funding	Period covered by the GPE ESPIG-funded GECEP project				
Changes in government		Change in national government after 23 years		Change in Education Minister	
Other relevant events				Commission of Inquiry on public education submits report	
Joint Sector Reviews	Education Joint Sector Review – None				

## 2.3 GPE in Guyana

29. Guyana joined the Global Partnership for Education in 2002 and is represented on the Board through the Latin America and the Caribbean constituency group.

30. Under the Education for All Fast Track Initiative (EFA-FTI) Catalytic Fund, Guyana was given a grant of US\$32.92 million to fund a project from 2004-2012 to “achieve universal primary education for girls and boys by 2015 by supporting the implementation of the government’s Education Strategic Plan 2003–2007.”<sup>36</sup> Specifically, the project had the following objectives: (i) improving the quality of the teaching force in the hinterland; (ii) enhancing the teaching/learning environment in primary schools; and (iii) strengthening school-community partnerships. The project evolved through its lifetime, notably in 2009 when the EFA-FTI re-endorsed US\$20.92 million and extended the closing date to October 1, 2012.

31. In addition to the EFA-FTI project grant, to date Guyana has received an ESPIG, an education sector plan development grant (ESPDG), and a program development grant (PDG) as shown in Table 2.3. The 2015-2018 ESPIG was used to fund the Guyana Early Childhood Education Project (GECEP) P129555.

**Table 2.3** *GPE grants to Guyana<sup>37</sup> since it became a partner in 2002*

GRANT TYPE	YEARS	ALLOCATIONS	DISBURSEMENTS	GRANT AGENT
Education For All Fast Track	2004-2012	32,920,000 (under	32,920,000	World Bank

<sup>35</sup> Kaieteur News, “Education Commission of Inquiry...Recommendations already being implemented – Chairman”, May 23, 2017. Available at: <https://www.kaieteurnews.com/2017/05/23/education-commission-of-inquiry-recommendations-already-being-implemented-chairman/>.

<sup>36</sup> Implementation Completion and Results Report (Tf-053679) on a Grant in The Amount of US\$32.92 Million to The Co-Operative Republic of Guyana for the Education For All Fast Track Initiative Project June 22, 2013. Report No: ICR2547.

<sup>37</sup> <https://www.globalpartnership.org/country/guyana>.



Initiative Project		FTI)	(under FTI)	
Education Sector Plan Development Grant (ESPDG)	2013	250,000	227,695	World Bank
Program Development Grant (PDG)	2013	200,000	198,677	World Bank
Program Implementation (ESPIG) – Guyana Early Childhood Education Project (GECEP)	2015-2018	1,700,000	1,700,000	World Bank

32. In Guyana, the GPE operational model is applied slightly differently than in most other countries as the World Bank has acted both as grant agent (GA) for the ESPIG, ESPDG and PDG, as well as, at the same time, as Coordinating Agent for the GPE. (This is further discussed in section 3.3.) At the time of the country summative evaluation mission (April 2018), the Ministry of Education had started preliminary discussions on developing a new ESP for the next policy cycle.

33. In Guyana, there have been no grants from the Civil Society Education Fund (CSEF) or the Global and Regional Activities Program (GRA).

## 3 GPE contributions to sector planning, implementation, dialogue/monitoring and financing<sup>38</sup>

### 3.1 Introduction

34. This section summarizes findings related to Key Question I of the evaluation matrix: “Has GPE-support to Guyana contributed to achieving country-level objectives related to sector planning, to sector dialogue and monitoring, to more/better financing for education, and to sector plan implementation? If so, then how?”<sup>39</sup>

35. The GPE country-level theory of change, developed in the inception report and adapted to the Guyana context (Appendix II), outlines four contribution claims for GPE’s contributions to country-level objectives (one claim per objective). Each contribution claim is based on several underlying assumptions (see Appendix VII).

36. This section is structured around and tests the four contribution claims by answering two sub-questions for each phase of the policy cycle. First, what has changed in the country, during the period under review?<sup>40</sup> And second, has GPE contributed to these changes and, if so, how?<sup>41</sup> Answers to these questions are presented in the form of findings, and a summary assessment of the contribution claim is presented at the beginning of each sub-section. The summary assessments are colored to indicate whether evaluation evidence supports (green), partly supports (amber), or does not support (red) the respective contribution claim, or if there is insufficient data to assess the claim (grey). Appendix VII explains the underlying rating criteria and provides the evaluation’s assessment regarding the likely application of each of the underlying assumptions related to each of the contribution claims.

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<sup>38</sup> In the generic country level ToC developed during the inception phase, *country level objectives* identify envisaged improvements in the areas of education sector planning, mutual accountability for sector progress, education sector financing, and ESP implementation. This largely mirrors how country level objectives are defined in the GPE 2016-2020 strategic plan, except for mobilizing more and better education sector financing, which in the GPE 2020 is framed as a *global* level objective. The summative evaluations approach the issue of sector financing as a country-level objective to reflect that the focus is on changes in sector financing for the specific country under review.

<sup>39</sup> Improved planning, dialogue/monitoring, financing, and plan implementation correspond to Country-Level Objectives (CLOs) 1, 2, 3 and 4 of GPE’s 2016-2020 Strategic Plan.

<sup>40</sup> This question corresponds to Country Evaluation Questions (CEQ) 1.1, 1.2, 1.4, 2.1, 2.2 in the evaluation matrix.

<sup>41</sup> This corresponds to CEQ 1.3, 1.4, 1.5, 2.3, 3.1, and 3.2.

## 3.2 Sector planning<sup>42</sup>

### Box 3.1: Assessment of Contribution Claim A

**Claim:** “GPE (financial and non-financial) support and influence contribute to the development of government-owned, credible and evidence-based sector plans focused on equity, efficiency and learning.”

**Assessment:** The evaluation found that available evidence partially supports the GPE contribution claim related to strengthening education sector planning.

**Assessment is based on:** (a) The envisaged result was achieved, i.e., during the review period the government of Guyana did develop sector plans that, despite some areas for improvement, are credible and, for the most part, evidence based; (b) Available evidence indicates that the likelihood of the assumptions underlying the GPE contribution claim holding true in the Guyana context are ‘strong’ on two, ‘moderate’ on two, and insufficient data on one of the five assumptions (see Appendix VII); (c) The evaluation found factors beyond GPE support that have had influence on the country’s progress in sector planning.

This overall assessment is elaborated on in the following paragraphs.

Please see Appendix VIII for a visual representation of evaluation findings on GPE contributions to sector planning.

### Strengths and weaknesses of sector planning during the period under review<sup>43</sup>

**Finding 1:** The process of developing the ESP 2014-2018 was government-led and participatory, though not fully inclusive. While the plan’s structure and proposed outcomes were relevant to existing sector gaps, the plan also had weaknesses.

37. The focus of the ESP 2014-2018 is on improving education quality for students at all levels of the educational system. In line with the government’s “Vision 2020: The Good Life in a Green Economy” policy,<sup>44</sup> the ESP 2014-18 sets two priorities: (a) to increase learning outcomes for all levels of education and all sub-groups, especially in the core areas of English and mathematics; and (b) to reduce the disparity in achievement between sub-groups, especially between students in coastal and hinterland schools and between students with special education needs and students without. At the time of appraisal of the ESP,

<sup>42</sup> This section addresses evaluation questions CEQ 1.1 (What have been strengths and weaknesses of education sector planning during the period under review?), 1.3 (Has GPE contributed to the observed characteristics of sector planning? How?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

<sup>43</sup> Evaluation question CEQ 1.1.

<sup>44</sup> The government that took office in 2015 prepared a medium-term strategic framework, entitled Vision 2020: The Good Life in a Green Economy. A cross-cutting theme in *Vision 2020* is poverty reduction, targeting the most vulnerable groups, such as Indigenous peoples and those living in hinterland areas. Expansion of quality education to hinterland areas and the poor would make a significant contribution to poverty reduction.

the priorities were judged to be consistent with the Government of Guyana's strategies over the previous 15 years.<sup>45</sup>

38. The structure of the 2014-2018 ESP is different than previous ESPs; it is based on a systems perspective that identified cross-cutting issues in the sector (e.g., accountability, quality of school facilities), rather than by sub-sectors (such as nursery or primary levels). The rationale was that Guyana had succeeded in expanding access to primary and secondary education, and key constraints to the development of the sector were more generic, related to quality improvement at all levels and challenges to regular delivery of quality education in all parts of the country.<sup>46</sup> Box 3.2 shows the resulting intermediate outcomes, which provide the organizing framework for interventions. The 2014-2018 ESP priorities of increasing learning outcomes for all groups and reducing differences among groups are relevant given the context of Guyana. Both the appraisal report and stakeholders' familiar with the plan note that the plan's intentions were, for the most part, reflective of the key issues facing the education sector at the time.<sup>47</sup> The intermediate outcome areas were also relevant to GPE strategic goals at the time.<sup>48</sup>

39. The ESP met most of the quality standards that were applied during appraisal and in subsequent reviews. According to the Secretariat's internal ESP quality rating for Indicator 16a, the ESP met 5 of the 7 criteria (number 1 on overall

### Box 3.2: Guyana Education Sector 2014-2018 priorities

Guyana Education Sector Plan (ESP) 2014-2018 identifies two overarching priorities or strategic outcomes: increasing learning achievements at all levels of education and for all sub-groups and decreasing differences in learning outcomes between sub-groups, especially between students in coastal and hinterland schools. It further prioritizes at risk and vulnerable children and special education needs children, and stresses the need to bring them to school, help them stay in school, and maximize learning achievements.

Initiatives pursued under the ESP are to achieve six intermediate outcomes:

1. The performance of government departments responsible for implementing ESP priorities is improved
2. An accountability system that creates incentives to improve student learning outcomes is established and functioning
3. The quality of school facilities improves
4. The quality of teaching improves
5. The quality of the curriculum, the availability of teaching and learning materials, and the alignment of materials and the curricula of training programs with the revised curricula improve.
6. Instructional time is increased.

<sup>45</sup> Hamilton, Donald B. "Appraisal of the Cooperative Republic of Guyana Education Sector Plan, 2014-2018", report submitted to the Local Education Group, September 2014, p. 7. As noted in the introduction to the appraisal report, GPE required development partners to submit such a report as part of Guyana's application for GPE funding. As noted on the cover page of the appraisal, however, the report was prepared for the Local Education Group, although such a group did not formally exist throughout the review period.

<sup>46</sup> Ibid, p. 12.

<sup>47</sup> Ibid, p. 13.

<sup>48</sup> The 2012-2015 GPE strategic plan was the document in place at the time of developing the Guyana ESP 2014-2018. The strategic plan is available at: <https://www.globalpartnership.org/content/strategic-plan-2012-2015>. It contained four strategic goals: 1. Access for all; 2. Learning for all; 3. Reaching every child; 4. Building for the future (national systems have capacity and integrity to deliver, support and assess quality education for all).

vision, number 3 holistic, number 4 evidence based, number 6 sensitive to context, number 7 attention to disparities), but failed number 2 (strategic) and number 5 (achievable). Some of the comments on these ratings mirror comments provided in the appraisal report. Additional insights derived from our review of GPE Indicators 16 b, c, and d, which apply quality criteria for the teaching/learning, equity, and efficiency strategies in the plan are reflected in Table 3.1. This table summarizes and updates the strengths and weaknesses of the 2014-2018 ESP.

40. There was limited consultation on the 2014-2018 ESP despite a tradition of broad consultation in Guyana. According to documents reviewed, the processes for developing the last two plans has been consultative (going down to the school level) and stakeholders note that this is a “tradition” in Guyana. The difference between the last two policy cycles centers on who is consulted and how they are consulted. For example, some civil society groups indicated that they were not consulted for the most recent ESP, whereas they had been consulted before. One respondent suggested that this was mainly due to the time available to prepare the 2014-2018 ESP. The Appraisal report also notes that there was a lack of a “structured” approach to consulting CSOs and Development Partners, whereas there had been such an approach in the past. Stakeholder interviews also note that Ministers can influence the extent of consultation that takes place in any given policy cycle.

**Table 3.1** *Strengths and weaknesses of the 2014-2018 ESP*<sup>49</sup>

DIMENSION	STRENGTHS	GAPS/WEAKNESSES
<b>Country-led, participatory and transparent process of ESP development</b>	The process and drafting of the 2014-2018 ESP was country-led (managed by MoE) and reflected national development priorities. that Consultations took place with stakeholders, from nursery, primary, and secondary schools. NGOs focused on Special Education Needs were consulted during the process.	The consultative process was not fully inclusive. It lacked structured engagement of development partners and CSOs. As a result, a few key organizations in the sector reported that they did not have the opportunity to provide input to the 2014-2018 ESP, whereas they had provided input to the 2008-2013 ESP. <sup>50</sup>
<b>Addressing key challenges of the education sector in relation to</b>	The 2014-2018 ESP used available evidence <sup>51</sup> to assess progress and identify strategies to address gaps in equity, efficiency and learning. The ESP has a clear focus on equity, with evidence of the educational disadvantages faced by children	No specific sector analyses were commissioned, although evidence from evaluations is noted. Evidence was not consistently used to explain the choices of interventions and sub-interventions.

<sup>49</sup> Sources: Global Partnership for Education, ESP -TEP data base, 16a – 16 d, 2014-2015; Hamilton, Donald B. “Appraisal of the Cooperative Republic of Guyana Education Sector Plan 2014-2018”, September 2014. Evaluation team’s own assessment of the ESP and stakeholder interviews.

<sup>50</sup> During the 2008-2013 ESP development, there were formal and structured discussions with development partners who were part of the Education Thematic Group (Guyana Education Strategic Plan 2008-2013, Local Donor Appraisal Report). The appraisal of the 2014-2018 ESP notes the lack of more structured approaches to engaging certain stakeholder groups (such as development partners and NGOs).

<sup>51</sup> According to the Appraisal report, types of evidence used included analyses of the sector provided through evaluations of the National Development Strategy 2001-2010 and Poverty Reduction Strategies (2004-2008 and 2009-2012) and a sector level study on Universal Secondary Education in Guyana (2008). It also drew from the findings of project-related documents, including Implementation Completion Report for the EFA -FTI project.

DIMENSION	STRENGTHS	GAPS/WEAKNESSES
<b>equity, efficiency and learning</b>	<p>in the hinterland and it addresses some of the underlying causes of educational disadvantages. Initiatives 4.1 on teacher training and 4.4 on incentivizing teachers in hinterland and 6.2 on flexible school schedules covered some causes.</p>	
	<p>The plan takes a systems perspective and addresses conditions that international experience and research find necessary and sufficient for increasing student learning. Proposed instruments are supported by research evidence and experience in Guyana.<sup>52</sup></p> <p>The main internal efficiency concern in the ESP is “absenteeism”, especially in the hinterland due to rainy season, low water that prevents travel by boat, and weeks when children are needed to help in harvesting crops. A specific initiative (initiative 6.2) in the ESP was to introduce flexible school schedules in some regions or sub-regions.</p> <p>The plan provides a relevant emphasis on nursery education, considered critical to expand chances of success for students, especially in remote areas.</p> <p>The ESP recognizes MoE capacity gaps and appropriately proposes organizational audits of key departments as the first strategic activity.</p>	<p>The structure of the plan – organized by cross-cutting issues—makes it difficult to assess if and how it is addressing challenges in different sub-sectors.</p> <p>The ESP does not encompass all levels of the education system. It does not include tertiary education and does not address non-formal education for addressing youth and adult literacy.</p> <p>The role of the 10 regional governments in the management of education sector is a critical area that was not addressed in the plan.<sup>53</sup></p>
<b>Realistic financing, implementation and monitoring arrangements</b> <b>Achievability</b>	<p>The ESP was based on costing models that were considered satisfactory at the time of appraisal.</p> <p>A results framework and responsibilities for monitoring implementation of the plan were spelled out; quite an extensive section on monitoring and evaluation was included.</p> <p>The ESP clearly identifies risks, including the complexity of the resulting agenda for the MoE, given its capacity constraints. Organizational audits were therefore seen as a useful strategy to help assess capacities of units in the MoE and then scale back implementation as required.</p>	<p>The presentation of costs, according to MoE budget structure, makes it difficult to assess cost-efficiency. Costs are not disaggregated into recurrent and investment costs.</p> <p>The ESP had limited prioritization of initiatives and sub-initiatives proposed to support each intermediate outcome area.</p>

<sup>52</sup> Hamilton, Donald B. Appraisal of the Cooperative Republic of Guyana Education Sector Plan 2014-2018, September 2014, p.17.

<sup>53</sup> Ibid, p. 21 and 62. Evaluation team’s own assessment of the plan concurs with these observations.

DIMENSION	STRENGTHS	GAPS/WEAKNESSES
	<p>The appraisal noted strong prospects for effective implementation of the ESP, given that: a) the choice of interventions was informed by both international research and past experience in Guyana; b) the ESP proposes a strategy for assessing capacities to implement and then refining implementation of the plan to those capacities; and c) there seemed to be broad consensus on priorities.</p>	<p>Donor projects and financing are presented, but not all of the contributions are explained. Not all development partners engaged in the education sector are included in the plan, which is a missed opportunity for better harmonizing and communicating if and how external resources are supporting sector priorities.<sup>54</sup></p> <p>Some ESP targets such as those related to improved achievement levels seemed too ambitious at the time of appraisal.<sup>55</sup></p> <p>Regional government role in implementation and financing of the plan is not discussed.</p>

41. At the time of plan appraisal, there was clear government ownership of the development of the plan.<sup>56</sup> Our consultations suggest that today, at the end of the planning period, many stakeholders, especially outside of the Ministry, have limited awareness of the ESP 2014-2018, and it is not clear if and how the ESP was updated and continues to be a guiding framework for all actors in the education sector. Ownership of the plan is difficult to assess by looking only at the first phase of the policy cycle; it is illustrated by how it is used, implemented and revised throughout the cycle. Units in the MoE clearly provided input to and subsequently used the plan to continue to develop their annual workplans. While changes in the Minister of Education do not affect the overall priority given to education in Guyana, a change does affect relative priorities in the sector and implementation of the sector plan, as further discussed in Section 3.5.

### Did GPE contribute to changes in sector planning?<sup>57</sup>

**Finding 2: During the review period, GPE made modest contributions to sector planning in Guyana.**

42. Evidence from document review and stakeholder interviews shows that GPE has made some modest contributions to sector planning in Guyana.

43. Guyana has a 20-year history of education sector planning; it has prepared five sector plans to date and stakeholders across the MoE seem to value the planning process (at both central and regional

<sup>54</sup> For example, Canada supported a TVET program during the period under review. Since this was part of a regional program, it does not appear in government accounts, yet complements other TVET initiatives (e.g., such as the TVET programs financed by the CDB).

<sup>55</sup> Hamilton, Donald B. "Appraisal of the Cooperative Republic of Guyana Education Sector Plan 2014-2018", September 2014, p. 17.

<sup>56</sup> Ibid, p. 8.

<sup>57</sup> Evaluation question CEQ 1.1.

level). Stakeholders also perceive that while planning systems may be imperfect, they do have planning capacities in place.<sup>58</sup> Stakeholders report that in recent years capacities have been enhanced through training opportunities (from UNESCO's International Institute for Educational Planning, IIEP), increase in staff complement, and increased on-the-job training.

44. In this context, GPE made contributions in at least three ways:

- **Providing resources:** GPE's ESPDG covered the costs of: preparing the assessment of the 2008-2013 plan (as an input to the new ESP); developing the new ESP (including workshops on operational plans at regional level, stakeholder consultations, cost simulation); conducting the appraisal; and disseminating the sector plan. The funding was especially appreciated by MoE because it enabled the contracting of consultants to carry out the cost analysis and develop a financing model; conduct comparative research on factors driving higher learning outcomes, which resulted in a new 'systemic' lens for the ESP; and draft the ESP. These contributions were valued by stakeholders who were more deeply involved in the planning process.<sup>59</sup>
- **Providing guidelines:** The GPE/IIEP guidelines for sector planning, a key reference document for the MoE Planning Unit, provided relevant process and content-related guidance but stakeholders interviewed did not identify specific components that were more or less helpful.
- **Technical assistance and facilitation:** The World Bank, as grant agent and coordinating agency, helped coordinate the ESPDG application, contracting of a consultant to carry out the ESP appraisal, and also provided technical inputs and comments on various drafts of the ESP.

45. Interviews and document reviews suggest that the Secretariat was not as involved in the plan development stage. The appraisal of the plan was viewed positively by stakeholders interviewed in the MoE; it is an important component that lends credibility to the plan. However, the few recommendations made in the appraisal report are not reflected in the publicly-available version of the ESP, so it is not clear if or how those recommendations were taken on board.

46. It is not clear if the prospect of obtaining an implementation grant from GPE provided an additional incentive for the Government of Guyana to develop the ESP 2014-2018. The GPE ESPIG provided a possible incentive to further address gaps in the Early Childhood Education Sector, which were identified during the planning process. There is no evidence of any distorting effect of the ESPIG on the way that ESPs are developed. Respondents in the MoE noted that GPE's allocation to Guyana during the period under review was relatively small (US\$1.7 million) in comparison to earlier funding under the Education for All-Fast Track Initiative. From their perspective, GPE implementation grant requirements are quite demanding in relation to the level of funding that they receive.

## Validity of assumptions

47. The GPE country-level theory of change contained five underlying assumptions related to the contribution claim on sector planning (see Appendix VII). Available evidence indicates that the likelihood of these assumptions holding true in the Guyana context is 'strong' on two and 'moderate' on three. In Guyana, stakeholders had capabilities to improve sector analysis and planning and opportunities to do so,

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<sup>58</sup> The evaluation did not assess the capacity of the planning unit, as that was beyond the scope of this evaluation.

<sup>59</sup> Previous ESPs were funded through education sector projects funded by the IDB. When the IDB projects came to an end, this source of technical assistance was no longer available.



but the external environment and motivation has not been consistently supportive of the ‘collaborative’ aspect in the planning process (with broad stakeholder involvement and cooperation, including among development partners). Available evidence suggests that GPE had modest leverage in Guyana to influence sector planning. The fifth underlying assumption, namely that EMIS and learning assessment and reporting systems would produce relevant and reliable data to inform sector planning, was found to hold only partially true in the context of developing the 2014-2018 sector plan. In 2014 (at the time of appraisal), the main concerns about quality of the data related to the comparability of data on assessments of student achievement and to demographic data (due to the long intervals between the two censuses). Today, the main challenge for external stakeholders, namely development partners, is with regards to accessing up-to-date data for certain sector indicators.

### Additional factors and unintended effects

48. **Positive** factors beyond GPE support that influenced sector planning processes included existing local capacities and commitment to evidence-based sector planning in MoE. UNICEF, which has a permanent presence in Guyana, has also been closely involved in the preparation of the ESP. **Negative** factors included limitations with regard to how civil society and development partners were engaged in sector planning, data gaps in the education sector, and contextual factors, in particular the change in government in 2015. These factors are at least as likely as GPE support to have influenced sector planning.

49. The evaluation did not find evidence of any unintended, positive or negative, effects of GPE financial and non-financial support to sector planning.

### 3.3 Mutual accountability through sector dialogue and monitoring

#### Box 3.3: Assessment of Contribution Claim B.

**Claim:** “GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to mutual accountability for education sector progress.”

**Assessment:** The evaluation found that available evidence **does not support** the GPE contribution claim related to strengthening mutual accountability in the education sector.

**Assessment is based on:** (a) There has been limited progress towards the envisaged result of strengthening sector dialogue and monitoring; (b) The extent to which the four assumptions underlying the contribution claim held true in the Guyana context was rated ‘moderate’ for three, and ‘weak’ for one;<sup>60</sup> (c) Contextual factors that negatively affected progress on sector dialogue and monitoring included the change of government in 2015, the Commission of Inquiry on public education, limited development partner presence in the sector, and limited civil society demand for mutual accountability processes. This overall assessment is discussed below.

Please see Appendix VIII for a visual representation of evaluation findings on the contribution claim related to sector dialogue and monitoring.

#### Have sector dialogue and sector monitoring changed during the period under review?<sup>61</sup>

**Finding 3:** In Guyana, there is currently no mechanism for systematic education sector dialogue and coordination with civil society, the private sector and development partners.

50. GPE promotes sector coordination by encouraging the engagement of development partners, teacher organizations, civil society groups, private sector and other actors in a government-led working group. Referred to as a Local Education Group (LEG), this is envisioned as a collaborative forum for policy dialogue and mutual accountability led by the Ministry of Education.<sup>62</sup> In Guyana, there is no LEG. Donor groups have been in place at different points,<sup>63</sup> but these have not been sustained due to political and contextual factors.

<sup>60</sup> See sub-section on ‘validity of assumptions’ for a discussion of these assumptions.

<sup>61</sup> Evaluation questions CEQ 2.1 and 2.2.

<sup>62</sup> Based on description provided in GPE Results Report 2015/2016, p. 16.

<sup>63</sup> A local donor group composed of UNICEF, UNESCO, World Bank and the IDB endorsed the 2014-2018 ESP on September 14, 2014.

51. During the period 2002-2012, an Education Thematic Group brought together development partners<sup>64</sup> and was intended to meet quarterly under the leadership of the Minister of Education. According to the ESPDG grant application in 2013, the group was actively involved in the development of the ESP 2008-2013 and the application for the Catalytic Fund EFA-FTI.<sup>65</sup> During the implementation of the EFA-FTI program, the group provided oversight and facilitated coordination between the program and other donors (such as Canada) who were supporting teacher training activities.<sup>66</sup> However, a UNESCO report from 2011 reports that in practice, the group did not meet regularly and tended to focus on information sharing rather than policy issues.<sup>67</sup>

52. Since 2012, stakeholders note that a donor group (formerly officially referred to as the Education Thematic Group) in education has been convened sporadically. However, development partners interviewed did not recall the last education donor group meeting. The UN Resident Coordinator office facilitates informal development partner theme groups, but recent meetings have been in health and oil and gas sectors; there are no such groups for the education sector.<sup>68</sup> There are a few possible reasons for this. First, over the past decade, there has been a reduction in the number of development partners in the education sector in Guyana due primarily to shifting domestic priorities. Around 2010, both Canada and the UK (both key donors in the sector at the time) began to shift to regional programs for the Caribbean region and reduce their bilateral assistance for Guyana. As the number of donors declined, the MoE continued to strengthen bilateral relationships with its long-standing partners in the sector, especially the World Bank and UNICEF.

53. As noted in section 2.2, the proposed Education Bill introduced in parliament in 2014 includes the establishment of a National Advisory Committee on Education (NACE)<sup>69</sup> to provide advice to the Minister.<sup>70</sup> During Secretariat missions in 2016 and 2017, the government reiterated its commitment to establish the committee and expand its membership to include CSOs and the small number of development partners in the education sector. However, the legislation has not been enacted and the NACE has yet to be created. As noted in the Appraisal report of the ESP 2014-2018, the NACE along with community engagements/parent teacher associations (PTAs) were supposed to be key pillars of the MoE's

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<sup>64</sup> Development partners included: UNICEF, UNESCO, World Bank, IDB, Canadian International Development Agency (CIDA), Pan American Health Organization (PAHO), Organization of American States (OAS), and Voluntary Services Overseas (VSO) Guyana, among others. (Source: GPE ESPDG Grant Application for Guyana).

<sup>65</sup> As reported in GPE ESPDG Application for Guyana.

<sup>66</sup> World Bank, "Implementation Completion and Results Report", (TF-053679), June 2013, p.5.

<sup>67</sup> Riddell, Abby "Donors and capacity development in Guyana and Bangladesh", UNESCO, 2011, p.36. Available at: <http://unesdoc.unesco.org/images/0019/001922/192251e.pdf> .

<sup>68</sup> Some references suggest that coordination has not been as difficult in the health sector, where there have been sector-wide approaches and well-functioning interagency coordination committees over the past 20 years. These references include Riddell 2011 UNESCO report "Donors and capacity development in Guyana and Bangladesh" and NORAD 2004 study "Alleviating System Wide Barriers to Immunization", p.7.

<sup>69</sup> According to interviews, such a committee, which included former educators in their current capacity as private citizens, existed in the past. A review of Chapter 39 of the current education bill confirms that a national council has been included in the legislation since 1998, although its composition is not clear. See Guyana Education Act L.R.O. 3/1998, available at: <http://www.unesco.org/education/edurights/media/docs/b21a421586b7c3dfb317764cc8cc92fdb4964d04.pdf> .

<sup>70</sup> Composition described in stakeholder interviews and in GPE, Mission Summary Report, February 15-19, 2016.

accountability to stakeholders, however progress in enhancing both of these mechanisms has been slower than anticipated.

54. The private sector has not been consistently engaged in the education policy cycle. The private sector is represented by a Private Sector Commission, which in principle facilitates government consultation with the private sector. The Commission brings together 23 associations in the private sector and individual corporate members, representing the interests of both large manufacturers and SMEs. The commission considers itself a go-to entity for government consultation on policy issues. Although the private sector is concerned with the quality of basic education, its formal engagement with the education sector has been limited to direct engagement with those institutions focused on TVET (including the Council for Technical and Vocational Education and Training) and tertiary level education (University of Guyana). It has not been consulted as part of the national sector planning process.

55. Civil society organizations appear to have little opportunity to contribute to policy or strategic decisions in the education sector. As noted in the appraisal report for the 2014-2018 ESP, the “operational mechanisms for civil society participation are not formalized except for bilateral agreements on specific programs.”<sup>71</sup> This was confirmed in our interviews with CSOs who note that they have a strong relationship with the MoE and that the Ministry is as responsive as it can be (subject to resource constraints) on specific programming needs. Yet there is no forum for discussing strategic policy issues. CSOs articulate the desire and need for more engagement with MoE on policy issues (as opposed to operational programming matters).

56. In addition, civil society has not been effective in creating sustained demand for greater mutual accountability in the education sector. Unlike in the private sector, there is no national coalition of civil society organizations, and no coalition focused on education, as there is in other countries in Latin America and the Caribbean.<sup>72</sup> Organizations do collaborate on concrete projects or initiatives (for example, Adult Education Association of Guyana together with the Guyana Responsible Parenthood Association). Respondents also note that a broader set of organizations may come together for issue-focused advocacy – for example, the recent proposal (government’s 2018 budget announcement) to introduce a 14 percent value added tax (VAT) on private school fees.<sup>73</sup> CSOs in the special education needs sector noted that the lack of an organized network affected their ability to place demands on the State with regard to a more holistic policy for special needs education.

57. Dialogue with the teachers’ union takes place during regular meetings (on a monthly basis, according to one respondent). More recently, as noted below, the Guyana Teachers Union has been invited to the MoE quarterly monitoring meetings with the Regional Education Officers. This is considered a positive development in terms of sector dialogue.

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<sup>71</sup> Hamilton, Donald B. “Appraisal of the Cooperative Republic of Guyana Education Sector Plan 2014-2018”, September 2014, p.24.

<sup>72</sup> Five countries in Latin America and Caribbean region receive funding from the GPE Civil Society Engagement Fund and are supported by an organization called CLADE.

<sup>73</sup> Guyana Chronicle – The Nations Paper “VAT removed from private education”, November 8, 2017. Available at: <http://guyanachronicle.com/2017/11/28/vat-removed-from-private-education> .

**Finding 4: There are no regular Joint Sector Reviews or similar multi-stakeholder mechanisms in place in Guyana. Sector monitoring of the ESP has been, for the most part, carried out internally within the government.**

58. Joint Sector Reviews (JSR) have not been a tradition in Guyana and no JSR took place during the implementation of the ESP 2014-2018. Stakeholders reported that there were inter-ministerial reviews of the education sector, but these do not tend to go beyond Ministry of Finance, Ministry of Education, and perhaps the Ministry of Communities.<sup>74</sup> Respondents note that different Ministers of Education put emphasis on different types of processes. Thus, under one minister a few years back there was a formal mid-point review of the national plan in place at the time. Other ministers have preferred consultation processes, and placed greater emphasis on the lead-up to the formulation of a new ESP.

59. In 2016, the new government established the Commission of Inquiry to gather school-level perspectives from teachers, parents and community leaders on the strengths and weaknesses of the education system. The Commission's report was presented to the government in 2017. During this policy cycle, therefore, the Commission of Inquiry may have displaced the potential for a joint sector review approach that is based on principles of mutual accountability.

60. Other types of monitoring do occur in the education sector but are usually internal to the MoE and do not consist of comprehensive or multi-stakeholder annual reviews. According to the ESP, monitoring is organized into routine monitoring, annual reviews, and mid-term reviews. Stakeholder consultations confirm that there is an established yearly review cycle for the education system. At the end of each Q1 the Regional Education Officers must assess the implementation of the plan over the past year. (And, as noted below, the regions come together to meet and present to each other and the central ministry.) Every quarter the regions are required to submit data on progress (routine monitoring) in the Ministry's management information system (known as NEWDEA data management system). The MoE Planning Unit has prepared two internal monitoring reports on the ESP that consolidate data from NEWDEA and add qualitative analysis, one for 2016 and one for 2017.<sup>75</sup> These reports are shared with the Ministry of Finance. As far as the evaluation team is aware, these reports have not yet been shared with external partners.

61. The MoE has several internal fora for monitoring sector progress and began to expand at least one of these during the period under review. Education sector monitoring takes place regularly in the context of the Education System Committee, which has existed for more than a decade. The Chief Executive Officer (CEO) chairs the Education System Committee, which is composed of all the main programming units in the MoE. The Planning Unit participates as required.<sup>76</sup> The Chief Education Officer of the MoE also convenes quarterly meetings of the 11 Regional Education Officers (REDOS) in order to assess progress. Each region presents progress and challenges with respect to the implementation of its operational plan. In 2018, the MoE expanded participation in these meetings to include the Schools

<sup>74</sup> For example, there are bi-annual review meetings between MOF officials and education officials to review spending and ascertain results, if any. (GPE, DCP Constituency Meeting on Domestic Finance, June 10, 2016, presentation by MoE Guyana).

<sup>75</sup> The 2017 report introduced several improvements based on the first monitoring report, but it could not be shared because it was still in draft form at the time of the evaluation mission.

<sup>76</sup> This committee is cited in Riddell, Abby "Donors and capacity development in Guyana and Bangladesh", UNESCO, 2011, p.32.

Welfare Officer, UNICEF, and the Guyana Teachers Union. Both MoE and external stakeholders' comment that the expansion of this group is a positive development that brings a greater sense of coordination, collaboration, and cooperation among stakeholders in the sector. This forum provides a promising mechanism for building mutual accountability.

62. As a result of these circumstances, the ESP 2014-2018 remained an internal government document, updated as required due to operational and political shifts, but without multi-stakeholder participation. Stakeholders outside of the MoE have limited knowledge about the ESP and its implementation progress. Nonetheless, citizens of Guyana can access the ESP on the MoE website and can check on performance for select education sector indicators in the government's budget estimates.

### Did GPE contribute to changes in sector dialogue and monitoring?

**Finding 5: GPE advocacy efforts and grant requirements have had no visible influence on strengthening sector dialogue or monitoring mechanisms in Guyana.**

63. Since 2014, and as evident in Secretariat mission reports,<sup>77</sup> GPE has engaged partners in Guyana in discussions about GPE principles and expectations with regard to the education sector, as espoused in the GPE Charter. These discussions have centered on the promotion of:

- **A Local Education Group:** The MoE, the Secretariat, and other partners expected that the National Advisory Committee on Education (NACE) would be established during this policy cycle, but this has not occurred as noted above. Secretariat mission reports and consultations for this evaluation suggest that the NACE could potentially be expanded to ensure that civil society and development partners are included<sup>78</sup> and would thus be considered the equivalent of a LEG, providing a forum for conducting annual performance reviews and mid-term reviews.
- **Conditions for greater participation of civil society in education sector policy discussions:** The Secretariat and the World Bank have met with NGOs engaged in service delivery in the education sector during country missions. The Secretariat has made introductions and facilitated contact between the *Campaña Latinoamericana por el derecho a la Educación* (CLADE) and these NGOs in Guyana in order to identify the potential for establishing an NGO coalition. CLADE supports coalitions in Latin America with support from GPE's Civil Society Education Fund (CSEF). At the time, CLADE did not have any established focal points in Guyana or in the English-speaking Caribbean. Although the NGOs in Guyana expressed interest in greater collaboration, these organizations did not follow up on the initial meetings.
- **A joint sector review process for the ESP 2014-2018:** The mission summary report from September 2016 notes that the MoE indicated its intention to conduct a mid-term review (MTR) of the ESP in early 2017. The joint mission of the Secretariat and World Bank encouraged the MoE to apply for new funding, through the ESPDG mechanism, to support education sector analysis to contribute to

<sup>77</sup> Evidence of dialogue on these issues is found in Mission Reports from February 15-19, 2016 and September 12-17, 2016.

<sup>78</sup> The expansion would be subject to approval by the Minister.

the MTR.<sup>79</sup> MoE did not follow-through with the application at the time and, in the end, there was no formal ESP joint sector review process during this policy cycle.

64. Despite GPE advocacy efforts, there is no evidence of shifts in sector dialogue and monitoring during the 2014-2018 period. In addition, the GPE Coordinating Agency (World Bank) is also the Grant Agent for the ESPIG. Given the limited number of development partners with physical presence in Guyana, the World Bank has regularly engaged each of the main partners (UNICEF, UNESCO) on a bilateral basis and has convened joint meetings as required. The GPE Secretariat has proposed other actors to take on the Coordinating Agency role (e.g., UNICEF), but this change did not materialize during the period under review. Government actors note that for practical reasons, given the small number of development partners, it was convenient to have the World Bank play both roles. Similarly, neither the WB nor UNICEF have advocated for UNICEF taking over the CA role, indicating that the current arrangement works well for these key actors. However, while splitting the GA and CA roles between different actors would not automatically have resulted in stronger mechanisms for mutual accountability, it could have contributed to related progress by better reflecting the GPE's core idea of a partnership with shared responsibilities.

### Validity of assumptions

65. The GPE country-level theory of change contained four underlying assumptions related to the contribution claim on sector dialogue and monitoring (see Appendix VII). Available evidence indicates that the likelihood of these assumptions holding true in Guyana context is 'weak' on one and 'moderate' on three. Available evidence suggests that the GPE did not have sufficient leverage in Guyana to positively influence LEG existence and functioning during this period of time. On the other hand, country level stakeholders to some extent have the capabilities to do the monitoring and the opportunities (including resources) to work together to solve education sector issues. There was also modest evidence of motivation to do so during the period under review. Joint sector reviews have not been institutionalized as part of the policy cycle. For instance, the Annual Budget Estimate now reports on program performance statements under the Ministry of Education, segregated by policy development and administration, training and development, nursery education, primary education, secondary education, post-secondary/ tertiary education, cultural preservation and conservation, youth, and sports.

66. There was also modest evidence of motivation to do so during the period under review. Joint sector reviews have not been institutionalized as part of the policy cycle. For instance, the Annual Budget Estimate now includes indicators on program performance statements under the Ministry of Education, segregated by policy development and administration, training and development, nursery education, primary education, secondary education, post-secondary/ tertiary education, cultural preservation and conservation, youth, and sports. The Annual Budget Estimate 2018 reports on indicator values for 2017, and the targets for 2018. This is a positive development with regards to increasing public access to data on educational achievements.

### Additional factors and unintended effects

67. **Positive** factors beyond GPE support that influenced sector monitoring processes are existing local capacities and experience with monitoring and recent efforts to expand participation in quarterly meetings of the Regional Education Officers. **Negative** factors are related to the new government's

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<sup>79</sup> D. Kanazawa, GPE, Mission of the GPE Secretariat to Guyana, Mission Summary Report, September 12-17, 2016.

creation of a Commission of Inquiry, which drew the attention of stakeholders and displaced joint sector review. Given the limited number of development partners in the education sector, it appears to be easier to engage them bilaterally, and there is no demand for a more formalized structure. This is compounded by the fact that civil society organizations are not organized in such a way that puts demands for greater mutual accountability.

68. The evaluation did not find evidence of any unintended, positive or negative, effects of GPE financial and non-financial support for inclusive sector planning and joint monitoring.



### 3.4 Education sector financing <sup>80</sup>

#### Box 3.4: Assessment of Contribution Claim C.

**Claim:** “GPE advocacy and funding requirements contribute to more and better financing for education in the country.”

**Assessment:** The evaluation found that available evidence **does not support** the GPE contribution claims related to strengthening more and better domestic financing or more and better international financing.

**Assessment is based on:** (a) Overall domestic financing for education in Guyana appears to have stabilized at about 20 percent of public expenditures annually; overall ODA and ODA to education declined during the review period; the GPE financial contribution to the implementation of the ESP was small, and there was no detectable influence on the funding modalities of the education sector in Guyana; (b) available evidence indicates that the likelihood of the two assumptions underlying the contribution claim holding true in the Guyana context is weak (see Appendix VII); (c) contextual factors that are likely to have affected the amounts and quality of international and domestic sector financing include the shift, among some development partners, to regional programming, and the government’s continued commitment to finance the education sector.

This overall assessment is discussed in the following findings.

Please see Appendix VIII for a visual representation of evaluation findings on GPE contributions to sector financing.

#### How has education sector financing changed during the review period?

**Finding 1:** In 2014-2016, domestic financing for education in Guyana consistently reached 20 percent of total public expenditure, an improvement from previous years.

69. According to the data provided by the MoE, total public expenditure for 2016 (recurrent and capital, excluding debt service) was G\$214,258 million. In the same period, public expenditure on education (recurrent and capital) was G\$43,280 million.<sup>81</sup>

70. According to data provided by Guyana as part of the GPE replenishment (2017), actual public recurrent and capital education expenditure as a percentage of total public expenditures in Guyana was approximately 20 percent for 2014-2016 (see Figure 3.1).<sup>82</sup> The 20 percent figure corresponds to the Incheon Declaration for Education 2030, which sets a target of public spending on education to at least 4 to 6 percent of Gross Domestic Product and/or at least 15 to 20 percent of total public expenditures.<sup>83</sup>

<sup>80</sup> This section addresses evaluation question CEQ 1.4 (How has GPE contributed to leveraging additional education sector financing and improving the quality of financing?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

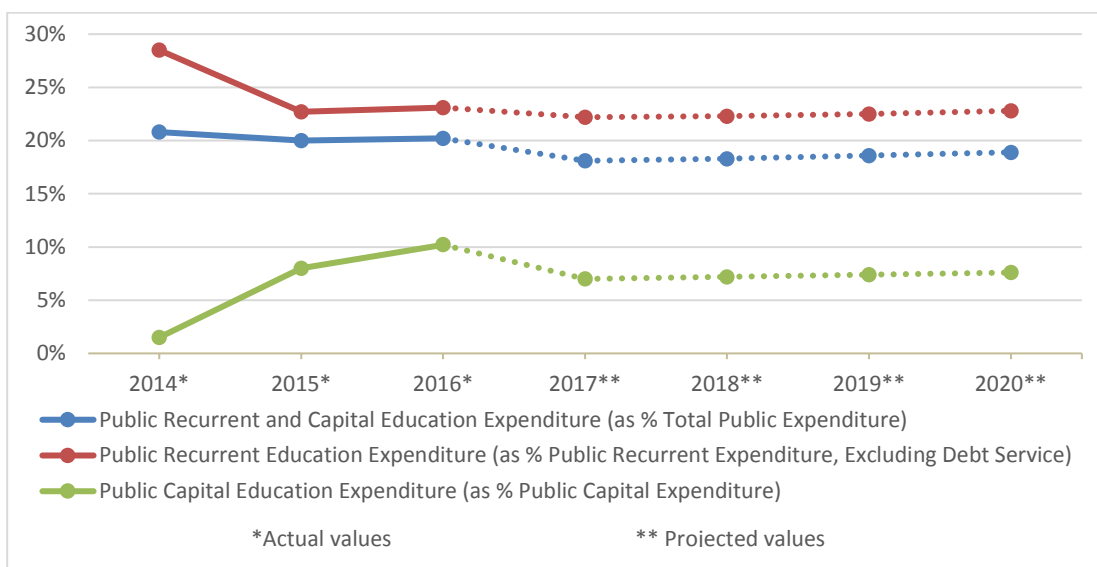
<sup>81</sup> The evaluation team understands the figures in this section to represent government expenditure on education in constant US\$ or G\$ (adjusted for inflation).

<sup>82</sup> The UNESCO Institute for Statistics (UIS) sources data from the MoE and provides the same figures for the corresponding period. The evaluation understands that the data does not include debt services.

<sup>83</sup> Education 2030 Incheon Declaration and Framework for Action. Available at: <http://unesdoc.unesco.org/images/0024/002456/245656e.pdf> .

71. In absolute terms, actual expenditure on education increased from G\$37,156 million in 2014 to G\$43,280 million in 2016, while in relative terms it declined somewhat. This reduction in education's share of the budget is explained by a disproportionate increase in public expenditure, from G\$178,507 million in 2014 to G\$214,258 million in 2016. Expenditure on education is projected to decrease marginally in 2017, before continuing to rise moderately in actual values and as a percentage of total public expenditure.

**Figure 3.1** Guyana public expenditure on education, actual and targets from 2014-2020<sup>84</sup>



72. Based on the figure above and two other sources of data, education expenditure in Guyana has increased from the period prior to 2014.<sup>85</sup> The ESP 2014-2018 indicates that education expenditure as a percentage of the national budget was about 15-16 percent in the years 2009-2012, and UIS data indicate that government expenditure on education as a percentage of total government expenditure ranged from 10 to 18 percent of total government expenditure in 2000-2012.<sup>86</sup> Although direct comparisons in data are not possible,<sup>87</sup> education expenditure in Guyana appears to have stabilized and remained close to the 20 percent target considered by the GPE.<sup>88</sup>

73. According to estimates in the ESP 2014-2018, there was expected to be a funding gap of about 10 percent relative to the estimated cost of the ESP 2014-2018 (Figure 3.2). The appraisal of the ESP 2014-

<sup>84</sup> Data submitted by Guyana to the GPE Secretariat as part of the replenishment process.

<sup>85</sup> The evaluation team understands that the figures represent government expenditure in constant G\$ (adjusted for inflation).

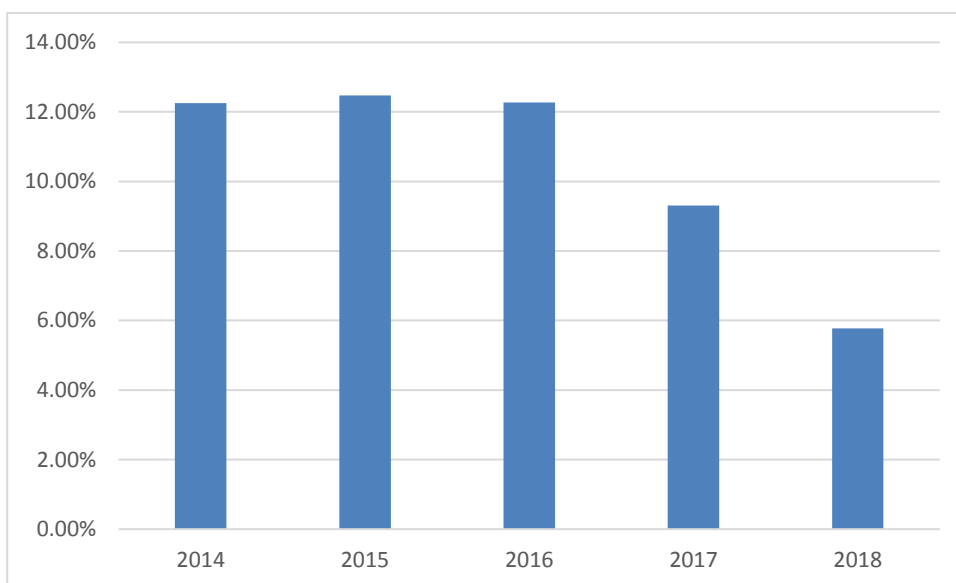
<sup>86</sup> UNESCO assesses "total general (local, regional and central) government expenditure on education (current, capital, and transfers), expressed as a percentage of total general government expenditure on all sectors (including health, education, social services, etc.). It includes expenditure funded by transfers from international sources to government." See: <http://data.uis.unesco.org>.

<sup>87</sup> Given the variability in figures available from different sources, further analysis was not undertaken on this data.

<sup>88</sup> Data are not available for education expenditures by subsectors.

2018 found this gap to be acceptable.<sup>89</sup> From the data made available to the evaluation team, it appears that domestic financing has been higher than projected during the ESP 2014-2018 period. In the absence of a formal mid-term review, however, it is not possible to ascertain whether this affected the financing gap for ESP implementation.

**Figure 3.2** Projected financing gap as a percentage of the ESP budget 2014-2018



Source: ESP 2014-2018

**Finding 2:** Overall ODA for Guyana has declined and education aid has fluctuated, as many bilateral partners have begun to provide regional rather than country-specific support. While new development partners have emerged, their support to the education sector has been variable and modest.

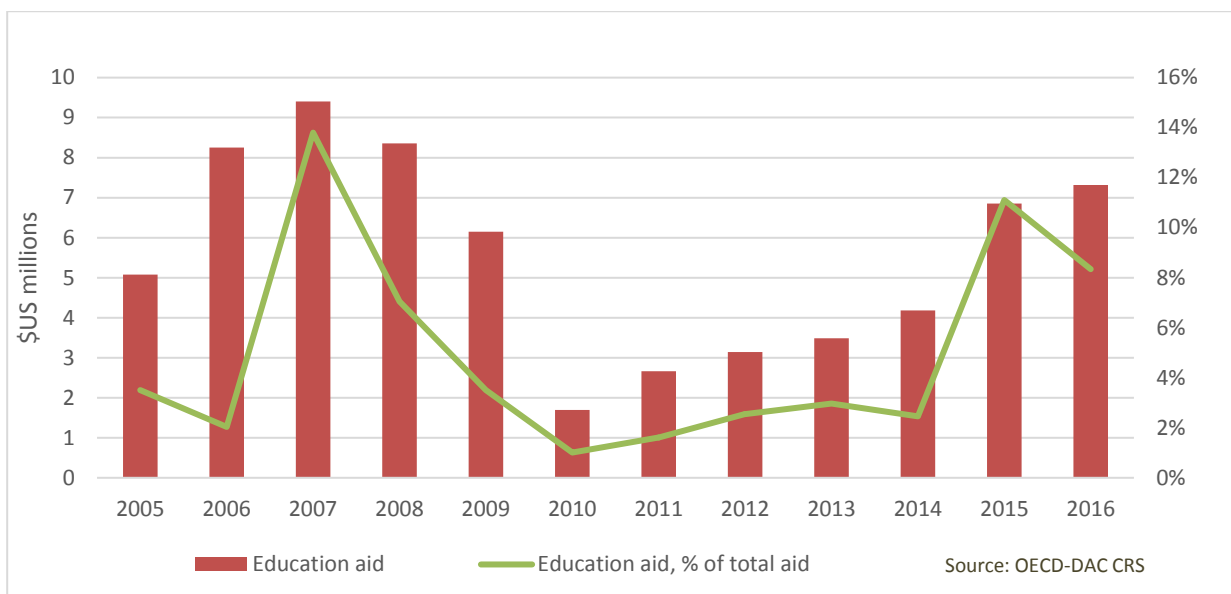
74. According to OECD data, the total aid available to Guyana has been variable in recent years and has decreased significantly – from approximately US\$405 million in 2006 to US\$88 million in 2016.<sup>90</sup>

75. Both the overall share of education as a percentage of total aid and absolute education aid have undergone high fluctuations (Figure 3.3). Overall, after a decline from 2007 to 2009, non-GPE aid to education increased year-on-year from 2010 to 2016, both in absolute amounts (up to US\$7m in 2016), and as a share of total aid (up to 12 percent in 2015). Recent ODA increases in 2014-2016 were in particular supported by the beginning of disbursements under the World Bank’s Secondary Education Improvement Project (SEIP, 2014-2020).

<sup>89</sup> Hamilton, Donald B. “Appraisal of the Cooperative Republic of Guyana Education Sector Plan, 2014-2018”, report submitted to the Local Education group, September 2014.

<sup>90</sup> OECD data does not include the GPE and FTI-EFA grants received by Guyana.

**Figure 3.3 Trends in total aid and education aid in Guyana (US\$ million)**



76. The long-term fluctuation in education aid to Guyana is underpinned by two factors. First, many traditional bilateral partners have shifted to a regional programming (Caribbean) rather than a bilateral programming approach. For example, while Canada was a leading donor to Guyana in education when the Canadian International Development Agency (CIDA) financed the Guyana Basic Education Teacher Training (GBET) project until about 2012, its current development priorities focus on the Caribbean region as a whole and its support to Guyana is delivered through regional projects that are implemented by Executing Agencies.<sup>91</sup> According to MoF and development partners, the programming, and hence the funding provided through regional programs is not currently reflected in ODA to Guyana. The shift in donor landscape is illustrated by the fact that the top five bilateral donors' contributions to education in Guyana declined drastically from 85 percent in 2005 to 9 percent in 2015 (Table 3.2). The evaluation team did not identify any bilateral partner regional projects that focused on primary education. Second, donor

<sup>91</sup> For instance, Global Affairs Canada is currently supporting the Caribbean Education for Employment (C-EFE), an eight-year project (2011-2019) focused on strengthening TVET in the CARICOM. The UK's Department for International Development (DFID) was the other leading partner in the education sector and funded the Guyana Education Access Programme (GEAP) from 1998 until early 2007. DFID currently has an ongoing project focusing on forest governance, markets and climate. Other DFID projects focus on the Caribbean region, rather than being specific to Guyana. Sources: Website of the Government of Canada (available at: [http://international.gc.ca/world-monde/issues\\_development-enjeux\\_developpement/priorities-priorites/where-ou/caribbean-caraibes.aspx?lang=eng](http://international.gc.ca/world-monde/issues_development-enjeux_developpement/priorities-priorites/where-ou/caribbean-caraibes.aspx?lang=eng)), website of the UK Government (DFID Caribbean) (available at: <https://www.gov.uk/world/organisations/dfid-caribbean>), website of Colleges and Institutes Canada (available at: <https://www.collegesinstitutes.ca/what-we-do/international/education-for-employment/caribbean-community-and-common-market-caricom/>), Riddell, Abby "Donors and capacity development in Guyana and Bangladesh", UNESCO, 2011.

aid appears to have been affected by Guyana's shift in 2016<sup>92</sup> to an upper middle-income country in the World Bank Country and Lending Groups.<sup>93</sup> A major development partner noted that the country now has more challenges in attracting donors, although the support is still required in light of the high level of disparities among regions. The multilateral development banks have also generally reduced support for education in Guyana. The World Bank has somewhat mitigated this gap, as it had three active projects in Guyana during the review period.<sup>94</sup>

**Table 3.2** Guyana, percentage of total education aid per donor

	2005	2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
Canada	48%	80%	63%	94%	16%	36%	19%	7%	6%	3%	0%
UK	29%	9%	10%	3%	2%	0%	2%	4%	2%	2%	6%
France	7%	3%	4%	0%	0%	0%	0%	0%	4%	5%	2%
Germany	1%	0%	1%	1%	1%	4%	2%	2%	1%	0%	0%
New Zealand	0%	1%	0%	1%	1%	3%	0%	0%	0%	0%	1%
Combined top 5 donors	85%	93%	77%	98%	20%	43%	23%	13%	13%	10%	9%
All Development Assistance Committee (DAC) members	86%	93%	99%	100%	22%	98%	70%	62%	38%	34%	31%
All multilaterals	14%	7%	1%	0%	78%	2%	30%	38%	62%	66%	69%

Source: OECD-DAC CRS

Guyana has also seen the emergence of new development partners such as India and China, whose investments have focused primarily on areas such as infrastructure, particularly since the 2017 discovery of offshore oil in Guyana.<sup>95</sup> At the time of the evaluation, education support provided by emerging partners was episodic and there did not appear to be any long-term strategies or programs. The evaluation team found reference to a 2017 grant of \$51 million Guyana dollars (US\$250,000) made by

<sup>92</sup> Guyana Times "Guyana's upper middle-income status brings new challenges – says Greenidge", April 10, 2017. Available at: <https://guyanatimesgy.com/guyanas-upper-middle-income-status-brings-new-challenges-says-greenidge/>.

<sup>93</sup> World Bank Country and Lending Groups 2018. Available at: <https://datahelpdesk.worldbank.org/knowledgebase/articles/906519-world-bank-country-and-lending-groups>.

<sup>94</sup> The following World Bank projects were active in Guyana in 2013-2018: Guyana - Improving Teacher Education Project (GITEP) a US\$4.20 million project (2010-2015); Secondary Education Improvement Project (SEIP) a US\$10 million project (2014-2020); Guyana Education Sector Improvement Project (GESIP) a US\$13.3 million project (2017-2023). Other banks, however, have been less active in the review period.

<sup>95</sup> In 2017 Exxon Mobil and Hess confirmed the discovery of oil in the seafloor in quantities that may make Guyana one of the large oil producers. The exports are likely to begin in 2020. Source: New York Times, Krauss, C. "With a Major Oil Discovery, Guyana Is posed to Become a Top Producer", January 13, 2017. Available at: <https://www.nytimes.com/2017/01/13/business/energy-environment/major-oil-find-guyana-exxon-mobile-hess.html>.

China to the MoE for upgrading the science laboratories at the Cyril Potter College of Education (CPCE).<sup>96</sup> However, no other grants to the education sector were reported.

### How has GPE contributed to leveraging additional education sector financing and improving the quality of financing?

**Finding 3: GPE's advocacy did not have a detectable impact during the review period on the amount of domestic education financing. GPE had a limited effect in contributing to the amount or quality of external education sector funding.**

77. One of GPE's objectives is for countries to invest 20 percent of domestic resources in education or show progress toward that threshold. There is evidence that this target was achieved in Guyana during the review period years for which data on actual expenditure are available.

78. In other countries, GPE promotes the 20 percent target through visits of Secretariat country leads, global GPE events, and support to domestic civil society. Stakeholders in Guyana, however, did not explicitly emphasize the role of GPE in advocacy for the target. Indeed, many stakeholders outside of the MoE were not aware of GPE and its activities in the country or at the global level. To date, no Civil Society Education Fund (CSEF) or GPE Multiplier grants have been provided to Guyana, which are two tools that GPE could use to help advocate for and catalyze more and better financing for education.

79. GPE's overall contribution to education sector financing has been small and thus on its own, it has not made a significant contribution to external funding for the education sector in Guyana. It contributed US\$1.7 million through the ESPIG 2015-2018, which was about 0.16 percent of the cost of ESP implementation and 9.3 percent<sup>97</sup> of total commitments made by development partners towards the ESP 2014-2018 (Figure 3.4). Further, according to the ESPIG application,<sup>98</sup> GPE support constitutes 1.7 percent of the total funding for the basic/ primary education sub-sector.<sup>99</sup>

<sup>96</sup> Stabroek News "Cyril Potter College for \$51m upgrade from China", November 23, 2017. Available at: <https://www.stabroeknews.com/2017/news/stories/11/23/cyril-potter-college-for-51m-upgrade-from-china/>.

<sup>97</sup> Program Implementation Grant Application.

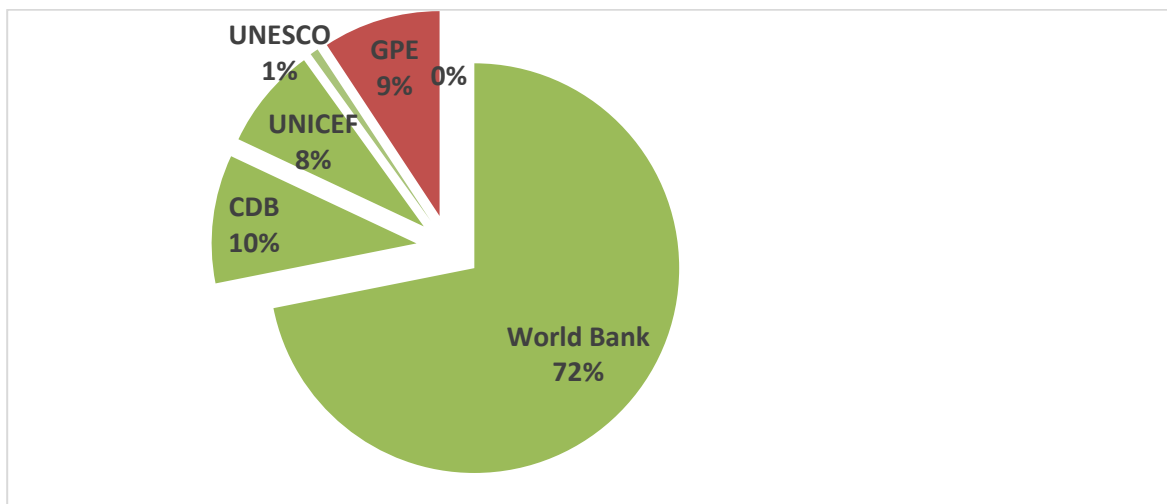
<sup>98</sup> Program Implementation Grant Application, p. 7.

<sup>99</sup> The 2014-2018 ESP [page 81, Table 3.2] identifies commitments of development partners to the education sector. This recognizes the World Bank as a major contributor to the education sector, through the GITEP and the Secondary Education Improvement Project (SEIP). GITEP was a US\$4.20 million project that ran between 2010-2015, while SEIP is a US\$10 million project for 2014-2020. These data do not include the Guyana Education Sector Improvement Project (GESIP) of the World Bank. This US\$13.3 million project was approved in April 2017 and concludes in April 2023. The project objectives are "(i) improve teaching practices and student achievement in mathematics at the primary level in selected schools; and (ii) strengthen the teaching capacity and improve the learning environment of the University of Guyana (UG) faculty of health sciences (FHS)". Through the support provided through the GITEP, SEIP, and GESIP, the World Bank remains a major partner for the education sector. Guyana remains an IDA country in the World Bank Country and Lending Groups; these projects were financed by the IDA. Sources: The World Bank "Implementation Completion and Results Report on a Grant to the Co-operative Republic of Guyana for the EFA-FTI Project", June 2013 (<http://documents.worldbank.org/curated/en/831951467996681921/pdf/ICR3389-ICR-P110018-PUBLIC-Box394828B.pdf>), World Bank websites (<http://projects.worldbank.org/P147924?lang=en> and <http://projects.worldbank.org/P159519/?lang=en&tab=overview>).

80. GPE had limited effect on the quality of external funding for education. The GECEP was financed by the GPE and managed by the World Bank as the grant agent. With other development partners not involved, harmonization was not directly in evidence, although the MoE notes that great care was taken to harmonize the focus and content of the GECEP project financed by GPE with the activities being financed by UNICEF in early childhood education. GPE Results Framework indicator 30 rates the 2015-2018 ESPIG as “stand-alone”, i.e., the least harmonized modality (relative to a co-funded project or a pooled donor fund). On indicator 29, the ESPIG aligned with only 1 of the 10 elements of alignment and harmonization, namely: “1.1 Is the GPE funded program aligned with the Education Sector Plan?” The Indicator 29 data is analyzed on the basis of active ESPIG; the application for the ESPIG includes a section on alignment with the sectoral priorities laid out in the ESP but does not provide details about its potential impact on domestic sector financing.

81. With few development partners supporting the education sector in Guyana, there was no sector-wide pooled funding mechanism, nor did interviews reveal any plans to set one up. While development partners indicate familiarity and strong working relationships with one another, support to the education sector was not delivered through a widely considered or designed approach.

**Figure 3.4** *GPE and Development Partners’ Commitments between 2014-2018 (as % of total commitments of development partners to ESP 2014-2018)*



Source: ESP 2014-2018

### Validity of Assumptions

82. The evaluation found that there is weak support for the two underlying assumptions: i) that GPE had sufficient leverage to influence the amount of and the quality of domestic and international education sector financing in Guyana, and, ii) that external (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.

83. This is based on the following reasoning: development partners that are currently providing most of the education sector financing (e.g., WB) are not expected to increase their own contributions.<sup>100</sup> New and other partners do not have targeted support for the education sector. Domestic financing for the education sector is already at 20 percent of national expenditure and not highly likely to increase further by much (especially owing to new oil discovery, infrastructure is likely to be the focus of development, potentially leading to a decline in the share for education). The evaluation found no evidence of factors that may permit the actors to increase or improve sector financing.

### Additional factors and unintended effects

84. **Positive** factors beyond GPE support that have influenced sector financing are the continued commitment of the government towards education sector financing.

85. **Negative** factors beyond GPE support that have influenced sector financing are, first, the changing landscape of donor financing where overall support is decreasing and focus areas are shifting. Although new donors have emerged (such as China) for the education sector, their support has been fragmented and limited. Second, the change in Guyana's status to an upper middle-income country, and the recent discovery of oil are likely to remain challenges in attracting additional donor financing.

86. The evaluation did not find evidence of any unintended, positive or negative, effects of GPE financial and non-financial support to sector planning. In particular, the evaluation found no evidence that GPE crowded out either domestic or international financing from basic education. The World Bank has continued to be a partner, and there are no signs that the government has reduced its spending on basic education in response to GPE funding.

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<sup>100</sup>On the other hand, GPE has recently announced that Guyana is eligible to receive US\$ 5 million in multiplier fund support, in addition to ESPIG funding. CDB expressed initial interest in partnering for the multiplier. Thus, the multiplier fund may help to leverage additional financing for the education system.



### 3.5 Sector plan implementation<sup>101</sup>

#### Box 3.5: Assessment of Contribution Claim D.

**Claim:** “GPE (financial and non-financial) support and influence contribute to the effective and efficient implementation of sector plans.”

**Assessment:** The evaluation found that available evidence **partially supports** the GPE contribution claim related to strengthening education sector plan implementation.

**Assessment is based on:** (a) There is insufficient information to gauge the overall state of implementation of the ESP 2014-2018, however the ESP 2014-2018 was partially implemented through a small GPE implementation grant; (b) Available evidence indicates that the likelihood of the six assumptions underlying the contribution claim holding true in Guyana is ‘moderate’ for three and ‘weak’ for one. There is insufficient data on one of the underlying assumptions;<sup>102</sup> (c) Other factors in the context, such as the Commission of Inquiry and shifts in government priorities influenced ESP implementation and the potential for formal joint sector reviews that would provide updates to stakeholders on the state of implementation of the Plan’s six strategic outcome areas.

This overall assessment is discussed in the following paragraphs.

Please see Appendix VIII for a visual representation of evaluation findings on the contribution claim related to sector plan implementation.

**Finding 4: In Guyana, there is an incomplete picture of implementation progress for the 2014-2018 ESP. Available information suggests areas of progress, but also recurring hurdles to implementation.**

87. In the absence of a Joint Sector Review or any other type of systematic mid-term review or annual performance reports, it is difficult to ascertain progress in implementing the initiatives under the ESP 2014-2018. Although the Ministry of Finance did publish certain sector indicators in the 2018 Budget Estimates, there is no publicly available report that provides a clear statement on progress across all ESP outcomes and initiatives.<sup>103</sup>

88. Stakeholders report that there has been progress with respect to strategic initiatives related to teacher training, quality of teaching and learning materials in nursery education sector (supported through the ESPIG and described below), and increasing instructional time, especially in the hinterland areas. They also note that the MoE commitment to implement workplans at sub-sector level (e.g., Nursery Action Plan) and regional operational plans has supported implementation. Overall, however,

<sup>101</sup> This section addresses evaluation questions CEQ 1.2 (What have been strengths and weaknesses of sector plan implementation during the period under review?), 1.3 (How has GPE contributed to the observed characteristics of sector planning and sector plan implementation?) and CEQ 3 (What factors other than GPE support can explain observed changes (or lack thereof) in sector plan development, plan implementation, sector dialogue and monitoring?).

<sup>102</sup> See sub-section on ‘validity of assumptions’ for a discussion of these assumptions.

<sup>103</sup> As noted earlier, the MoE does have internal monitoring reports.

stakeholders consulted in the MoE noted that the pace of ESP implementation has not been in line with the complexity and ambitious nature of the ESP.

89. Implementation was primarily affected by change in government and ministers, with corresponding shifts in priorities. Stakeholders noted that sustaining implementation as ministers come and go has been a recurring challenge in Guyana and that shifts in priorities may have had consequences for resource allocations for implementing sub-initiatives. At the regional level, stakeholders also suggested that implementation may have been uneven across regions due to capacity issues and changes in political leadership in Regional Democratic Councils.<sup>104</sup>

90. During this policy cycle, for example, one of the first delays was with organizational audits that were to be undertaken in 2014-2015 to assess capacity constraints in the MoE and then recalibrate implementation of the ESP. These audits were not undertaken at that time due to elections in 2014 and adjustment to a new government in 2015. The Commission of Inquiry was then launched, and stakeholders wanted to avoid a perceived duplication of efforts.<sup>105</sup> The MoE has taken up the audits again and will begin to carry them out in the latter half 2018, at least with a few key units.

91. The ESP proposed to establish a PTA Coordination Unit that would strengthen PTAs and help bring the concerns of PTAs to the attention of senior officials. The concept and function of the PTA Coordination Unit was established by the MoE, but the coordinator came on board half way through the cycle (in 2016) and is now assembling the unit envisioned in the ESP. Another initiative proposed in the ESP but delayed in implementation was the idea of School Report Cards that, together with PTAs, seek to improve overall school performance.<sup>106</sup>

**Finding 5: The GPE funded ESPIG GECEP made a modest contribution to the implementation of the 2014-2018 ESP. GECEP was regarded as a success, based on perceptions of all stakeholders consulted and positive performance on project indicators, and government efforts to scale up some of the components.**

92. GPE financed the Guyana Early Childhood Education Project (GECEP) (P129555) implemented over 2015-2018. The objective is to “improve emergent literacy and numeracy outcomes for children at the nursery level and primary grade one in Hinterland Regions and Targeted Remote Riverine Areas.” The project was part of the trajectory of development of early childhood education (ECE) in the MoE and its National Center for Education Resource Development (NCERD), the unit that provides professional support to all levels of education, including through development of training, curriculum guides, diagnostic testing, and assessments. GECEP was designed to implement the Early Childhood Education Strategic Action Plan (referred to as the Nursery Action Plan) developed by the MoE during the development of the ESP 2014-2018. The GECEP was designed jointly by the MoE team focusing on ECE, and the World Bank, as grant agent, in what was described as a collaborative approach.

<sup>104</sup> As at the national level, changes in the Regional Democratic Councils affect dynamics in the education sector, including the priorities emphasized by the regional administration.

<sup>105</sup> However, from the outset the Commission of Inquiry had a different remit, focused on gathering community and school feedback on the state of the sector.

<sup>106</sup> As of 2017, according to this media article, the report cards had not yet been put into place but were considered a promising idea for improving school accountability. Source: Kaieteur News “School report cards”, December 17, 2017. Available at: <https://www.kaieteurnewsonline.com/2017/12/17/school-report-cards/>.

93. Drawing from the ECE priorities of the NCERD, and those identified in the Nursery Action Plan, the GECEP project primarily targeted two challenges facing ECE in general, and especially ECE in the hinterland regions: the capacity and low number of serving teachers, and low availability of resources. Indeed, stakeholders noted that it was the first project exclusively focused on ECE, and with emphasis on the hinterland where ECE needs were thought to be the greatest. Importantly, the GECEP also focused on grade 1 classrooms as this was thought to be key intervention area to help improve “transition” of students from the nursery environment to a grade 1 environment, which usually includes a different instructional dynamic. The GECEP project includes four components: capacity building for nursery and grade 1 teachers, provision of ECE Resource Kits, parental/caregiver education, and finally, implementation support, administration, and M&E.<sup>107</sup> In this way, the GECEP contributed to some of the priority interventions of the ESP and its 3 Year Implementation Action Plan, as identified in the project application (see Table 3.3).

94. The GECEP was regarded as highly successful. As of September 26, 2017, all funds had been disbursed well ahead of the closing date of September 30, 2018.<sup>108</sup> Project outcomes were monitored against two broad categories of Project Development Objective (PDO) indicators; (i) percentage of nursery students attaining at least “approaching mastery” level of emergent literacy; (ii) percentage of nursery students attaining at least “approaching mastery” level of emergent numeracy, and both of these were surpassed.<sup>109</sup> In addition, the project was measured against five Intermediate Results Indicators and two sub indicators; five had been surpassed by the report of September 2017, while two were on target.<sup>110</sup>

**Table 3.3** *GECEP Progress on Intermediate Results Indicators*

INTERMEDIATE RESULTS INDICATORS	BASELINE (30-SEP-2014)	ACTUAL (28-FEB-2017)	ACTUAL (12-SEP-2017)	END TARGET (30-SEP-2018)
IRI 1: Number of Nursery and grade 1 teachers completing the Project-financed training program (Number, Custom)	0.00	509.00	509.00	400.00
IRI 2: Percentage of teachers attaining a rating of “3” or “4” (out of 4) on the Early Childhood Development Program Delivery Evaluation (Percentage, Custom)	0.00	33.85	54.50	60.00
Direct project beneficiaries (Number, Custom)	0.00	6,784.00	6,784.00	5,000.00
Female beneficiaries (Percentage,	0.00	50.00	50.00	50.00

<sup>107</sup> World Bank (2014) Project paper for small recipient executed trust fund (RETF) grant US\$1.7 million to the Co-operative Republic of Guyana for an early childhood education project, Report No: 87805-GY.

<sup>108</sup> Implementation Status & Results Report, Seq No: 5, archived on 18 October 2017, ISR29439.

<sup>109</sup> GPE 2014, Guyana Quality Assurance Review - Phase III Final Readiness Review.

<sup>110</sup> Percentage of teachers attaining a rating of “3” or “4” (out of 4) on the Early Childhood Development Program Delivery Evaluation, and Number of Resource Kits distributed to nursery and grade 1 classrooms.

INTERMEDIATE RESULTS INDICATORS	BASELINE (30-SEP-2014)	ACTUAL (28-FEB-2017)	ACTUAL (12-SEP-2017)	END TARGET (30-SEP-2018)
Custom Supplement)				
IRI 4: Number of Resource Kits distributed to nursery and grade 1 classrooms (Number, Custom)	0.00	450.00	550.00	750.00
IRI 5: Percentage of teachers observed to be utilizing the Resource Kits during post-training classroom observations. (Percentage, Custom)	0.00	64.10	78.60	70.00
IRI 6: A mass media campaign is implemented, promoting active primary caregiver involvement in nursery school aged children's literacy and numeracy development. (Text, Custom)	Mass media campaign is not implemented	Mass media campaign implemented	Mass media campaign implemented	Mass media campaign is implemented

95. Outcome data available for cohort 1 (out of 3 cohorts) showed that emergent literacy improved from 39.6 percent to 75.8 percent in the hinterland, and from 50.5 percent to 89.0 percent in the coastal regions between 2015/16 and June 2017. In the same period, emergent numeracy improved in hinterland from 41.9 per cent to 81.8 percent and in the coastal region from 53.5 percent to 90.7 percent.<sup>111</sup> As a result, GECEP was rated highly satisfactory on overall Implementation Progress (IP) and PDO ratings. The ongoing evaluation of the Nursery sub-sector will likely provide additional insights that can help link project-level results to broader national policy and programming on ECE.

**Table 3.4** *GECEP achievements and contributions to ESP*

GECEP COMPONENTS <sup>112</sup>	GECEP ACHIEVEMENTS	CORRESPONDING ESP OUTCOMES AND INITIATIVES <sup>113</sup>
<b>Component 1:</b> Improve the quality of instruction and learning at nursery and Grade 1 levels, by strengthening teachers' content knowledge and	In 2014 the MoE administered the Nursery Diagnostic Assessment to an impressive sample of 10% of children entering Year 1 of Nursery School in all regions, <sup>114</sup> and used the analysis to inform design of Teacher Training modules and methodologies.	<b>Intermediate outcome 4:</b> The quality of teaching improves. Initiative 4.5: Instructional material Initiative 4.7.1: Quality of Mathematics teaching

<sup>111</sup> Detailed results are provided in the Appendix X.

<sup>112</sup> The ESP 2014-2018, and the related Implementation Plan 2014-2016, provide targets that do not have one-on-one linkages with the activities pursued under the GECEP. The evaluation was therefore not able to make a quantitative assessment of the extent to which GECEP achievements contributed to meeting ESP targets at the level of different initiatives.

<sup>113</sup> See Appendix XI for details on specific ESP initiatives.

<sup>114</sup> Aide-Memoire, Technical Mission for Early Childhood Education Project 2015.

GECEP COMPONENTS <sup>112</sup>	GECEP ACHIEVEMENTS	CORRESPONDING ESP OUTCOMES AND INITIATIVES <sup>113</sup>
<p>pedagogy, particularly for the implementation of new strategies for the development of emergent literacy and numeracy skills.</p>	<p>Teacher Training modules targeted to improve the quality of instruction and learning, by strengthening teachers' content knowledge and pedagogy.</p> <p>509 nursery and grade 1 teachers completed the training by September 2017, against a target of 400</p> <p>After the end of the project, some components of the training of in-service teachers were taken up by NCERD.</p>	<p>Initiative 4.7.2: Quality of literacy teaching</p> <p><b>Intermediate outcome 2:</b> Accountability system focused on improving student learning outcomes is put in place</p> <p>Strategic Initiative 2.3: Item analysis of student assessments</p> <p>Initiative 2.5: Stakeholder organizations</p> <p>Initiative 2.6: Information availability</p>
<p><b>Component 2:</b> Support the procurement and distribution of ECE resource kits to all nursery and Grade 1 classes in the hinterland regions and in targeted riverine areas, along with a teacher's manual for their use.</p>	<p>550 Resource Kits distributed by September 2017, against a project target of 750<sup>115</sup></p> <p>78.6% of teachers observed using the Resource Kits during post-training classroom observations, against a project target of 70%</p> <ul style="list-style-type: none"> <li>• Interviewees at regional level reported increased use of resource kits leading to improvement in learning</li> <li>• Demand for more kits led to a government backed plan to supply kits to all schools in Guyana.</li> <li>• Kits were included in the 2018 MoE budget estimates and positive GECEP results helped justify the budget request.</li> </ul>	<p><b>Intermediate outcome 4:</b> The quality of teaching improves.</p> <p>Initiative 4.5: Instructional material</p> <p>Initiative 4.7.1: Quality of Mathematics teaching</p> <p>Initiative 4.7.2: Quality of literacy teaching</p>
<p><b>Component 3:</b> Further support the development of emergent literacy and numeracy among nursery and Grade 1 children in participating schools and their siblings.</p>	<p>A mass media campaign was undertaken to promote active primary caregiver involvement in nursery school aged children's literacy and numeracy development<sup>116</sup></p> <p>Pilot of the parenting circle program almost completed in September 2017</p> <p>There was limited success reported with regard to primary caregiver education.</p>	<p><b>Intermediate outcome 2:</b> Accountability system focused on improving student learning outcomes is put in place</p> <p>Initiative 2.5: Stakeholder organizations</p> <p>Initiative 2.6: Information availability</p> <p>Initiative 2.6.2: Strategic communication program</p> <p><b>Intermediate outcome 4:</b> The quality of teaching improves.</p> <p>Initiative 4.5: Instructional material</p> <p>Initiative 4.7.1: Quality of Mathematics teaching</p>

<sup>115</sup> Implementation Status & Results Report, Seq No: 5, archived on 18 October 2017, ISR29439.

<sup>116</sup> Implementation Status & Results Report, Seq No: 5, archived on 18 October 2017, ISR29439.

GECEP COMPONENTS <sup>112</sup>	GECEP ACHIEVEMENTS	CORRESPONDING ESP OUTCOMES AND INITIATIVES <sup>113</sup>
		Initiative 4.7.2: Quality of literacy teaching

### Contributions through GPE non-financial support

96. The GECEP project allowed Guyana to take a more holistic approach to ECE, which was thought to be `disjointed` in previous interventions. The ESPIG allowed Guyana to collect data through diagnostic assessments and ongoing feedback and monitoring. Interviewed participants suggested that these data may provide the evidence base for more seamless approaches in future planning for ECE.

97. For the 2015-2018 ESPIG, the World Bank fulfilled the grant agent role effectively and in line with the (2016) GPE terms of reference for grant agents. Project implementation was coordinated by a Project Implementation Unit funded by the project; the unit coordinated with other departments and regions on an activity-by-activity basis. Although the Mission Summary Report 2016 noted concerns related to potential challenges in involving the MoE in the project (due to the fact that the PIU sits outside the structure of the Ministry), such concerns were not evident during the evaluation. Indeed, the GECEP was well integrated into the MoE and all interviewees were aware of and appreciated the Resource Kits and training.

98. Under the GECEP project Guyana had access to technical assistance provided by external consultants and the World Bank, on the development of teachers training, resource kits, training manuals, and parenting circles. As a result, all project components were grounded in best practices. Further, the project was able to align procedures of the MoE and World Bank to advance project initiatives suitably.

99. As regards GPE processes, most consulted members perceived the grant application and program development processes for ESPIG funds as demanding but reasonable overall (see Table 3.4).

**Table 3.5 Stakeholder perceptions of the ESPIG application and program development process<sup>117</sup>**

ELEMENT	POSITIVE	ROOM FOR IMPROVEMENT
ESPIG application and program development processes	<ul style="list-style-type: none"> <li>• Collaborative nature of the processes</li> <li>• Technical assistance provided by the grant agent/coordinating agency (World Bank)</li> <li>• Secretariat country lead sharing helpful insights and materials during grant application and program development processes</li> </ul>	<ul style="list-style-type: none"> <li>• Burdensome nature of GPE's quality-assurance and review process, which puts a strain on already overstretched MoE staff</li> </ul>
Implementation of the ESPIG	<ul style="list-style-type: none"> <li>• Overall satisfaction with frequency and quality of interactions (supportive, transparent, relevant).</li> <li>• Consultative nature, leading to strong support and buy-in from regions, teachers, and other</li> </ul>	<ul style="list-style-type: none"> <li>• More flexibility in redistribution of funds across components in view of contingencies</li> </ul>

<sup>117</sup> While some stakeholders were able to comment on the process of developing the application for the 2014-2017 ESPIG, most of them focused on the more recent process for the upcoming ESPIG (if approved).

ELEMENT	POSITIVE	ROOM FOR IMPROVEMENT
	stakeholders involved	

### Validity of assumptions

100. The GPE country-level theory of change contained five underlying assumptions related to the contribution claim on effective and efficient implementation of sector plans (see Appendix VII). Available evidence indicates that the likelihood of these assumptions holding true in Guyana context is ‘moderate’ on three, ‘weak’ on one and ‘insufficient data’ on one. Available evidence suggests that in the case of Guyana, government actors have not always had the motivation (incentives, consistent political will) or opportunity (sufficient financing) to implement all elements of the sector plan due to shifts in the government priorities following political leadership changes. There is insufficient data on the technical capabilities of government actors to implement all elements of the sector plan. In the absence of a LEG or joint sector review, country-level development partners did not necessarily have the opportunity to align their activities with the priorities of the sector plan, nor has there been sufficient collective motivation to work through a LEG as a consultative and advisory forum. As noted earlier, an evidence-based joint sector review, has not taken place in the period 2014-2018 (this assumption is therefore rated as ‘weak’).<sup>118</sup>

### Additional factors and unintended effects

101. Additional factors beyond GPE support that positively affected ESP implementation included:

102. **Positive factors** include the commitment of MoE stakeholders to implementing the ESP, and the GECEP project, and the funding and technical assistance provided by UNICEF outside of its role as a GPE member. The development banks, especially the World Bank, have provided additional funding for education projects during the period under review.<sup>119</sup> **Negative factors** that affected implementation were largely based on the changes in government and ministers, with corresponding shifts in priorities that stalled implementation of some of the key initiatives.

103. The evaluation did not find evidence of any unintended, positive or negative, effects of GPE financial and non-financial support to sector plan implementation.

<sup>118</sup> Please also see Appendix II for the country-level ToC and its underlying assumptions.

<sup>119</sup> The World Bank has supported: Guyana - Improving Teacher Education Project (GITEP) a US\$4.20 million project (2010-2015); the Secondary Education Improvement Project (SEIP) a US\$10 million project (2014-2020); and the Guyana Education Sector Improvement Project (GESIP) a US\$13.3 million project (2017-2023). In addition, the CDB financed two projects: Enhanced Technical and Vocational Education (ETVET, US\$7.5 million, completed) and Skills Development and Employability Project (US\$12.3 million, approved in 2016). The CDB’s Basic Needs Trust Fund has financed school infrastructure, especially in remote areas. IDB did not provide further support to the education sector after its major investment through the US\$30 million Basic Education, Access and Management Support Project, implemented from 2002-2010.

## 4 Progress towards a stronger education system<sup>120</sup>

104. This section summarizes evaluation findings related to Key Question II from the evaluation matrix: “Has the achievement of country-level objectives<sup>121</sup> contributed to making the overall education system in Guyana more effective and efficient?”

105. Progress in this area is measured by drawing on available evidence with regard to system-level changes for three themes that relate to both Guyana’s ESP 2014-2018 and the GPE 2020 corporate results framework: Education access and equity, education quality and relevance, and sector management. These themes provide a broad framework for integrating discussions on the 2014-2018 ESP overarching priorities and specific Intermediate Outcomes, when data are available.<sup>122</sup> The analysis focuses on changes that go beyond specific activities or outputs, and that, instead, constitute changes in the existence and functioning of relevant institutions (e.g., schools or the MoE), as well as changes in relevant rules, norms and frameworks (policies, standards, curricula, teaching and learning materials) that influence how actors in the education sector interact with each other.<sup>123</sup>

### Box 4.1: Assessment of Contribution Claim E

**Claim:** “The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall education system.”

**Assessment:** The evaluation found that there is insufficient evidence to support the GPE contribution claim related to strengthening the education system.

**Assessment is based on:** (a) There is a scarcity of data on system-level change, and in many cases, are not available for the period 2014-2017; there is insufficient information on the state of implementation of the ESP 2014-2018; (b) there was insufficient data to rate the likelihood of the four assumptions underlying the contribution claim holding true in the Guyana context; (c) there are no other factors to note.

This overall assessment is discussed in the following paragraphs.

<sup>120</sup> This section addresses evaluation questions CEQ 4 (During the period under review, how has the education system changed in relation to (a) quality of teaching/instruction, (b) evidence-based, transparent decision making, and (c) country-specific areas of system strengthening?).

<sup>121</sup> In particular implementation of the ESP.

<sup>122</sup> The rationale for not exactly following the ESP’s two overarching priorities (improving learning outcomes and reducing disparities) is that they conceptually mix issues of access/equity with issues of quality/relevance, and for analytical purposes and clarity it makes sense to structure observations in a way that is similar to other ESPs (e.g., Sierra Leone, Gambia). The ESP 2014-2018 intermediate outcomes were also not suitable to structure this section, as they are relatively specific (e.g., quality of school facilities improves), and thus not overarching concepts.

<sup>123</sup> See definition of ‘education systems’ in terminology table of this report. The GPE 2020 corporate results framework defines six indicators for measuring system-level change: (a) increased public expenditure on education (RF10, covered in section 4.4 of this report on education financing); (b) equitable allocation of teachers, as measured by the variance in the ratio of pupils to trained teachers across schools (RF11, covered here under education quality and relevance, albeit with no recent data on teacher-pupil ratios); (c) improved ratios of pupils to trained teachers at the primary level (RF12, limited data available only for first year of the period under review); (d) reduced student dropout and repetition rates (RF13, no data available); (e) the proportion of key education indicators the country



## During the period under review, how has the education system changed?

**Finding 6:** During the 2014-2018 period, the education system improved in a few, and somewhat fragmented, areas. There are insufficient data to comprehensively assess progress in the education system.

106. The following sections illustrate areas of progress and ongoing limitations with regard to education access and equity, education quality and relevance, and sector management/systems strengthening. The observations are based on stakeholder interviews, review of documents, and available sector data for the period under review.

### *System level changes to improve education access and equity*

107. Stakeholders report that during the review period, the MoE made achievements in the area of access to early childhood education. However, there are insufficient data to provide a complete picture of the types of changes that emerged during this period. New and better nursery school facilities have been built and Guyana was recently identified as a ‘good practice’ case in the Caribbean, due to the standards it uses for creating learning environments and physical structures for early childhood education.<sup>124</sup>

108. During the review period, the government introduced new measures to reduce barriers to access to education in the hinterland region, including the “5 Bs” program, which refers to “boats, buses, bicycles, plus breakfast and books.” The program is aimed at helping students get to school by removing barriers.<sup>125</sup> As far as we know, there has been no systematic assessment of the effects of the program on school access or completion.

109. Some progress was made in enhancing access to education for learners with special needs, including:

- The first-time appointment of education officers at regional level specialized in special needs education;
- Newly constructed schools that are reported to meet accessibility standards (but no data on number of schools or if they actually met requirements);
- A Centre for the diagnosis and stimulation of young persons with disabilities has been constructed and partially equipped; However, there is no evidence of improvements in terms of specialized teachers, ensuring access to work and life skills programs, or developing state-of-the art specialized schools. The draft inclusion policy is not yet approved, so the sector still lacks a coherent policy framework and work plan.

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reports to UIS (RF14, covered under Systems Strengthening section), and (f) the existence of a learning assessment system for basic education that meets quality standards (RF15, not addressed in this section but GPE RF data reported in 2016 suggests that the system is nascent).

<sup>124</sup> Caribbean Development Bank and UNICEF, Caribbean Early Childhood Development: Good Practice Guide, 2008, Chapter 6. Available at: [https://issuu.com/caribank/docs/ecd\\_gpg\\_2017-final-02-18\\_web?e=21431045/58372487](https://issuu.com/caribank/docs/ecd_gpg_2017-final-02-18_web?e=21431045/58372487).

<sup>125</sup> The initiative was not a part of the ESP 2014-2018. Information on the initiative is found in media articles (for example, <https://guyanachronicle.com/2017/06/25/govt-steps-up-investment-in-hinterland-education>) and MoE website (<http://education.gov.gy/web/index.php/allied-arts-unit/itemlist/category/284-external-news?start=768>).

110. There have also been no significant changes in the total number of primary and secondary schools.<sup>126</sup>

111. While there have likely been other areas of progress with regard to access and equity, there is insufficient data for this study to report on:

- Quality of school infrastructure at basic education level<sup>127</sup>
- Effects of new measures to reduce barriers to access to education.

### ***System level change to improve education quality and relevance***

112. There has been steady progress in increasing the numbers of trained teachers, which was one of the ESP's strategic outcomes<sup>128</sup>. The ESP proposed a 2018 target of 79 percent of teachers trained across all levels (an increase from 69 percent, which was the baseline). Available data provided by the MoE suggest that as of 2014/15 there had been a slight increase to 71 percent; in 2018, the current proportion of trained teachers at all levels stands at 77 percent. The Cyril Potter College of Education (CPCE) has increased the number of teachers graduating from programs for nursery (early childhood education), primary and secondary school (both academic and pre-vocational), and technical education (see Figure 4.1).<sup>129</sup>

**Figure 4.1** CPCE number of teachers trained per education level, 2013-2017

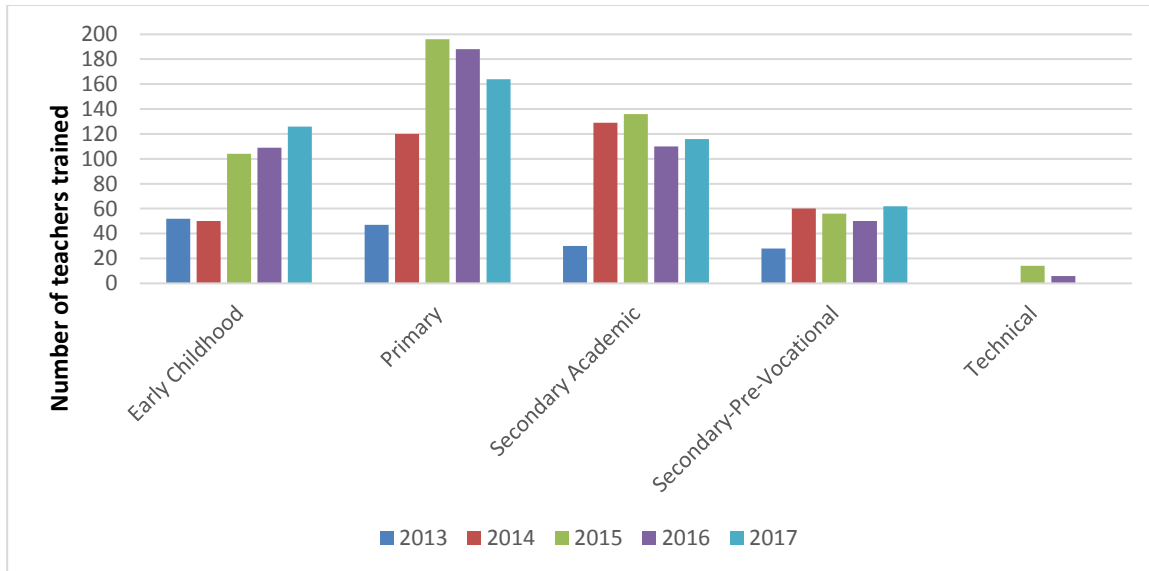
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<sup>126</sup> Primary schools increased from 433 to 434, and secondary schools from 114 to 116, between 2014/2015 and 2016/2017. (Source: MoE data).

<sup>127</sup> The government completed a survey of the conditions of schools and dormitory facilities in all regions in 2018. It is being used by regions to plan their maintenance or major rehabilitation program for 2019. Each region received information on their schools with recommendations as to which should be given priority. The results of this survey were not made available for this study.

<sup>128</sup> Strategic Outcome 4, focused on the quality of teaching, included Initiative 4.1 on sustaining and intensifying initial teacher training across levels each year.

<sup>129</sup> The Guyana Improving Teacher Education Project (GITEP), funded by the World Bank, supported efforts to expand pre-service training for new teachers during the first two years of the ESP. Through the GITEP project, the Cyril Potter College of Education (CPCE) and University of Guyana reduced the teacher training program completion period of 7-9 years to 4 years. It also resulted in the launch of a 2-year Associate Degree in Education Program at CPCE, and improvement in CPCE profile and resources. (Source: CPCE data)



Source: CPCE data

113. At the same time, CPCE has increased the number of teacher training centers in the regions, which play a key role in in-service training and upgrading of teacher quality in the hinterland. In 2013-2014 there was a main center with 13 satellite centers in eight administrative regions. By 2017, the number of centers had increased to 19 overall, covering all administrative regions.<sup>130</sup>

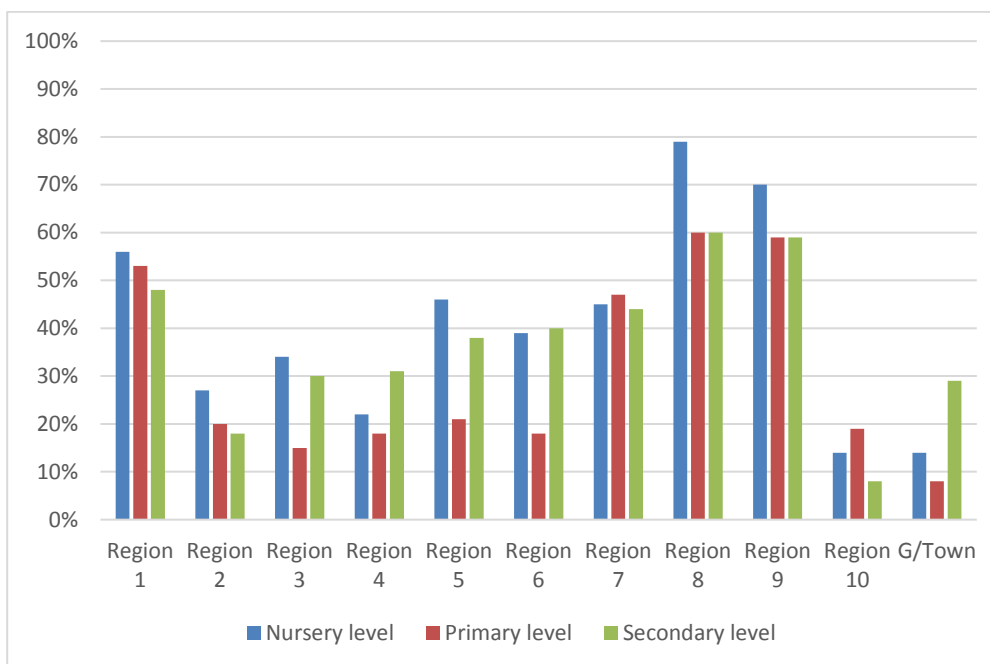
114. The on-going challenge in the system is to reduce regional disparities in the availability of trained teachers. Data for 2014-2015 show that at the national level while 67-77 percent of teachers at the nursery, primary and secondary levels are trained, the majority of these are concentrated in the coastal regions, and the proportion continues to be low in the hinterland regions, such as regions 8 and 9 (see Figure 4.2). There are insufficient data to determine if this has improved over the period under review, but at the end of the previous ESP period in 2013, the proportion of trained teachers in the system was 69 percent.<sup>131</sup> There are ongoing challenges in placing and retaining trained teachers in hinterland regions, including issues of accessibility in some of regions, lack of competitive salaries and hardship (i.e., hardship) allowances, and limited accommodation for teachers.<sup>132</sup>

<sup>130</sup> Guyana Ministry of Education, Cyril Potter College of Education Graduation Report 2017.

<sup>131</sup> It increased from 58% at the beginning of the 2008 ESP period to the target of 69% by 2013. Source: Ministry of Education (2014), Guyana Education Sector Plan 2014-2018, p. 18.

<sup>132</sup> There is no data on the equitable allocation of teachers (GPE RF indicator 11)

**Figure 4.2 Percentages of untrained teachers by region, 2014-2015<sup>133</sup>**



Source: MoE data

115. Primary and secondary curriculum reforms are in early stages, and it is likely that related outcomes identified in the 2014-2018 ESP have not yet been achieved.<sup>134</sup>

116. Primary level pupil/ trained teacher ratios improved slightly between 2011 and 2014, but no recent data is available. According to UIS data, the ratio for primary level was 36.6:1 in 2011 and 33.3:1 in 2012. According to the 2016 data collection on the GPE Results Framework, the pupil/trained teacher ratio was 32:1 in 2013 and 30:1 in 2014. There is no data available for pupil/trained teacher ratios at the lower secondary education level.

117. There are no data available on the quality and availability of teaching and learning materials, with the exception of the reported improvement in learning materials now used at nursery level – based on the resource kits that were initially distributed by the GECEP project and financed by national government budget in 2018.

<sup>133</sup> Regions 1, 7, 8 and 9 are considered as hinterland areas (especially regions 8 and 9)

<sup>134</sup> Four of the six strategic outcome areas identified in the 2014-2018 ESP rely on improved curricula. These include a) establishing an accountability system that creates incentives to improve student learning outcomes; (b) further improving the quality of teaching; (c) better alignment of teaching-learning materials/instructional tools/assisted devices to facilitate improved learning outcomes; and (d) increased and better utilization of students' instructional time. In 2017, towards the end of the ESP period, the World Bank approved the Guyana Education Sector Improvement Project (US\$13.3 million) to develop new curricula at primary and secondary levels and train 6,500 teachers in these curricula. This work has only recently begun, and curriculum reform is expected to feature prominently in the next ESP. Source: The World Bank, Guyana Education Sector Improvement Project (P159519), Project Appraisal Document, p 14.

### **Systems strengthening**

118. The first strategic outcome of the ESP 2014-2018 referred to improving the performance of government departments for implementing ESP priorities. Initiatives in this area did not proceed according to plan because the initial organizational capacity audits were not undertaken. In addition, key elements of the legal and policy framework for the sector have been pending approval (see Box 4.2).

#### **Box 4.2: Elements of policy framework for the education sector<sup>135</sup>**

Education Act (Chapter 39) provides the overarching framework

Education Bill 2014 is pending approval, intends to reform education system and replace Education Act<sup>136</sup>

Draft Disability Inclusion Policy is pending approval

New policy being developed on re-integration of adolescent mothers in schools.

119. Nonetheless, stakeholder interviews and document review suggest that some limited progress has been made with regard to the education sector's capacity. Certain aspects of sector monitoring capacity have improved over the years, according to stakeholder interviews.<sup>137</sup> The MoE was one of the first (pilot) ministries to adopt Managing for Development Results in 2012 under the Government of Guyana public sector reform program.<sup>138</sup> The results framework in the 2014-2018 ESP is a notable improvement over the 2008-2013 ESP in that it includes a baseline and annual targets for each of the indicators of the Plan's strategic initiatives. The 2014-2018 ESP demonstrates a stronger results-based planning approach. In another improvement to sector monitoring, as noted above, the 'Budget Estimates 2018' provides program performance statements. The 2018 report makes publicly available the data on indicator-level progress in 2017 against the 2018 targets.

120. Practical issues still hinder the monitoring/collection of data on sector progress. The MoE Planning Unit, which is responsible for overseeing and coordinating monitoring of the ESP,<sup>139</sup> used to wait for schools to send in data, but now staff take a proactive approach and go out to the regions to collect information. There are still bottlenecks in monitoring at the regional and district levels due to limited understanding of monitoring requirements and strained capacities at those levels related to the number and nature of demands. Because of distances and accessibility, there are some very real physical challenges in collecting data and, as a result, challenges in generating accurate and timely measurement

<sup>135</sup> These were the laws and policies identified by stakeholders in Guyana, but this is not a comprehensive overview of what is in place or under development.

<sup>136</sup> The new education bill was pending approval during the entire ESP 2014-2018 period. It includes greater regulation of private schools.

<sup>137</sup> No documentation on sector monitoring was available at the time of this study.

<sup>138</sup> Cuesta, Juan Pablo and Juan Pablo Martínez Guzmán, Inter-American Development Bank, Monitoring and Evaluation Systems in Guyana, Technical Note No. IDB-TN-669, June 2014.

<sup>139</sup> This is stated in the ESP 2014-2018 and confirmed by the Planning Unit. The Monitoring Evaluation and Technical Support (METS) unit (formerly the Monitoring, Evaluation Research and Development unit) is a separate unit that absorbed functions of the Inspectorate Unit and carries out the supervision function, visiting schools (especially those that are poor performing) to ensure compliance with MoE policy, including issues such as: teachers' attendance, punctuality, classroom management, preparation of the scheme of work and the successful completion of the school's curriculum. The METS also monitors Regional Education Offices.

of key sector indicators.<sup>140</sup> According to the 2017 data collection on the GPE Results Framework, Guyana did not report on any of the expected minimum of 10 key indicators to UIS.

121. Stakeholders report that the MoE has a monitoring system known as NEWDEA (which is a monitoring system for sector plan implementation that can be used in education, health or any other sectors) that is used by the Regional Education Departments and the central ministry in Georgetown. The Planning Unit is exploring the possibility of upgrading its EMIS via the open source system offered by the Community Systems Foundation in collaboration with UNESCO.

122. Two years ago, the Ministry of Education developed a repository of learning assessment data on a platform called “Analytics.” The repository includes Grades 2 and 4 assessments, NGSA and CXC results and enables the Ministry to track improvements in performance for a specific cohort from one grade assessment to another. There is more than five years of data on the NGSA and CXC results.

123. There are ongoing efforts to strengthen the evaluative evidence base. For example, in 2016 the MoE and UNICEF commissioned a nation-wide study on out-of-school children (OOSC) to try to understand the causes of drop-outs and OOSC at both national and sub-regional levels. The results should be available in 2018.<sup>141</sup> Similarly, at the time of the evaluation mission, an evaluation of the Guyana Nursery Education Program 2006 – 2016 was just being completed, also with the support of UNICEF.<sup>142</sup> This was the first time in 40 years (since nursery education was first introduced in the system) that the government was undertaking such a comprehensive assessment of this sub-sector. Both studies are likely to provide useful sub-sector diagnostics to inform the new ESP.

124. There have been clear intentions to improve education sector accountability systems, but stakeholder feedback suggests that the proposed measures have not yet been fully put in place. The 2014-2018 ESP's Outcome 2, which focused on an accountability system that creates incentives to improve student learning, included initiatives geared at increasing the number of schools with PTAs and enhancing their role in the accountability system. As noted in Finding 9, efforts to establish a PTA Coordinating Unit and issue school report cards were delayed in their implementation. As part of its obligations to the Caribbean Examinations Council (CXC), Guyana has learning assessment procedures that respond to regional guidelines and standards.

125. Finally, a recurrent system-level concern raised by stakeholders interviewed, especially in MoE, is the need for better supervision. Stakeholders note that there are still a number of challenges associated with providing supervision at regional and district levels, and especially at the level of individual schools to help ensure that Head Teachers and teachers are doing what is expected to improve student learning outcomes. Challenges include: getting to remote schools that are hard to access with sufficient frequency,

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<sup>140</sup> It is therefore not surprising that the Planning Unit has difficulty fulfilling requests for sector statistics from external actors such as the UIS in a timely way. Most data on UIS is only available until 2012 (available at: <http://uis.unesco.org/country/GY>, accessed 5 May 2018). This has also been affected by the delay in the publication of the 2012 census data, which became publicly available in April 2017. GPE 2020 corporate results framework indicators also note lack of data on systems indicators.

<sup>141</sup> The study was launched in 2016 (see: Guyana Times “Education Ministry launches study on ‘out of school children’”, July 28, 2016, available at: <https://guyanatimesgy.com/education-ministry-launches-study-on-out-of-school-children/>, accessed 5 May 2018).

<sup>142</sup> The draft report was not available, but the terms of reference can be accessed here: <https://www.impactpool.org/jobs/293515>, accessed 5 May 2018.

capacity constraints at regional level, and overall insufficient resourcing of this dimension.<sup>143</sup> Stakeholders at MoE note that, in the absence of strong supervision, it is difficult to ensure that ESP priorities are being implemented appropriately.

### Did ESP implementation contribute to system-level changes?

**Finding 7: There is insufficient information to assess whether and how ESP implementation has contributed to system level change.**

126. The GPE theory of change assumes that effective sector plan implementation contributes to stronger education systems. In Guyana, assessing the likelihood of this assumption holding up in practice is complicated by the lack of system-level data for the period under review and no comprehensive review of 2014-2018 ESP implementation. As a result, there is limited information on the extent to which initiatives proposed in the Plan were implemented and to what effect. The one exception is the improvement in numbers of trained teachers, for which there are data available and where it is possible to trace progress to interventions put in place under the ESP.

### Validity of Assumptions

127. In the country-level theory of change, the contribution claim linking ESP implementation to system-level change was based on four underlying assumptions: That education sector plan implementation would lead to improvements in 1) sector management, 2) learning, 3) equity; and that 4) there is sufficient national capacity or relevant technical assistance to analyze, report on and use available data and maintain EMIS and LAS. Available evidence is insufficient to assess the likely validity of these assumptions in the Guyana context.

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<sup>143</sup> Deficient supervision also reflects challenges in the decentralization of the education system, in which regional authorities manage the education budget but are not accountable to MoE on educational outcomes.

## 5 Progress towards stronger learning outcomes and equity

128. This section summarizes evaluation findings in relation to Key Question III from the evaluation matrix: “Have changes at education system level contributed to progress towards impact?”

### Box 5.1: Assessment of Contribution Claim F

**Claim:** “Education system-level improvements result in improved learning outcomes and in improved equity, gender equality, and inclusion in education.”

**Assessment:** The evaluation found that **available evidence was not sufficient** to assess the likely validity of the contribution claim related to progress towards impact. This does not mean that available data would put the assumed link between the two in question. Instead, it largely reflects the fact that the evaluation focused on a relatively limited time period, and that available data did not suffice to assess the contribution claim based on evidence. This is elaborated on below.<sup>144</sup>

### How has the education sector changed during the review period in terms of learning outcomes, equity, gender equality and inclusion?

**Finding 8:** Currently available data on changes in learning outcomes, equity, gender equality and inclusion in education are scarce and not always reliable.

129. As shown in Box 5.2, impact-level data are incomplete, and not always comparable across time periods, thus in many cases it was not possible to identify trends for the period under review.

### Box 5.2: Limitations of impact-level data in Guyana

**Incomplete time series data:** For most indicators, UIS data for Guyana ends in 2012, outside the scope of this evaluation.

**Non-comparable data:** The different data available from the UIS, ESP 2014-2018, Multiple Indicator Cluster Survey (MICS), and other sources frequently offer different figures on the same indicators, suggesting the use of different methodologies or sources that are not always explicitly cited.

**One-off studies:** Several studies conducted during the period under review were one-off and therefore not directly comparable to previous assessments (if any). Relevant examples for this include: the 2015 MICS and the data from the answers to parliamentary questions.

**Absence of data:** No data are available that would allow identifying specific trends in inclusive education for children with disabilities and/or other special needs. There are no data available for periods post 2014.

**No access to sector-level data:** Despite repeated efforts and reaching out to different stakeholders, the evaluation team was unable to obtain monitoring data on the results framework of the ESP 2014-2018.

<sup>144</sup> The two underlying assumptions related to this contribution claim as per the Theory of Change were: 1. Changes in the education system positively affect learning outcomes and equity (insufficient evidence); and 2. Country-produced data on equity, efficiency and learning allow measuring/tracking these changes (weak).

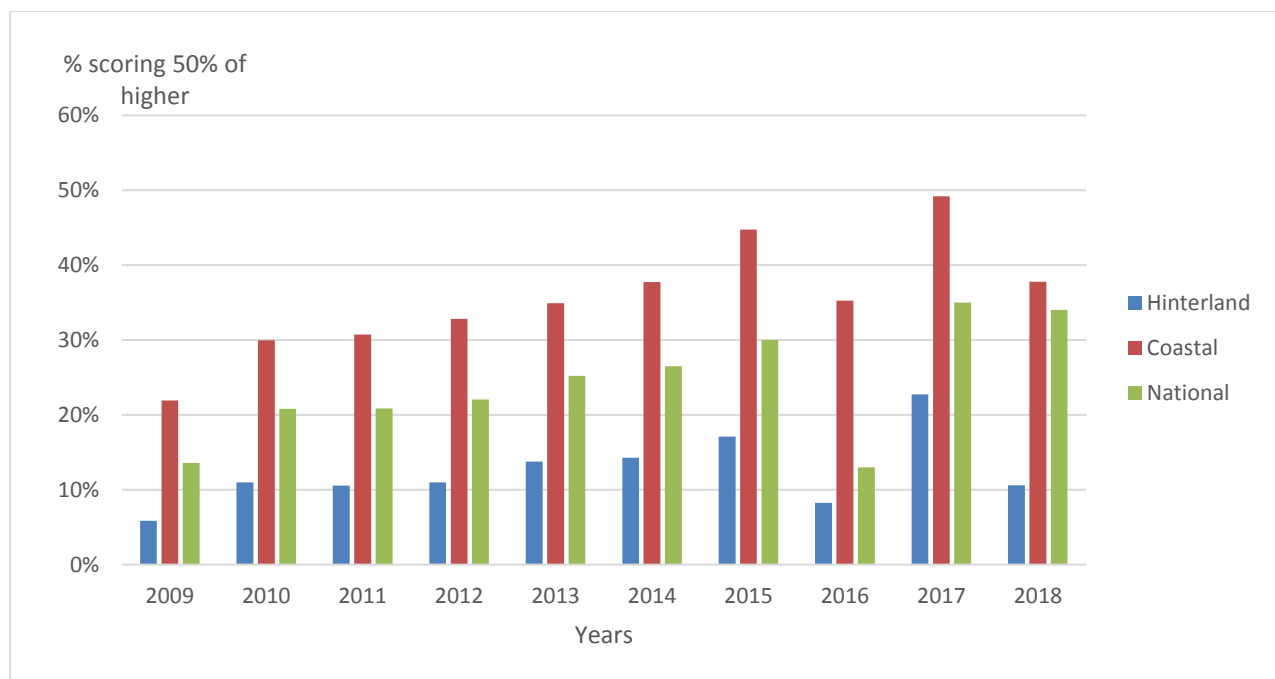


**Finding 9:** Limited data are available for learning outcomes, equity and gender equality. Data on inclusion demonstrate a positive trend but remain incomplete.

### Learning outcomes

130. Although the evaluation reviewed a number of data sources for learning outcomes (see Table 5.1), no source provided a holistic account of learning outcomes in Guyana from 2013-2018. Most data sources were limited either in terms of time, or in the case of MICS, available only for 2014. However, data from the national Grade Six assessment, which measures the percentage of grade six students that scored 50 percent or higher across four test subjects,<sup>145</sup> show a positive trend from 2009 to 2017 (Figure 5.1). Nevertheless, due to the overall lack of comprehensive data, the evaluation was not able to draw inferences related to learning outcomes.

*Figure 5.1 National Grade Six assessments, 2009-2018*



<sup>145</sup> Mathematics, Social Studies, English and Science.

**Table 5.1** *Data sources for learning outcomes in Guyana 2013-2018*

ORGANIZATION	SOURCE	YEARS	INDICATOR	TREND	REVIEW PERIOD
MoE	Parliamentary question	1993, 1998, 2003, 2008, 2013	Percentage of candidates gaining 50% or more in National Grade Six Assessment	Improvement	Data unavailable
MoE	ESP 2014-2018	2008-2018	Performance on National Grade Six Assessment	Improvement	Data available
MoE	Monitoring data	Not available	Not available	Not available	Data unavailable
GPE website <sup>146</sup>	World Bank Education Data	2008-2013	Primary Completion rates (PCR)	Stable	Data unavailable
GPE website <sup>147</sup>	World Bank Education Data	2008-2010	Lower Secondary completion rate	Improvement	Data unavailable
GPE	Results Framework	Until 2012 generally, and until 2014 for few indicators	Various	Various	Data unavailable
UNICEF	Multiple Indicator Cluster Survey (MICS)	2014	Secondary completion rate, transition rate	Data for single year, trends not discernible	Trends not discernible
Education Policy and Data Center (EPDC)	UIS	Until 2013	Various	Various	Data unavailable
World Bank	Systems Approach for Better Education Results (SABER)	Until 2012	Various	Various	Data unavailable

131. According to Guyana Multiple Indicator Cluster Survey Round 5 (MICS5) data for 2014, the primary completion rate in 2014 was 109.1 percent and the transition rate to secondary school was 98 percent. No data on completion rates are available for the period since 2014. MICS collects its own survey data, and methodologically the results cannot be compared with other sources on the same indicators. MICS values are higher than the projections for 2014 made by the Education Policy and Data Center

<sup>146</sup> <https://www.globalpartnership.org/country/guyana>

<sup>147</sup> <https://www.globalpartnership.org/country/guyana>

(EPDC).<sup>148</sup> However, as with other sources, comparisons cannot be made due to methodological incongruence.

132. Monitoring data from MoE are likely to become available as the ESP 2014-2018 concludes and Guyana begins preparation for the next ESP. As described in the section on ESPIG (Section 3.5), learning outcomes have improved for the GECEP project cohort for which data were available.

### Equity, gender equality and inclusion

133. Equity among the regions remains a challenge in Guyana with hinterland regions trailing in all aspects of education; the ESP 2014-2018 is focused on addressing this gap. Generally, available data up to 2013 suggest that Guyana performs well on indicators pertaining to gender equality in education. Quantitative data remain unavailable for any further analysis for the review period.

**Table 5.2** *Caribbean Secondary Education Certificate (CSEC) Performance in all subjects for all public secondary schools by gender*

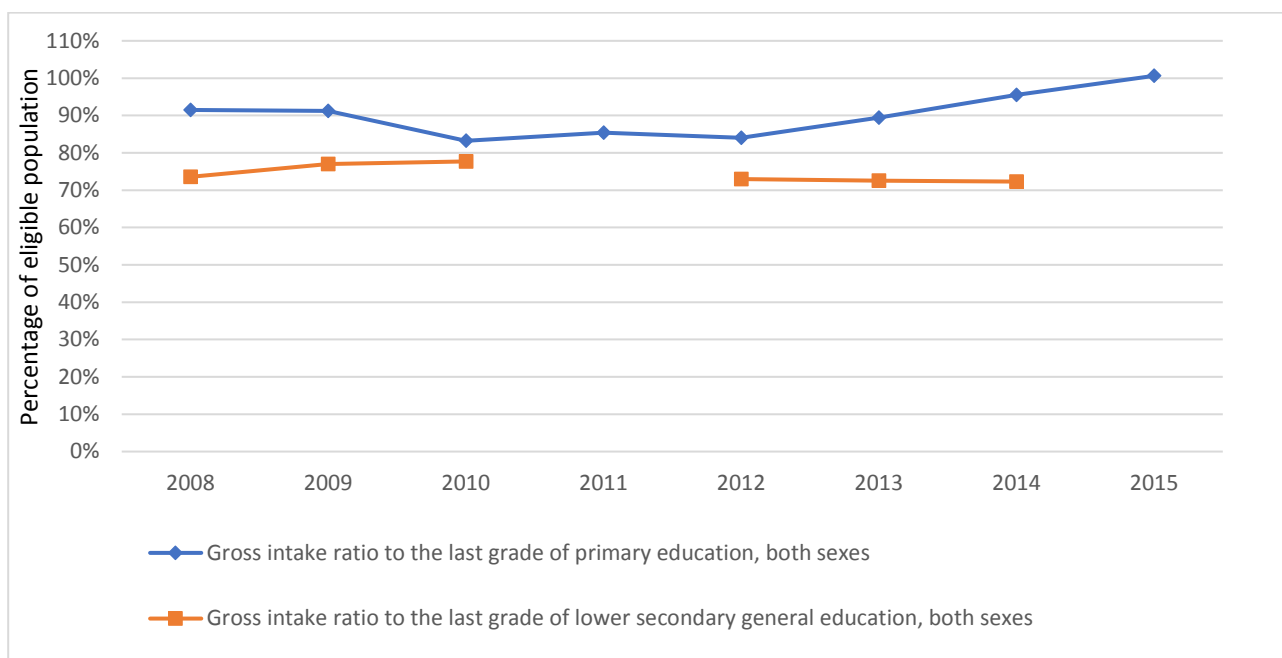
EDUCATION LEVEL	KEY SECTOR OUTCOME INDICATORS		
	CSEC PASSES W/GRADES 1-3 IN ALL SUBJECTS (NATIONAL)		
	GIRLS & BOYS	GIRLS	BOYS
<b>Secondary (2013)</b>	58,040 (60%)	35,843 (60%)	22,197 (60%)
<b>Secondary (2008)</b>	39,057 (60%)	24,193 (60%)	14,864 (59%)

Data source: CSEC Guyana Results 2008 and 2013

134. On the positive side, data from UIS indicators and provided by the MoE suggest that up until 2015 (the latest point for which data are available) Guyana made progress in improving completion rates, particularly for primary education. Data provided by the MoE suggests that the Gross Intake Ratio (GIR) to the last grade of primary education (used as a proxy for primary level completion) improved between 2012 and 2015, (latest available data). The GIR for secondary level declined from 2008-2011 and remained stable at 72 percent from 2012 to 2014 (see Figure 5.2).

<sup>148</sup> Education Policy and Data Center, Guyana National Education Profile - 2014 Update, 2014. available at: <https://www.epdc.org/education-data-research/guyana-national-education-profile>

**Figure 5.2** Gross intake ratio for the last grade of primary and last grade of lower secondary (2008-2015)

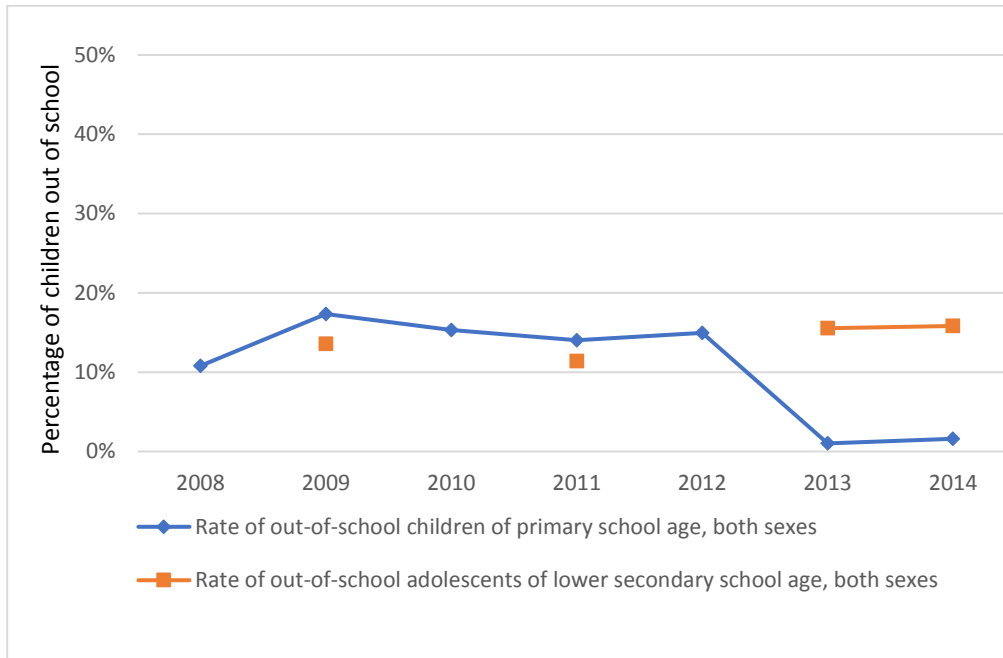


Source: UIS

135. The rate of out-of-school children of primary school age dropped from the double digits to just over 1 percent in 2013 and 2014. The rate for lower secondary level was fairly stable for the years for which data were available (see Figure 5.3).<sup>149</sup>

<sup>149</sup> Data provided by the MICS5, 2014, do not directly match the figures, but provide close correspondence. MICS5 data, available only for 2014, state that the percentage of out of school children at primary level was 2.3% and at secondary level was 14.4%. By comparison, MoE data show 1.02% and 15.5% for these categories respectively. Data were not available for the review period on indicators such as Gross Enrollment Rate (GER), percentage of 6-11 year old children who are not in school, gender parity in enrollment, and completion rates.

**Figure 5.3** *Out-of-school rates for children of primary and lower secondary school age, 2008-2014*



Source: UIS

**Is there evidence to link changes in learning outcomes, equity, gender equality and inclusion to system-level changes identified? What other factors can explain observed changes (or lack thereof)?**

**Finding 10:** Given the absence of data at both impact and system levels, it is not possible to make conclusive links between changes at the two levels.

136. As noted above, impact-level data for the period 2014-2018 are not available and, as noted in chapter 4, evidence of system level change during the period is limited and fragmented. As a result, the evaluation is not able to draw links from system level changes to impact-level trends.

## 6 Conclusions

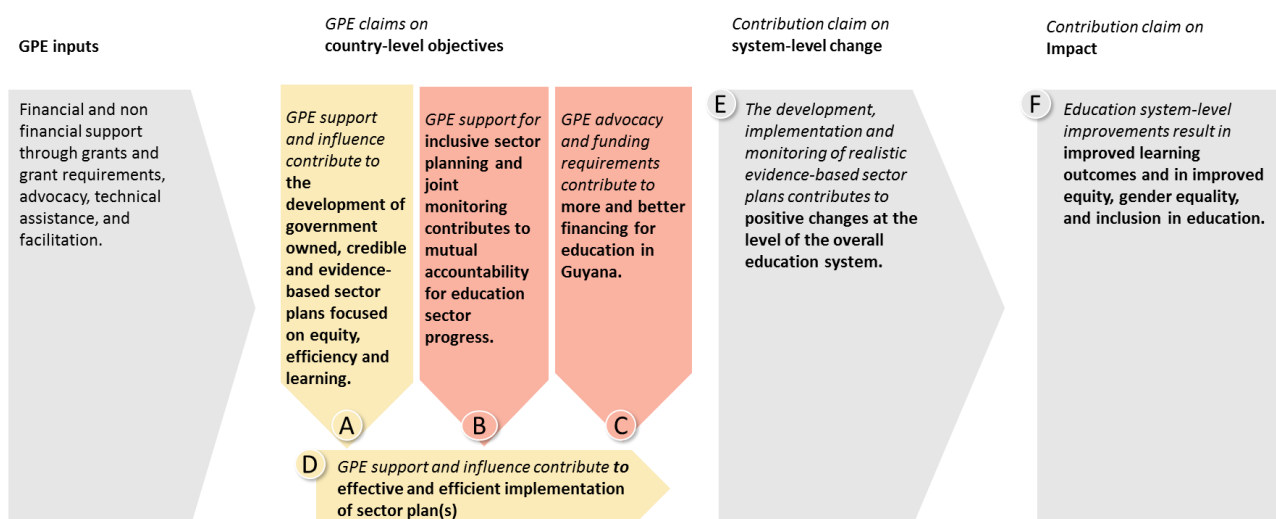
137. This final section of the report draws overall conclusions deriving from the evaluation findings.

138. The summative country-level evaluation set out to assess (i) GPE contributions to strengthening education systems and, ultimately, the achievement of education results in GPE partner developing countries in the areas of learning, equity, equality and inclusion; and hence (ii) the relevance, efficiency and effectiveness of GPE's theory of change and country-level operational model. The following conclusions are structured accordingly.

### Contributions to results and validity of the GPE country-level theory of change

139. Figure 6.1 presents a simplified version of the country-level theory of change, which provides a visual overview of key evaluation findings in relation to GPE contributions and the validity of the GPE country-level theory of change in Guyana. In the graphic, the items labeled A-F indicate the contribution claims that logically link the different elements in the ToC to each other. The color ratings indicate the extent to which available evidence supports (green), partly supports (amber), or does not support (red) the respective contribution claim. Items in grey indicate insufficient data to make an assessment. Full definitions of color ratings are provided in Appendix VII. The elements depicted are further described below.

**Figure 6.1** Assessment of contribution claims in the country-level theory of change for Guyana



### ***GPE contributions to sector planning, dialogue and monitoring, and sector plan implementation***

140. Evaluation findings partially support the GPE contribution claim A related to GPE influence on sector planning.<sup>150</sup> The anticipated objective was achieved, albeit with some room for improvement with regard to stakeholder participation (e.g., CSOs and development partners) in the process of developing the plan. Available evidence suggests that GPE had modest leverage in Guyana to influence sector planning. GPE contributions were clearly its ESPDG funding, technical guidelines, and the facilitation/technical support of the grant agent. Other factors beyond GPE support that influenced sector planning processes include existing local capacities, the MoE commitment to evidence-based sector planning, and contextual factors, in particular the change in government in 2015.

141. Data do not support contribution claim B related to mutual accountability.<sup>151</sup> During the period under review, there has been no progress towards strengthening sector dialogue and modest progress towards strengthening sector monitoring. There is not yet a multi-stakeholder forum (LEG equivalent) for sector dialogue. During this policy cycle, there was no formal mid-term review of the sector plan, which means that most stakeholders other than in the MoE and Ministry of Finance were not aware of the state of implementation of the sector plan. MoE stakeholders recognize that the absence of a formal mid-term review mechanism is a limitation in their current approach to sector monitoring. GPE was not able to influence this situation, which was primarily shaped by factors in the local context, including delays in the enactment of the new education bill (which stakeholders believe would help enable the establishment of a LEG equivalent), the government's Commission of Inquiry on public education (which limited the possibility of a Joint Sector Review), the limited number of development partners, and the preference for bilateral relationships among actors in the education sector.

142. GPE has made limited contributions to education sector financing (contribution claim C). It has made no notable contributions to the quality of international financing but has made a small contribution to the quantity of international financing through its funding of the GECEP. Domestically, Guyana has maintained education sector financing at around 20 percent of national expenditures, but there is no evidence of GPE global and country-level advocacy in this regard having influenced decision-makers in Guyana.

143. There is limited support for the underlying assumption that GPE had sufficient leverage in Guyana to influence the amount and quality of domestic and international education sector financing. Available evidence provides weak support for the underlying assumption that external (contextual) factors were favorable and permitted national and international actors to increase/improve the quality of education sector financing.<sup>152</sup> An additional factor beyond GPE support that positively affected sector financing is

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<sup>150</sup> Of the five assumptions underlying this contribution claim, the likelihood of them applying in the Guyana context was rated 'strong' on two and 'moderate' on three.

<sup>151</sup> Of the four underlying assumptions, the likelihood of them applying in the Guyana context was rated 'moderate' for three, and 'weak' for one.

<sup>152</sup> Based on available evidence, the application of both assumptions was rated 'weak' in the Guyana context. As shown in the adapted country level theory of change (Appendix II), influencing domestic and international education sector financing was not anticipated to be solely the responsibility of GPE, but also of other actors at global and national levels. However, the agreed upon contribution claim that was tested in this evaluation focused on GPE's influence.

the continued government commitment to stable financing of the education sector. The main factor that negatively affected sector financing was evolving bilateral donor priorities and strategies in the Caribbean.

144. Finally, evidence deriving from the evaluation's various lines of enquiry partially supports contribution claim D related to GPE supporting the successful implementation of the ESP.<sup>153</sup> GPE financial and non-financial support made modest contributions to strengthening elements of in-country capacity for sector plan implementation by enhancing related opportunities and capabilities through ESPIG funding for work in ECE. However, overall ESP implementation was negatively affected by changes in government and ministers, with corresponding shifts in priorities that stalled implementation of some key initiatives.

### Cross-cutting observations<sup>154</sup>

#### ***Roles played by country-level partners and the Secretariat***

145. The government of Guyana, particularly through the MoE, provided leadership throughout the policy cycle, including for stakeholder participation in sector planning. The MoE's ability to lead implementation of the 2014-2018 ESP was negatively affected by changes in the political context, which led to a Commission of Inquiry into the public education system over a two-year period. Changes in Ministers also affected relative priorities.

146. The World Bank successfully fulfilled the role of grant agent for the 2014-2018 ESPIG and played a valued role in providing technical support to country-level stakeholders. The GECEP project (funded by the ESPIG) is recognized as a success both by the World Bank and in-country actors. The Bank's active involvement in financing the education sector facilitated its role in this regard.

147. In its parallel role as coordinating agent, the World Bank met bilaterally with other key development partners in the sector (UNICEF, UNESCO) during supervisory visits conducted during the course of the ESPIG and coordinated all the necessary endorsement processes. Although the Secretariat has proposed other actors to take on the coordinating agency role (e.g., UNICEF), during the review period the change did not materialize. Government actors note that for practical reasons, given the small number of development partners and the small size of the grant, it was convenient to have the World Bank play both roles. UNICEF, which has a strong bilateral relationship with the government, has not advocated for a change in the GPE coordinating model. While the model as it is, appears to be working for these key actors, it has not been very effective in strengthening mutual accountability (see section 3.3.).

148. In-country stakeholders familiar with GPE value the Secretariat's role in promoting the principles of the partnership and providing guidance on grant application processes. The Secretariat also provided technical inputs in the context of ESPIG supervision missions.

#### ***Other observations on the (perceived) relevance and quality of GPE support to Guyana***

149. GPE is not well known among stakeholders outside of the Ministry of Education. In the MoE, stakeholders often refer to "the World Bank" project, when they actually mean the GPE-funded project for which the World Bank is grant agent.

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<sup>153</sup> For this contribution claim, four of the six underlying assumptions were rated 'moderate', one was rated 'weak' and there was insufficient data to rate one assumption.

<sup>154</sup> Observations relevant to sector planning, dialogue and monitoring, sector financing and ESP implementation



150. Government respondents note that the requirements for applying for an ESPIG are the same, regardless of the amount of overall funding. In Guyana, the burden of the application process is perceived to be heavy, given that Guyana's overall allocation is much smaller than that of many other countries in the partnership.

151. Guyana has not received grants from CSEF or GRA and these instruments were not referenced by in-country stakeholders. In most cases, stakeholders did not seem aware of them. The Secretariat and CLADE have tried to engage CSOs in Guyana in order to facilitate access to the CSEF.

### Education system level change

152. For the period 2014-2018, there are insufficient data to provide a complete picture of the types of system-level changes that emerged. In addition, the lack of a comprehensive review of 2014-2018 ESP implementation means that there is limited information on the extent to which initiatives proposed in the Plan were implemented and to what effect. (The one exception is the improvement in numbers of trained teachers, for which there are data available and where it is possible to trace progress to interventions put in place under the ESP.) As a result, the evaluation was not able to test the link between ESP implementation and system-level change.

### Impact level change

153. There is at this time insufficient evidence to prove or disprove the validity of the GPE's theory of change in relation to the assumed links between a stronger education system and impact-level changes in learning outcomes, equity, gender equality and inclusion. This is largely due to the relatively short and recent timeframe that the evaluation was able to focus on in detail, the lack of data, and the fact that system-level improvements require considerable time to effect change at the level of learning outcomes, equity, equality or inclusion.<sup>155</sup>

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<sup>155</sup> The two underlying assumptions related to this contribution claim as per the Theory of Change were: 1. Changes in the education system positively affect learning outcomes and equity (insufficient evidence); and 2. Country-produced data on equity, efficiency and learning allow measuring/tracking these changes (weak). The lack of evidence for validating this step in the GPE theory of change is not the same as *disproving* the ToC. It merely illustrates the difficulty of establishing clear cause and effect relationships when reviewing a relatively short period of time with very limited data.



## Appendix I Evaluation Matrix

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<b>Key question I: Has GPE support to [country] contributed to achieving country-level objectives related to sector planning, sector plan implementation, sector dialogue and monitoring, and more/better financing for education?<sup>156</sup> If so, then how?</b>			
<b>CEQ 1: Has GPE contributed to education sector planning and sector plan implementation in [country] during the period under review?<sup>157</sup> How?</b>			
<b>CEQ 1.1</b> What have been strengths and weaknesses of education sector planning during the period under review?	<ul style="list-style-type: none"> <li>• Extent to which the country's most recent sector plan meets GPE/UNESCO IIEP appraisal criteria.<sup>158</sup> <ul style="list-style-type: none"> <li>– Plan preparation process has been country-led, participatory, and transparent</li> <li>– Plan constitutes a solid corpus of strategies and actions addressing the key challenges of the education sector</li> <li>– Issues of equity, efficiency, and learning are soundly addressed to increase sector performance</li> <li>– There is consistency between different components of the sector plan</li> <li>– Financing, implementation and monitoring arrangements offer a good perspective for achievement</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Current and past sector plans (including from period prior to country joining GPE if available)</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• JSR reports</li> <li>• Other relevant reports or reviews that comment on the quality of previous sector plans</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post analysis (where data on previous policy cycles is available)</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>156</sup> OECD DAC evaluation criteria of relevance, effectiveness, and efficiency.

<sup>157</sup> The core period under review varies for summative and prospective evaluations. Prospective evaluations will primarily focus on the period early 2018 to early 2020 and will relate observations of change back to the baseline established at this point. The summative evaluations will focus on the period covered by the most recent ESPIG implemented in the respective country. However, for selected indicators (and subject to data availability) the summative evaluations will look back up to five years prior to the country becoming a GPE member to conduct a trend analysis of relevant data.

<sup>158</sup> Global Partnership for education, UNESCO International Institute for Educational Planning. Guidelines for Education Sector Plan Appraisal. Washington and Paris. 2015. Available at: [file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge\\_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf](file:///C:/Users/anett/AppData/Local/Packages/Microsoft.MicrosoftEdge_8wekyb3d8bbwe/TempState/Downloads/2015-06-gpe-iiep-guidelines-education-sector-plan-appraisal.pdf).

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Extent to which previous sector plans met current GPE or other (e.g. country specific) quality standards (if and where data is available)</li> <li>• Stakeholder views on strengths and weaknesses of (most recent and previous) sector planning processes in terms of:               <ul style="list-style-type: none"> <li>– Leadership for and inclusiveness of sector plan preparation</li> <li>– Relevance and coherence of the sector plan</li> <li>– Adequacy of sector plan in addressing equity, efficiency and learning issues</li> <li>– Timeliness of plan preparation processes</li> </ul> </li> </ul>		
<p><b>CEQ 1.2</b> What have been strengths and weaknesses of sector plan implementation during the period under review?</p>	<ul style="list-style-type: none"> <li>• Progress made towards implementing sector plan objectives/meeting implementation targets of current/most recent sector plan. (If data is available: compared to progress made on implementing previous sector plan)</li> <li>• Extent to which sector plan implementation is fully funded (current/most recent plan compared to earlier sector plan if data is available)</li> <li>• Stakeholder views on timeliness, effectiveness and efficiency of sector plan implementation, and on changes therein compared to earlier policy cycles, due to:               <ul style="list-style-type: none"> <li>– Extent to which plans are coherent and realistic</li> <li>– Implementation capacity and management</li> <li>– Funding</li> <li>– Other (context-specific)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Current and past sector plans (including from period prior to country joining GPE if available)</li> <li>• DCP government ESP/TSP implementation documents including mid-term or final reviews</li> <li>• Relevant program or sector evaluations, including reviews preceding the period of GPE support under review</li> <li>• JSR reports</li> <li>• Reports or studies on ESP/TSP commissioned by other development partners and/or the DCP government</li> <li>• CSO reports</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post analysis (where data on previous policy cycles is available)</li> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 1.3</b> Has GPE contributed to the observed characteristics of sector planning? How?</p> <p>a) Through the GPE ESPDG grant- (funding, funding requirements)</p> <p>b) Through other support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, facilitation, CSEF and ASA grants, and cross-national sharing of evidence/good practice )<sup>159</sup></p>	<p>a) Contributions through GPE ESPDG grant and related funding requirements:</p> <ul style="list-style-type: none"> <li>• ESPDG amount as a share of total resources invested into sector plan preparation. Evidence of GPE ESPDG grant addressing gaps/needs or priorities identified by the DCP government and/or LEG</li> </ul> <p>b) Contributions through other (non ESPDG-related) support:</p> <ul style="list-style-type: none"> <li>• Support directed at priority needs/gaps identified by the DCP government and/or LEG</li> <li>• Support adapted to meet the technical and cultural requirements of the specific context in [country]</li> <li>• Support aimed at strengthening sustainable local/national capacities for sector planning or plan implementation</li> <li>• Stakeholder views on relevance and appropriateness of GPE technical assistance, advocacy, standards, guidelines, capacity building, facilitation, CSEF and ASA grants, and knowledge exchange in relation to: <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g. quality assurance provided by Secretariat)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• ESP implementation data including joint sector reviews</li> <li>• GPE grant agent reports and other grant performance data</li> <li>• Secretariat reports, e.g. country lead back to office/mission reports</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• Other documents on technical assistance/advocacy</li> <li>• Country-specific grant applications</li> <li>• Interviews</li> <li>• Education sector analyses</li> <li>• Country’s poverty reduction strategy paper</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> <li>• Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)</li> </ul>
<p><b>CEQ 1.4</b> Has GPE contributed to the observed characteristics of sector plan implementation? How?</p> <p>a) Through GPE EPDG, ESPIG</p>	<p>a) Contributions through GPE EPDG and ESPIG grants, related funding requirements and variable tranche (where applicable)</p> <ul style="list-style-type: none"> <li>• Absolute amount of GPE disbursement and GPE</li> </ul>	<ul style="list-style-type: none"> <li>• ESP implementation data including joint sector reviews</li> <li>• GPE grant agent reports and other grant performance</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulation of data deriving from document review and interviews</li> </ul>

<sup>159</sup> Technical assistance and facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy can include inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange includes cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>grants-related funding requirements and the variable tranche<sup>160</sup></p> <p>b) Through non-financial support (technical assistance, advocacy, standards, quality assurance procedures, guidelines, capacity building, and facilitation, and cross-national sharing of evidence/good practice)<sup>161</sup></p>	<p>disbursement as a share of total aid to education</p> <ul style="list-style-type: none"> <li>• Maximum allocation amounts and actual amount a country received from GPE through the fixed and/or the variable tranche and reasons for not receiving the total MCA</li> <li>• Evidence of GPE grants addressing gaps/needs or priorities identified by the DCP government and/or LEG.</li> <li>• Progress made towards targets outlined in GPE grant agreements as triggers for variable tranche, compared to progress made in areas without specific targets (where applicable)</li> <li>• Proportion of overall sector plan funded through GPE ESPIG</li> <li>• Proportion of textbook purchases planned under current/most recent sector plan funded through GPE grant</li> <li>• Proportion of teachers trained under current/most recent sector plan funded through GPE grant</li> <li>• Proportion of classrooms built under current/most recent sector plan funded through GPE grant</li> <li>• Progress made towards objectives/targets outlined in GPE grant agreement (where applicable: compare progress made in areas with specific targets as triggers for release of variable tranche compared to progress made in areas without specific targets)</li> <li>• Timeliness of implementation of GPE grants (Education Sector Plan Development Grant, Program Development Grant, Education Sector Plan Implementation Grant)</li> </ul>	<p>data</p> <ul style="list-style-type: none"> <li>• Secretariat reports, e.g. country lead back to office/mission reports</li> <li>• GPE ESP/TSP quality assurance documents</li> <li>• Other documents on technical assistance/advocacy</li> <li>• Country-specific grant applications</li> <li>• Interviews</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	<ul style="list-style-type: none"> <li>• Where applicable: Comparison of progress made towards ESPIG grant objectives linked to specific performance targets with those without targets (variable tranche)</li> </ul>

<sup>160</sup> Where applicable.

<sup>161</sup> Technical assistance and facilitation provided primarily through the GPE Secretariat, the grant agent and coordinating agency. Advocacy – including inputs from Secretariat, grant agent, coordinating agency, LEG, and GPE at global level (e.g. Board meetings, agreed upon standards). Knowledge exchange - including cross-national/global activities related to the diffusion of evidence and best practice to improve sector planning and implementation.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>• Grant implementation is on budget</li> <li>b) Contributions through non-financial support</li> <li>• GPE support aimed at strengthening sustainable local/national capacities for plan implementation</li> <li>• Stakeholder views on relevance and appropriateness of GPE non-financial support in relation to:               <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g. quality assurance provided by Secretariat)</li> </ul> </li> </ul>		
<p><b>CEQ 1.5</b> Has GPE contributed to leveraging additional education sector financing and improving the quality of financing?</p> <p>a) Leveraging of additional finance from the government?</p> <p>b) Leveraging of additional finance from other partners through the GPE multiplier funding mechanisms (where applicable)?</p> <p>c) Leveraging of additional finance from other partners through means other than the multiplier funding mechanism?</p>	<p>a) Leveraging additional finance from government</p> <ul style="list-style-type: none"> <li>• Changes in country’s public expenditures on education during period under review (by sub-sector if available)</li> </ul> <p>b) Leveraging additional finance through multiplier funding</p> <ul style="list-style-type: none"> <li>• Extent to which country has achieved, maintained or exceeded 20% of public expenditures on education during period under review</li> <li>• Amount received through the GPE multiplier fund (if applicable).</li> </ul> <p>c) Leveraging additional finance through other means</p> <ul style="list-style-type: none"> <li>• Amounts and sources of domestic resources mobilized through GPE advocacy efforts</li> </ul> <p>(b and c):</p> <ul style="list-style-type: none"> <li>• Changes in relative size of GPE financial contribution in relation to other donor’ contributions</li> </ul>	<ul style="list-style-type: none"> <li>• Interviews with national actors (e.g. Ministry of Finance, Ministry of Education, Local Education Groups/ Development partner groups)</li> <li>• GPE data (e.g. grant documents, country commitments and disbursements, donor pledges and contributions)</li> <li>• Creditor Reporting System (CRS) by OECD-DAC</li> <li>• UIS data by UNESCO</li> <li>• National data (e.g. Education Management Information</li> </ul>	<ul style="list-style-type: none"> <li>• Trend analysis for period under review</li> <li>• Comparative analysis (GPE versus other donor contributions)</li> <li>• Triangulation of quantitative analysis with interview data</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>d) Improvements in the quality of education finance (e.g. short, medium and long-term predictability, alignment with government systems)?</p>	<ul style="list-style-type: none"> <li>• Trends in external and domestic financing channeled through and outside of GPE, and for basic and total education, to account for any substitution by donors or the country government</li> <li>• Changes in donor aid to country; Extent to which GPE Program Implementation Grant-supported programs have been co-financed by other actors or are part of pooled funding mechanisms; Amounts and sources of non-traditional financing (e.g. private or innovative finance) that can be linked to GPE leveraging</li> </ul> <p>d) Quality of education finance</p> <ul style="list-style-type: none"> <li>• Alignment of GPE education sector program implementation grants with GPE’s system alignment criteria (including the 10 elements of alignment and the elements of harmonization captured by RF indicators 29, 30 respectively)</li> <li>• Possible reasons for non-alignment or non-harmonization (if applicable)</li> </ul>	<ul style="list-style-type: none"> <li>• Systems, school censuses and surveys, National Education Accounts, Joint Sector Reviews, public expenditure reviews)</li> </ul>	
<b>CEQ 2 Has GPE contributed to strengthening mutual accountability for the education sector during the period under review? If so, then how?</b>			
<p><b>CEQ 2.1</b> Has sector dialogue changed during the period under review?</p>	<ul style="list-style-type: none"> <li>• Composition of the country’s LEG (in particular civil society and teacher association representation), and changes in this composition during period under review</li> <li>• Frequency of LEG meetings, and changes in frequency during period under review</li> <li>• Stakeholder views on changes in sector dialogue in terms of: <ul style="list-style-type: none"> <li>– Inclusiveness</li> <li>– Frequency, consistency, clarity of roles and responsibilities</li> <li>– Relevance (i.e. perceptions on whether stakeholder input is taken into account for decision making)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• ESP/TSP, and documents illustrating process of their development</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate results of document review and interviews</li> <li>• Stakeholder analysis and mapping</li> </ul>



MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	<ul style="list-style-type: none"> <li>– Quality (evidence-based, transparent)</li> </ul>		
<p><b>CEQ 2.2</b> Has sector monitoring changed?</p>	<ul style="list-style-type: none"> <li>• Frequency of joint sector reviews conducted, and changes in frequency during period under review</li> <li>• Extent to which joint sector reviews conducted during period of most recent ESPIG met GPE quality standards (if data is available: compared to JRSs conducted prior to this period)</li> <li>• Evidence deriving from JSRs is reflected in DCP government decisions (e.g. adjustments to sector plan implementation) and sector planning</li> <li>• Measures in the current sector plan to strengthen sector monitoring (especially monitoring the quality of teaching and learning, equity, equality and inclusion) are implemented</li> <li>• Stakeholder views on changes in JSRs in terms of them being:               <ul style="list-style-type: none"> <li>– Inclusive and participatory</li> <li>– Aligned to existing sector plan and/or policy framework</li> <li>– Evidence based</li> <li>– Used for learning/informing decision-making</li> <li>– Embedded in the policy cycle (timing of JSR appropriate to inform decision making; processes in place to follow up on JRS recommendations)<sup>162</sup></li> </ul> </li> <li>• Stakeholder views on extent to which current practices of sector dialogue and monitoring amount to ‘mutual accountability’ for the education sector.</li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison</li> <li>• Triangulate the results of document review and interviews</li> </ul>

<sup>162</sup> Criteria adapted from: Global Partnership for Education. Effective Joint Sector Reviews as (Mutual) Accountability Platforms. GPE Working Paper #1. Washington. June 2017. Available at: <https://www.globalpartnership.org/blog/helping-partners-make-best-use-joint-sector-reviews> .

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 2.3</b> Has GPE contributed to observed changes in sector dialogue and monitoring? How?</p> <p>a) Through GPE grants and funding requirements</p> <p>b) Through other support<sup>163</sup></p>	<p>a) Grants and funding requirements</p> <ul style="list-style-type: none"> <li>• Proportion of EMIS-related improvements outlined current/most recent sector plan funded through GPE grant</li> </ul> <p>b) Non-grant related support</p> <ul style="list-style-type: none"> <li>• Support is targeted at issues identified as priorities by DCP government and/or LEG</li> <li>• Support is adapted to meet the technical and cultural requirements of the specific context in [country]</li> <li>• Support is aimed at strengthening local/national capacities for conducting inclusive and evidence-based sector dialogue and monitoring</li> </ul> <p>a) and b)</p> <ul style="list-style-type: none"> <li>• Stakeholder view on relevance and appropriateness of GPE grants and related funding requirements, and of technical assistance in relation to: <ul style="list-style-type: none"> <li>– Addressing existing needs/priorities</li> <li>– Respecting characteristics of the national context</li> <li>– Adding value to country-driven processes (e.g. around JSRs)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• LEG meeting notes</li> <li>• Joint sector reviews or equivalents from before and during most recent ESPIG period</li> <li>• GPE sector review assessments</li> <li>• Grant agent reports</li> <li>• Back to office reports/memos from Secretariat</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>
<p><b>CEQ 3: Has GPE support had unintended/unplanned effects? What factors other than GPE support have contributed to observed changes in sector planning, sector plan implementation, sector financing and monitoring?</b></p>			
<p><b>CEQ 3.1</b> What factors other than GPE support are likely to have contributed to the observed changes (or lack thereof) in sector</p>	<ul style="list-style-type: none"> <li>• Changes in nature and extent of financial/non-financial support to the education sector provided by development partners/donors (traditional/non-traditional donors including foundations)</li> </ul>	<ul style="list-style-type: none"> <li>• Documents illustrating changes in priorities pursued by (traditional/non-traditional) donors related implications for [country]</li> </ul>	<ul style="list-style-type: none"> <li>• Triangulate the results of document review and interviews</li> </ul>

<sup>163</sup> Technical assistance, advocacy, standards, quality assurance, guidelines, capacity building, facilitation, and cross-national sharing of evidence/good practice.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
plan development, sector financing and plan implementation, and in sector dialogue and monitoring?	<ul style="list-style-type: none"> <li>Contributions to sector planning, plan implementation, sector dialogue or monitoring made by actors other than GPE</li> <li>Changes/events in national or regional context(s)               <ul style="list-style-type: none"> <li>Political context (e.g. changes in government/leadership)</li> <li>Economic context</li> <li>Social/environmental contexts (e.g. natural disasters, conflict, health crises)</li> <li>Other (context-specific)</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Relevant studies/reports commissioned by other education sector actors (e.g. donors, multilateral agencies) regarding nature/changes in their contributions and related results</li> <li>Government and other (e.g. media) reports on changes in relevant national contexts and implications for the education sector</li> <li>Interviews</li> </ul>	
<b>CEQ 3.2</b> During the period under review, have there been unintended, positive or negative, consequences of GPE financial and non-financial support?	<ul style="list-style-type: none"> <li>Types of unintended, positive and negative, effects on sector planning, sector financing, sector plan implementation, sector dialogue and monitoring deriving from GPE funding (grants)</li> <li>Types of unintended, positive and negative, effects deriving from other GPE support.</li> </ul>	<ul style="list-style-type: none"> <li>All data sources outlined for CEQs 1 and 2 above</li> <li>Interviews</li> </ul>	<ul style="list-style-type: none"> <li>Triangulate the results of document review and interviews</li> </ul>
<b>Key question II: Has the achievement of country-level objectives<sup>164</sup> contributed to making the overall education system in [country] more effective and efficient?</b>			
<b>CEQ 4</b> During the period under review, how has the education system changed in relation to: a) Quality of teaching/instruction b) Evidence-based, transparent decision making <sup>165</sup>	<p>a) Quality of teaching/instruction</p> <ul style="list-style-type: none"> <li>Changes in pupil/trained teacher ratio during period under review</li> <li>Changes in equitable allocation of teachers (measured by relationship between number of teachers and number of pupils per school)</li> </ul>	<ul style="list-style-type: none"> <li>Education Management Information System (EMIS)</li> <li>UIS data</li> <li>World Bank data</li> <li>Household survey data</li> </ul>	<ul style="list-style-type: none"> <li>Pre-post comparison of statistical data for periods under review</li> <li>Triangulate the</li> </ul>

<sup>164</sup> GPE country-level objectives related to sector planning, plan implementation, and mutual accountability through sector dialogue and monitoring.

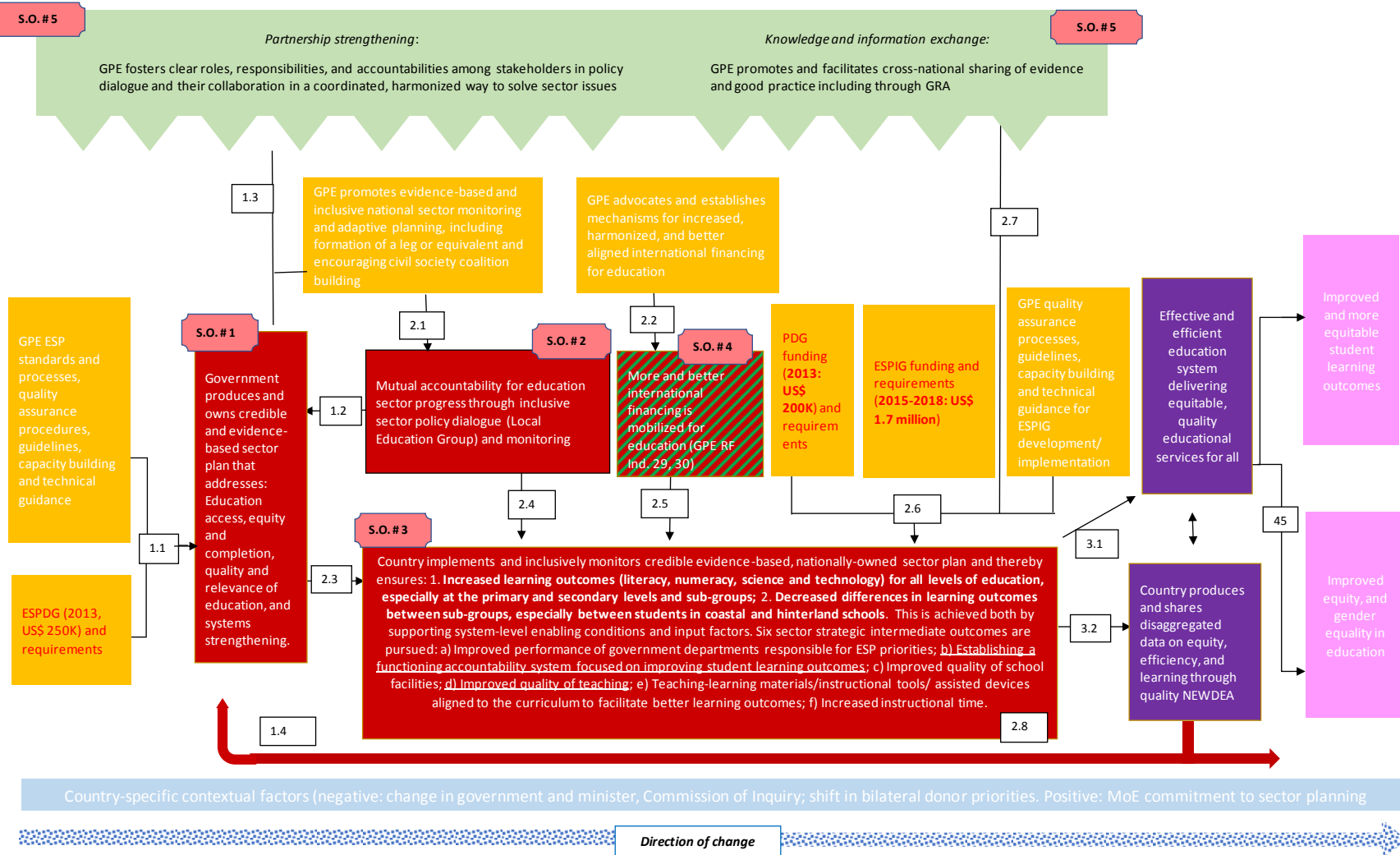
MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p>c) Country-specific areas of system strengthening for furthering equity and/or learning, and for ensuring effective and efficient use of resources.</p>	<p>b) Evidence-based, transparent decision making</p> <ul style="list-style-type: none"> <li>• Changes in number of education indicators that country reports to UIS during period under review</li> <li>• Changes in whether country has quality learning assessment system within the basic education cycle during period under review</li> <li>• Other, country-specific indicators illustrating changes in evidence-based, transparent data collection, reporting and decision making</li> </ul> <p>c) Indicators for specific areas of education systems strengthening as outlined in the country's current sector plan related to:</p> <ul style="list-style-type: none"> <li>• Sector management (e.g. changes in ministerial, district and/or school level management structures, guidelines, staffing, financing, approaches to ensuring effective and efficient use of resources)</li> <li>• Learning (appropriate and available education inputs, additional country-specific efforts to enhance the quality of teaching/instruction, e.g. through new/improved incentives for schools/teachers)</li> <li>• Equity (removal of barriers to school participation for all learners; creating inclusive learning environments)</li> </ul> <p>(a-c): Stakeholder perceptions of areas within the education system that have/have not changed during period under review</p>	<ul style="list-style-type: none"> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent progress reports</li> <li>• Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Appraisal Reports</li> <li>• Public expenditure reports</li> <li>• CSO reports</li> <li>• SABER database</li> <li>• Education financing studies</li> <li>• Literature on good practices in education system domains addressed in country's sector plan</li> <li>• Interviews</li> </ul>	<p>results of document review with statistical data, interviews and literature on 'good practice' in specific areas of systems strengthening</p>

<sup>165</sup> Sub-questions a) and b) reflect indicators under Strategic Goal #3 as outlined in the GPE results framework. Sub-questions c) explores additional, country-specific indicators for system-level change.

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
<p><b>CEQ 5</b> How have changes in sector planning, plan implementation, and mutual accountability contributed to observed changes at education system level?</p>	<ul style="list-style-type: none"> <li>• The specific measures put in place as part of sector plan implementation address previously identified bottlenecks at system level</li> <li>• Alternative explanations for observed changes at system level (e.g. changes due to external factors, continuation of trend that was already present before current/most recent policy cycle, targeted efforts outside of the education sector plan)</li> <li>• Stakeholder perceptions of reasons for observed changes</li> </ul>	<ul style="list-style-type: none"> <li>• Sources as shown for CEQ 4</li> <li>• Literature on good practices in education system domains addressed in country's sector plan</li> <li>• Education sector analyses</li> <li>• Country's poverty reduction strategy paper</li> </ul>	
<p><b>Key question III: Have changes at education system level contributed to progress towards impact?</b></p>			
<p><b>CEQ 6:</b> During the period under review, what changes have occurred in relation to:</p> <p>a) Learning outcomes (basic education)?</p> <p>b) Equity, gender equality and inclusion in education?</p>	<p>a) Learning outcomes:</p> <ul style="list-style-type: none"> <li>• Changes in learning outcomes (basic education) during period under review.</li> <li>• Changes in percentage of children under five (5) years of age in COUNTRY who have been developmentally on track in terms of health, learning and psychosocial well-being. Or changes in other early childhood care and education measures from country-level surveys</li> </ul> <p>b) Equity, gender equality, and inclusion:</p> <ul style="list-style-type: none"> <li>• Changes in proportion of children who complete (i) primary, (ii) lower-secondary education</li> <li>• Changes in out of school rate for (i) primary, (ii) lower-secondary education</li> <li>• Changes in the distribution of out of school children (girls/boys; children with/without disability; ethnic, geographic and/or economic backgrounds)</li> <li>• Education sector plan sets gender parity index/targets for (i) primary, (ii) lower-secondary education</li> <li>• Extent to which these targets have been achieved</li> <li>• Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review</li> </ul>	<ul style="list-style-type: none"> <li>• Sector performance data available from GPE, UIS, DCP government and other reliable sources</li> <li>• Teacher Development Information System (TDIS)</li> <li>• Education Management Information System (EMIS)</li> <li>• National examination data</li> <li>• International and regional learning assessment data</li> <li>• EGRA/EGMA data</li> <li>• ASER/UWEZO other citizen-led surveys</li> <li>• Grant agent and Implementing partner progress reports</li> <li>• Mid-term Evaluation reports</li> <li>• GPE annual Results Report</li> <li>• Appraisal Reports</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of available education sector data during review</li> <li>• Triangulation of statistical data with qualitative document analysis and interviews</li> </ul>

MAIN EVALUATION QUESTIONS AND SUB- QUESTIONS	INDICATORS	MAIN SOURCES OF INFORMATION	ANALYSIS
	(a and b): Additional country-specific indicators as outlined in current sector plan and/or related monitoring framework		
<p><b>CEQ 7</b> Is there evidence to link changes in learning outcomes, equity, gender equality, and inclusion to system-level changes identified under CEQ 4?</p> <p>What other factors can explain changes in learning outcomes, equity, etc.?</p>	<ul style="list-style-type: none"> <li>• Changes in country’s change trajectory related to learning outcomes, equity, gender equality, and inclusion during period under review</li> <li>• Additional explanations for observed changes in learning outcomes, equity, gender equality, and inclusion other than system-level changes noted under CEQ 4 and 5</li> <li>• Stakeholder perceptions on extent of, and reasons for, impact-level changes during period under review</li> </ul>	<ul style="list-style-type: none"> <li>• Studies/evaluation reports on education (sub)sector(s) in country commissioned by the DCP government or other development partners (where available)</li> <li>• Literature on key factors affecting learning outcomes, equity, equality, and inclusion in comparable settings</li> <li>• Interviews</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-post comparison of available education sector data during period under review</li> <li>• Triangulation of statistical data with qualitative document analysis and interviews</li> <li>• Weigh supporting and refuting evidence of GPE contributions to sector outcomes during period of review</li> </ul>

# Appendix II GPE country-level theory of change for Guyana for the review period



**LEGEND**

xxx	<b>Non-financial</b> GPE inputs/support (technical assistance, facilitation, advocacy)
xxx	GPE <b>financial</b> inputs/support (grants) and related funding requirements
	<b>Country-level objectives</b> that GPE support/influence directly contributes to. <u>Underlined</u> items are issues (at least partly) supported through the ESPIG-funded GECEP project. <sup>166</sup>
	<b>Global-level objectives</b> that GPE support/influence directly contributes to, which have consequences at country level
	<b>Global-level objectives</b> with ramifications at country level, that are influenced but not solely driven by GPE's global and country-level interventions and/or influence
	<b>Intermediate outcomes:</b> Education system-level changes
	<b>Impact:</b> Changes in learning outcomes, equity, equality, and inclusion
	Contextual factors
S.O. # 3	Corresponding Strategic Objective in the GPE 2020 Strategic Plan
1	Numbers represent the key areas where <b>logical linkages</b> (explanatory mechanisms) connect different elements of the theory of change to one another ( <i>'because of x, y happens'</i> ). Numbers are aligned with the anticipated sequencing of achievements (1. sector plan development, 2. sector plan implementation, sector monitoring and dialogue, 3. education system-level changes, 4. envisaged impact).

<sup>166</sup> The Guyana country-level objectives are based on the ESP 2014-2018, which contains slight variations in wording between the results framework (Table VIII.1) and the executive summary.



Table ii.1 Key explanatory mechanisms and underlying assumptions in the adapted country ToC for Guyana

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>167</sup>	(IMPLICIT) CONTRIBUTION CLAIM
<b>1 – GPE contributions to sector planning</b>			
1.1, 1.2, 1.3 and 1.4	<p><b>BECAUSE</b></p> <p>(1) GPE provides Education Sector Plan Development Grants and guidance, quality assurance, capacity development and technical guidance, and</p> <p>(2) GPE promotes (at global and country levels) evidence-based and adaptive planning</p> <p>(3) promotes and facilitates cross-national sharing of evidence and good practice</p> <p>(4) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector planning</p> <p><b>– Guyana’s government produces and owns credible and evidence-based sector plans focused on equity, efficiency, and learning.</b></p>	<p>Country level stakeholders (MoE, LEG members) have the capabilities (knowledge and skills), opportunities (resources, conducive external environment), and motivation (political will, incentives) to jointly and collaboratively improve sector analysis and planning.<sup>168</sup></p> <p>GPE has sufficient leverage within the country for GPE financial and non-financial support to influence sector planning, including LEG existence and functioning.</p> <p>EMIS and learning assessment and reporting systems produce relevant and reliable data.</p>	<p><b>Contribution claim A:</b> GPE (financial and non-financial) support and influence contribute to the <i>development</i> of government owned, credible and evidence-based sector plans focused on equity, efficiency and learning.</p>
<b>2 - GPE contributions to sector plan implementation, sector monitoring, and dialogue</b>			
2.1	<p><b>BECAUSE</b></p> <p>(1) GPE provides CSEF grants,</p> <p>(2) GPE supports and promotes evidence-based and inclusive national sector monitoring and adaptive planning at global and country levels, and</p> <p>(3) GPE promotes and facilitates cross-national</p>	<p>GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning.</p> <p>Country level stakeholders (MoE, LEG members) have the capabilities (knowledge and skills), opportunities (including resources), and motivation</p>	<p><b>Contribution claim B:</b> GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contribute to <i>mutual accountability</i> for education sector progress.</p>

<sup>167</sup> Critical assumptions are events and conditions necessary for the respective logical link (mechanism) to work.

<sup>168</sup> Mayne (2017) suggests analyzing changes in individual or organizational ‘capacity’, as the foundation of behavioral and practice change, by exploring the three interrelated dimensions of capabilities, motivation, and opportunity. See: Mayne, John “The COM-B Theory of Change Model”, Working paper, February 2017.

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>167</sup>	(IMPLICIT) CONTRIBUTION CLAIM
	sharing of evidence and good practice, – <b>there is mutual accountability for sector progress through inclusive sector policy dialogue and monitoring.</b>	(including political will and incentives) to work together to solve education sector issues.	
2.2	<b>BECAUSE</b> (1) GPE advocates for and establishes mechanisms for increased, harmonized, and better aligned international financing for education, and (2) GPE funding requirements include the promotion of improvements in domestic financing for education promotes – <b>there is more and better financing for education mobilized in the country.</b>	GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing. External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.	<b>Contribution claim C:</b> GPE advocacy and funding requirements contribute to more and better financing for education in the country.
2.3, 2.4, 2.5, 2.6 2.7 and 2.8	<b>BECAUSE –</b> (1) GPE provides funding through PDGs and ESPIGS, (2) GPE provides quality assurance, processes, guidelines, capacity building and technical guidance for ESPIG development and implementation, (3) there is mutual accountability for education sector progress, (4) the country has developed a credible and evidence-based sector plan, (5) more and better domestic and international financing for education is available, (6) GPE promotes and facilitates cross-national sharing of evidence and good practice (including through GRA-supported projects) (7) Data on systems, equity, and learning generated through quality EMIS and LAS are fed back and used to inform sector plan	Relevant country-level actors have the technical capabilities, motivation (political will, incentives) and opportunity (funding, conducive environment) to implement all elements of the sector plan. Available domestic and international funding is sufficient in quantity and adequate in quality to implement all elements of the sector plan. Country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum. Country-level stakeholders (MoE, LEG members) take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation. The sector plan includes provisions for strengthening EMIS and LAS to produce timely,	<b>Contribution claim D:</b> GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation</i> of sector plans.

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>167</sup>	(IMPLICIT) CONTRIBUTION CLAIM
	implementation – Guyana implements and monitors credible, evidence-based sector plans based on equity, efficiency and learning.	relevant and reliable data.	
<b>3. From country-level objectives to system-level change (intermediary outcome)</b>			
3.1	<p><b>BECAUSE</b></p> <p>Guyana implements and monitors realistic, evidence-based education sector plans based on equity, efficiency and learning –</p> <p><b>the education system becomes more effective and efficient towards delivering equitable quality educational services for all.</b></p>	<p>Education sector plan implementation leads to improvements of previous shortcomings in the education system including related to each of, as well as to the interaction between elements such as:</p> <p>Sector management</p> <ul style="list-style-type: none"> <li>• Effective and efficient use of available resources</li> <li>• Effective sector management at national, sub-national and local/school levels</li> <li>• Evidence-based, transparent decision making – e.g., regularly conducted quality learning assessments, regularly collected data on EMIS, transparency and reporting of data, integrated and effective data systems to facilitate use</li> </ul> <p>Learning:</p> <ul style="list-style-type: none"> <li>• Appropriate and available education inputs – e.g., curricula, textbooks and other teaching/learning materials, school infrastructure, lesson plans/teacher training tools, numbers and allocations of trained teachers, teachers trained in using existing curricula and related materials, incentives for teachers, teacher supervision</li> <li>• Quality of teaching/instruction – e.g., instructional time, language of instruction, appropriate pedagogy (teaching at right level), teacher-learner relationship, effective school management</li> </ul>	<p><b>Contribution claim E:</b> The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall <i>education system</i>.</p>

#	EXPLANATORY MECHANISM	CRITICAL UNDERLYING ASSUMPTIONS <sup>167</sup>	(IMPLICIT) CONTRIBUTION CLAIM
		Equity: <ul style="list-style-type: none"> <li>• Removal of barriers to school participation for all learners</li> <li>• Inclusive learning environment</li> </ul>	
3.2	<b>BECAUSE</b> (1) sector plan implementation includes provisions for strengthened EMIS and LAS, and (2) because GPE promotes and facilitates sharing of evidence and mutual accountability for education sector progress – <b>country produces and shares disaggregated data on equity, efficiency, and learning.</b>	There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze and report on available data and maintain EMIS and LAS.  There are clearly delineated roles and responsibilities to produce data, report against data, and use data to monitor implementation.	
<b>4. From system-level change (intermediate outcomes) to impact</b>			
4	BECAUSE of improvements at the level of the overall education system, there are improved learning outcomes and improved equity, equality, and inclusion in education.	Changes in the education system positively affect learning outcomes and equity.  Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.	Contribution claim F: Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.

## Appendix III Evaluation methodology

The evaluation aims to assess the relevance, efficiency and effectiveness of GPE's inputs at the country level and the validity of GPE's theory of change to establish if and how GPE outputs and activities contribute to outcomes and impact.<sup>169</sup> The guiding frameworks for the evaluation are the evaluation matrix (Appendix I) and the country-level theory of change for Guyana (Appendix II).<sup>170</sup>

The overall approach to this evaluation is theory-based and uses contribution analysis (CA). CA is a theory-based approach to evaluation designed to identify the contribution a program or (series of) interventions is making to observed results through an increased understanding of why observed changes have occurred (or not occurred) and the roles played by the intervention and by other internal and external factors respectively.<sup>171</sup>

The evaluation team chose contribution analysis as the main approach to this assignment as it is particularly useful in situations (i) where a program is not experimental, but has been implemented on the basis of a relatively clearly articulated theory of change; (ii) where the change processes in questions are complex rather than one-dimensional, i.e., where change is influenced due to a variety of inter-related factors as opposed to single policy interventions that could be isolated; (iii) where the change processes in question are highly context-specific. A report deriving from applying contribution analysis does not provide definite proof, but rather provides an evidence-based line of reasoning from which plausible conclusions can be drawn on the types and reasons for contributions made by the program/intervention in question. CA draws upon both quantitative and qualitative evidence to build the 'contribution story' for the program or intervention(s) under review

The process for this country evaluation involved four stages: (i) assessing the availability and quality of data, adapting the country-level theory of change and conducting a country-specific stakeholder mapping to determine priorities for consultations during the in-country site visit (see Appendix IV); (ii) in-country data collection during an eight-working day mission to Sierra Leone from January 10-19, 2018; (iii) assembling and assessing the GPE contribution story; and (iv) writing the evaluation report.

Data collection and analysis were conducted by a team of two international and one national consultant. Methods of data collection included:

- Document and literature review (see Appendix VI for a bibliography)

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<sup>169</sup> In the context of this assignment, the term 'impact' is aligned with the terminology used by GPE to refer changes in the areas of learning, equity, gender equality and inclusion (reflected in GPE Strategic Goals 1 and 2 described in the 2020 Strategic Plan). While examining progress towards impact in this sense, the country evaluations do not constitute formal impact evaluations, which usually entail counterfactual analysis based on randomized controlled trials.

<sup>170</sup> This country-specific ToC was adapted from the generic country-level ToC that had been developed in the assignment Inception Report.

<sup>171</sup> See, for example: Mayne, J. "Addressing Cause and Effect in Simple and Complex Settings through Contribution Analysis". In *Evaluating the Complex*, R. Schwartz, K. Forss, and M. Marra (Eds.), Transaction Publishers, 2011.

- Stakeholder consultations through individual and group interviews in Guyana. In addition, telephone interviews were conducted with the GPE Secretariat country focal point, and World Bank staff members currently based in Washington. Appendix V provides a list of consulted stakeholders. In total, the evaluation team interviewed 43 individuals (see Box iii.1), of which 30 were women.
- Education sector performance data analysis, drawing upon publicly accessible information on learning outcomes, equity, gender equality and inclusion, and education financing.<sup>172</sup>

#### Box iii.1: Consulted Stakeholders

Ministry of Education: 7  
 Other Ministries (Finance, Indigenous Peoples' Affairs, Communities): 6  
 Grant Agent and Coordinating Agency (World Bank): 1  
 Civil Society/Nongovernmental Organizations (NGOs): 24  
 Development partners/donors: 4  
 GPE Secretariat: 1

The evaluation team analyzed the available data using qualitative (descriptive, content, comparative) and quantitative techniques, thereby triangulating different data sources and methods of data collection.

The main limitations for the evaluation are outlined in Table iii.1, along with mitigation strategies.

**Table iii.1** *Methodological limitations of the evaluation, and corresponding mitigation strategies*

LIMITATIONS	MITIGATION STRATEGIES	SUCCESS OF MITIGATION
<p><b>Limited quality and availability of data.</b> The evaluation team was not always able to find data on relevant questions, either because it did not exist, or was not available to the evaluation team in a timely manner despite repeated requests. In some cases, stakeholders were not able to share data or reports that were thought to be unfinished or not yet approved by government. This includes both quantitative sector data and documents (e.g evaluations).</p>	<p>The evaluation team searched for and requested additional data from various stakeholders, and sourced information across documents. The team also referred to a number of sources for monitoring data. Other strategies included reference to any reliable source of data, in-field validation to mitigate data gaps, and inquiring stakeholders about potential sources of data, akin to snowball sampling. Missing quantitative data was supplemented by qualitative assessments.</p>	<p>Weak to moderate: mitigating measures were not able to get data, for instance on trends in many outcomes' indicators, or on progress in implementing the ESP.</p>
<p><b>Limited number of stakeholders.</b> Guyana has a limited number of development partners and CSOS in the education sector. For instance, a Local Education Group (LEG) is not constituted and there is no Joint Sector Review (JSR) or equivalent. This limits the diversity of</p>	<p>The team reached out to all relevant stakeholders available during the field visit and was satisfied with the representation of stakeholders.</p>	<p>High: While the number of stakeholders itself is limited, the evaluation reached all stakeholders that were deemed to be relevant to the evaluation. While in-country, the team used a snowball sampling strategy to</p>

<sup>172</sup> The key sources of data are the UNESCO Institute for Statistics (UIS) database ([data.uis.unesco.org](http://data.uis.unesco.org)); the Organisation for Economic Co-Operation and Development (OECD) Creditor Reporting System (CRS) (<https://stats.oecd.org/Index.aspx?DataSetCode=CRS1>); and country-level datasets and data sources.

LIMITATIONS	MITIGATION STRATEGIES	SUCCESS OF MITIGATION
viewpoints for many stakeholder groups.		identify any additional stakeholders, and those were included in the evaluation. Those not physically present in Guyana were reached through virtual interviews. The evaluation team also reached development colleagues that were no longer working in Guyana. In addition, the evaluation referred to historical data and sources from popular media.
<b>The evaluation did not consult with representatives from not government-approved (private, religious) schools.</b> This was largely due to the fact that these schools are not represented in formal (or even informal) organizations or associations, which made it difficult to identify specific stakeholders to consult.	None. Private or religious schools are not included in the central or regional education planning or activities. This reduces their relevance for GPE activities. Data on private and religious schools was yet more limited than the education sector data in general. As none of the initially consulted in-country stakeholders (including from MOE) suggested that the evaluation team meet with stakeholders from one or more of these schools, the evaluation team did not insist on doing so.	NA (limitation not mitigated)

## Appendix IV Stakeholder mapping

The table below is adapted from the generic stakeholder mapping presented in the assignment inception report and tailored to the Guyana context.

*Table iv.1 Stakeholder mapping within the Guyana context*

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
<b>Global</b>		
Secretariat	Interest: High. Influence: Medium. The Secretariat operationalizes guidance on overall direction and strategy issued by the Board. Importance: High	The main internal stakeholders and users of the evaluation; key informants; facilitated the evaluation team's contacts with external stakeholders. Country lead was consulted both before and after the country field mission. The evaluation team shared and discussed the presentation of preliminary findings with Secretariat staff.
Board members (from developing countries included in the sample)	Interest: High. Influence: High. Board members influence the direction, strategy development and management of GPE, and they ensure resources. The extent to which DCP Board members are involved in and intimately familiar with GPE grants in their respective countries likely varies. Importance: High	Guyana is represented on the Board through the Latin America and the Caribbean constituency group These board members were <i>not</i> consulted during the course of this country evaluation.
<b>Country-level</b>		
<b>Government of Guyana</b>		
Ministry of Education, (MOE)	Interest: High Influence: High. Responsible for shaping and implementing education sector policy and managing related financing. Importance: High. Main partner for GPE grant design and implementation.	Key informants at country level. Senior MOE staff were interviewed in person during the country visit.



STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Ministry of Finance	<p>Interest: Medium-High. Education is a key priority in Guyana.</p> <p>Influence: Medium-High. Responsible for budget allocations to the education sector. Plays a role in monitoring sector progress (inter-ministerial review), including expenditure</p> <p>Importance: High.</p>	Key informants at country level. Two senior staff members were interviewed during the country visit.
Ministry of Communities	<p>Interest: High</p> <p>Influence: High</p> <p>Importance: High because of its role in channeling funding to the administrative regions, who are responsible for staff salaries and for building/rehabilitation of infrastructure.</p>	Key informant at the country level. Senior official and education officer was consulted as part of the evaluation process.
Ministry of Indigenous Affairs	<p>Interest: High</p> <p>Influence: Low. The ministry is not as involved in education policy/strategy.</p> <p>Importance: Medium-High</p>	Key informant at the country level. A senior official was interviewed.
<b>Key Education Sector Stakeholders (national level)</b>		
Grant Agent and Coordinating Agent: World Bank	<p>Interest: High</p> <p>Influence: High. Responsible for managing ESPIG and ESPDG; plays role of Coordinating Agent.</p> <p>Importance: High</p>	Key informant. The Task Team Leader (non-resident in Guyana) was consulted by telephone.
Guyana Teachers Union	<p>Interest: Medium</p> <p>Influence: Medium. Now more involved in sector monitoring. Should participate in preparation of ESP but is not always included.</p> <p>Importance: Medium</p>	Key informant interviewed during the country visit.
Teachers Service Commission	<p>Interest: Medium</p> <p>Influence: Low. Responsible for teacher selection.</p> <p>Importance: High</p>	Key informant, interviewed during the country visit.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
University of Guyana	Interest: Low Influence: Low, group interviewed was not aware of ESP or GPE Importance: Medium	Key informant, interviewed during the country visit.
Development Partners (donor agencies, multilateral organizations): UNICEF, UNESCO, Global Affairs Canada	Interest: High Influence: Medium-Low, these actors are not involved in sector monitoring, limited influence on GPE programming at country level. Importance: High	Key informants at country level who were interviewed in person during the country visit.
International non-governmental organizations: CLADE	Interest: Medium, trying to strengthen civil society coalitions in Latin America and the Caribbean Influence: Low, no focal point in Guyana and limited interest among existing CSOS Importance: Medium	Key informant interviewed by telephone
Domestic non-governmental organizations: ChildLink, AEA, Transparency International Guyana Inc, The Language Institute, Guyana Society for the Blind, Deaf Association of Guyana	Interest: High Influence: Medium-Low. Are recognized as valuable programming partners (for education services but have less influence on policy and strategy. Importance: Medium-High	Key informants at country level. Were consulted during the country site visit.
Private sector representatives	Interest: Medium-high due to interest in having a skilled workforce and as service providers (private schools). Influence: Medium. Not usually consulted on education policymaking. Private sector manages a fraction of the schools in Guyana; the number fluctuates year to year. Importance: Medium	Private Sector Commission (umbrella organization) was consulted. Commission does not include private schools.  Private education providers do not constitute a homogenous group and are not represented through formal bodies. As a result, the evaluation team did <i>not</i> consult with any private school representatives.

STAKEHOLDER	INTEREST IN/INFLUENCE ON GPE COUNTRY-LEVEL PROGRAMMING IMPORTANCE FOR THE EVALUATION	ROLE IN THE COUNTRY-LEVEL EVALUATION
Philanthropic Foundations	Interest: NA Influence: NA Importance: NA	There was no indication of philanthropic foundations playing any role in the Guyana education sector. <i>No consultations conducted.</i>

Based on consultations with Ministry of Education, the evaluation team did not conduct any consultations at district or school level.

## Appendix V List of consulted individuals

43 individuals were consulted over the course of this evaluation (of which, 30 women). All stakeholders except those marked with an asterisk (\*) were consulted in person.

**Table v.1** *Consulted stakeholders*

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Ministry of Education	Favourite-Harvey, Tiffany	Regional Education Officer (ag), Region 4	W
	Hamilton, Evelyn	Chief Planning Officer	W
	Hutson, Marcel	Chief Education Officer	M
	Jaikishun, Volika	Regional Education Officer, Region 6	W
	Johnson, Nicola	Deputy Chief Planning Officer	W
	Trotman, Ingrid	DCEO (A) ag.	W
	Walrond-Lewis, Quenita	Project Coordinator (Guyana Education Sector Improvement Project (GESIP))	W
Ministry of Indigenous Peoples' Affairs	King, Alfred	Permanent Secretary	M
	Murphy, Lalita	Monitoring and Evaluation Officer	W
Ministry of Finance	Levi, Donna	Head, Bilateral Division	W
	Quamina, Eileen	Senior Financial and Economic Analyst	W
Ministry of Communities	Jaisingh, Jaigobin	Deputy Permanent Secretary	M
	Ramroop, Navine	Education Coordinator	M
Teaching Service Commission	Munroe, Allan	Chairman	M
	Ramlal, Elizabeth	Part-time Commissioner	W
	Thomas, Deborah	Full-time Commissioner	W
University of Guyana	Adams, Estherine	Head of Department, Social Studies	W
	Archer, Derek	Dean of the Faculty Lecturer, Department of Language and Culture Studies	M
	Creighton, Al	Head of Language and Cultural Studies	M
	Cromarty, Elsa	Head of Department, Curriculum and Instruction	W

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Cyril Potter College of Education	Fanfair, Myrtle	Retired Principal	W
	Rowe, Viola	Principal	W
Parent Teacher Association (PTA)	Hollingsworth, Nadia	Coordinator	W
Guyana Teachers Union	Light, Mark	President	M
Deaf Association of Guyana Inc.	McIntosh, Sabine	Managing Director	W
Adult Education Association	David, Patricia	Director	W
The Language Institute	Bernard, Cecily	President & CEO	W
Guyana Society for the Blind	Morris, Cecil	President	M
	Pemberton, Theresa	Administrator	W
	Singh, Ganesh	Director, Member of the National Commission for Disability, Public Relations Officer of the Guyana Council for Persons with Disabilities, National Coordinator of Young Voice of Guyana	M
UNICEF Guyana	Rodriguez, Audrey M.	Education Specialist	W
Childlink	Chase, Kean	Program Manager	W
	Madray, Omatty	Managing Director	W
UNESCO	La Fleur, Patrice	Secretary General	W
Transparency International Guyana Inc. (TIGI)	Collins, Frederick	Director	M
	Jonas, Joyce	Retired University Lecturer	W
High Commission of Canada	Sheltinga, Jan	Counsellor, Development Cooperation, Guyana, Suriname, Trinidad & Tobago	W
Global Affairs Canada	Ali-Jagnaraine, Kalima	Development Officer	W
Private Sector Commission	Alleyne, Elizabeth	Executive Director	W

ORGANIZATION	LAST NAME, FIRST NAME	TITLE	M/W
Campaña Latinoamericana por el Derech a la Educación (CLADE)	Giannecchini, Laura*	Institutional Development Coordinator	W
Independent	Hunte, Anthony	Consultant	M
GPE Secretariat	Kanazawa, Daisuke*	Country Lead - Guyana	M
World Bank	Yang, Hongyu *	Task Team Leader	W

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## Appendix VII Ratings of contribution claims and assumptions

To illustrate evaluation findings on the likely validity of the different elements, and the assumed logical linkages between these element, in the GPE country-level theory of change, the evaluation team used a simple color rating approach to rate (i) the extent to which available evidence **supported different contribution claims** outlined in the ToC; (ii) the **strength of the various assumptions** that had been identified as underlying each contribution claim. Tables vii.1 and vii.2 below illustrate the criteria applied to guide these ratings.

**Table vii.1** *Definition of color-coded ratings for contribution claims*

Evidence <b>supports</b> the contribution claim. <sup>173</sup>	<ul style="list-style-type: none"> <li>• <b>Envisaged objective has been fully or mostly achieved (e.g. a country owned credible ESP has been developed)</b></li> <li>• All or most of the underlying assumptions as outlined in the theory of change apply (i.e. are rated 'strong')</li> </ul> <p style="text-align: center;"><i>and/or</i></p> <ul style="list-style-type: none"> <li>• There are no alternative explanations that would suffice/are more likely than elements in the ToC to explain the change</li> </ul>
Evidence <b>partly supports</b> contribution claim	<ul style="list-style-type: none"> <li>• <b>Envisaged objective has been partly achieved (e.g. ESP has been developed, but is not country-owned)</b></li> <li>• Half <i>or</i> more of the underlying assumptions as outlined in the theory of change apply only partially (i.e. are rated 'moderate')</li> </ul> <p style="text-align: center;"><i>and/or</i></p> <ul style="list-style-type: none"> <li>• There are some alternative explanations that are as or more likely than elements in the ToC to explain noted change</li> </ul>
Evidence <b>does not support</b> contribution claim	<ul style="list-style-type: none"> <li>• <b>Envisaged objective has not or only marginally been achieved (e.g. ESP has not been developed; no positive change in quality/amounts of education sector funding)</b></li> <li>• Half or most of the underlying assumptions as outlined in the theory of change do not apply (i.e. are rated 'red')</li> </ul> <p style="text-align: center;"><i>and/or</i></p> <ul style="list-style-type: none"> <li>• There are alternative explanations that are more likely than the elements of the ToC to explain the noted change</li> </ul>
Insufficient evidence to assess the likely validity	<ul style="list-style-type: none"> <li>• No/insufficient data on whether the envisaged objective has or has not been achieved</li> </ul>

<sup>173</sup> While it does not *prove* the claim, evidence suggests that contribution claim is *more likely than not* to be *true*.

- |                           |  |
|---------------------------|--|
| of the contribution claim | <ul style="list-style-type: none"> <li>For all or most of the underlying assumptions as outlined in the theory of change it is unclear if they apply or not (i.e. they are rated 'white', see assumptions rating below)</li> </ul> |
|---------------------------|--|

**Table vii.2** *Definition of color-coded ratings for likelihood of underlying assumptions holding true in the country context*

Strong	Evidence deriving from all or most lines of enquiry indicates that this assumption applies in the given context. <i>And</i> There is no evidence that contradicts the application of this assumption
Moderate	Evidence deriving from all or most lines of enquiry indicates that the assumption only partly applies in the given context <i>And/or</i> There is some evidence that indicates that this assumption does not apply
Weak	Evidence from all or most lines of inquiry indicates that this assumption does not apply in the given context
Insufficient data	Available evidence does not allow assessing the assumption, i.e. available evidence either does not address the specific assumption or is inconclusive on whether it applies or not.

Table vii.3 applies this color coding to the Guyana context and illustrates the relationship between the six **contribution claims** and the various **underlying assumptions** for each of them.<sup>174</sup>

**Table vii.3** *Contribution claims and underlying assumptions*

CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING
A: GPE (financial and non-financial) support and influence contribute to the <i>development</i> of government owned, credible and evidence-based sector plans focused on equity, efficiency and	Country level stakeholders have the <i>capabilities</i> (knowledge and skills) to jointly and collaboratively improve sector analysis and planning	Strong
	Country level stakeholders have the <i>opportunities</i> (resources, conducive external environment) to jointly and collaboratively improve sector analysis and planning	Strong
	Country level stakeholders have the <i>motivation</i> (political will, incentives) to jointly and collaboratively improve sector analysis and planning.	Moderate

<sup>174</sup> We have slightly adapted the list of underlying assumptions that had been presented in the inception report, by in one case separating one complex assumption into three separate ones (to distinguish between changes in key actors' motivation, opportunity and capabilities), and in another case merging two assumptions that addressed the same issue (reporting and use of EMIS data).

CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING
learning.	GPE has sufficient leverage within the country for GPE support to influence sector planning, including LEG existence and functioning.	Moderate
	EMIS and learning assessment and reporting systems (LAS) produce relevant and reliable data.	Insufficient data
B: GPE (financial and non-financial) support for inclusive sector planning and joint monitoring contributes to <i>mutual accountability</i> for education sector progress.	GPE has sufficient leverage at global and country levels to positively influence LEG existence and functioning	Weak
	Country level stakeholders have the capabilities (knowledge and skills) to work together to solve education sector issues	Moderate
	Country level stakeholders have the opportunities (including resources) to work together to solve education sector issues	Moderate
	Country level stakeholders have the motivation (including political will and incentives) to work together to solve education sector issues	Moderate
C: GPE advocacy and funding requirements contribute to <i>more and better financing for education</i> in the country	GPE has sufficient leverage to influence the amount of and the quality of domestic and international education sector financing	Weak
	External (contextual) factors permit national and international actors to increase/improve the quality of education sector financing.	Weak
D: GPE (financial and non-financial) support and influence contribute to the effective and efficient <i>implementation</i> of sector plans.	Relevant government actors have the motivation (political will, incentives) to implement all elements of the sector plan.	Moderate
	Relevant government actors have the opportunity to implement all elements of the sector plan. (Conducive environment, domestic and international funding is sufficient in quantity and adequate in quality)	Moderate
	Relevant government actors have the technical capabilities to implement all elements of the sector plan.	Insufficient data
	Country-level development partners have the motivation and opportunity (e.g. directive from respective donor government) to align their own activities with the priorities of the sector plan and to work through the LEG as a consultative and advisory forum	Moderate
	Country-level stakeholders take part in regular, evidence-based joint sector reviews and apply recommendations deriving from these reviews to enhance equitable and evidence-based sector plan implementation.	Weak
	The sector plan includes provisions for strengthening EMIS and LAS to produce timely, relevant and reliable data.	Moderate

CONTRIBUTION CLAIM	UNDERLYING ASSUMPTIONS	RATING
E: The implementation of realistic evidence-based sector plans contributes to positive changes at the level of the overall <i>education system</i> .	Education sector plan implementation leads to improvements of previous shortcomings in the education system including in relation to:	
	Sector management (e.g. effective and efficient use of available resources)	Insufficient data
	Learning (e.g. appropriate and available education inputs – e.g., curricula, textbooks and other teaching/learning materials, school infrastructure, instructional time, school management)	Insufficient data
	Equity (e.g. removal of barriers to school participation for all learners)	Insufficient data
	There is sufficient national capacity (technical capabilities, political will, resources) or relevant technical assistance to analyze, report on and use available data and maintain EMIS and LAS	Insufficient data
F: Education system-level improvements result in <i>improved learning outcomes</i> and in <i>improved equity, gender equality, and inclusion</i> in education.	Changes in the education system positively affect learning outcomes and equity.	Insufficient data
	Country-produced data on equity, efficiency and learning allow measuring/tracking these changes.	Weak

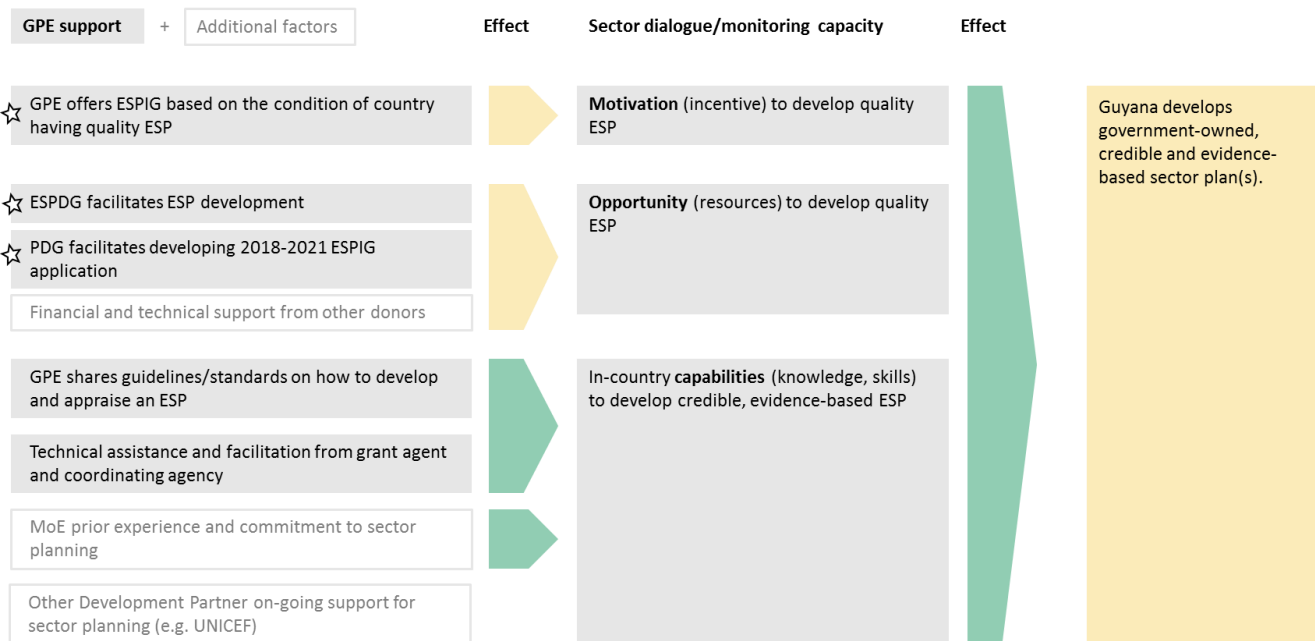
# Appendix VIII Visual summary of contribution claim analyses

Figures viii.1 – 4 below provide a visual summary of evaluation findings on whether and how GPE inputs/activities as well as additional (external) factors are likely to have contributed to the different results envisaged by the country level theory of change.

The graphics use the same color coding described in Appendix VII.

**Figure viii.1 GPE contributions to strengthening sector planning<sup>175</sup>**

## Planning



<sup>175</sup> GPE contributions marked with a star are those that appear to have made the most distinct contribution to capacity changes.

Figure viii.2 GPE contributions to strengthening sector dialogue and monitoring

## Sector dialogue and monitoring

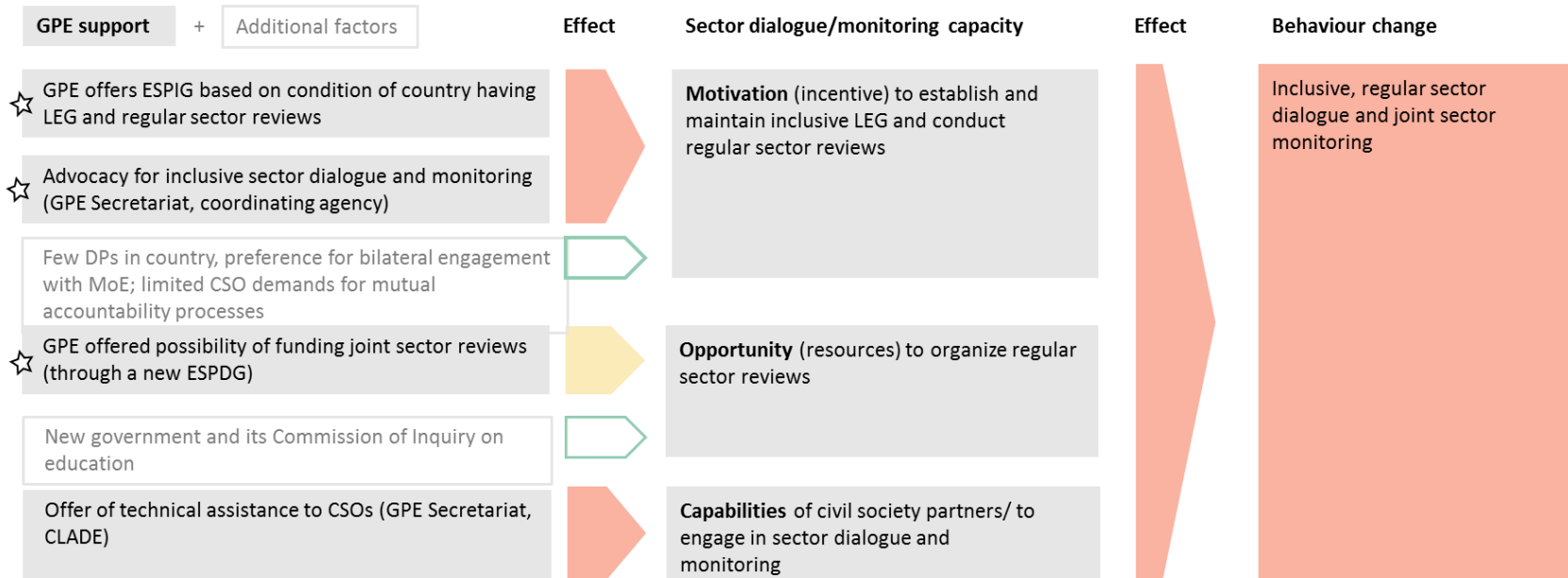


Figure viii.3 GPE contributions to more and better sector financing

## Sector financing

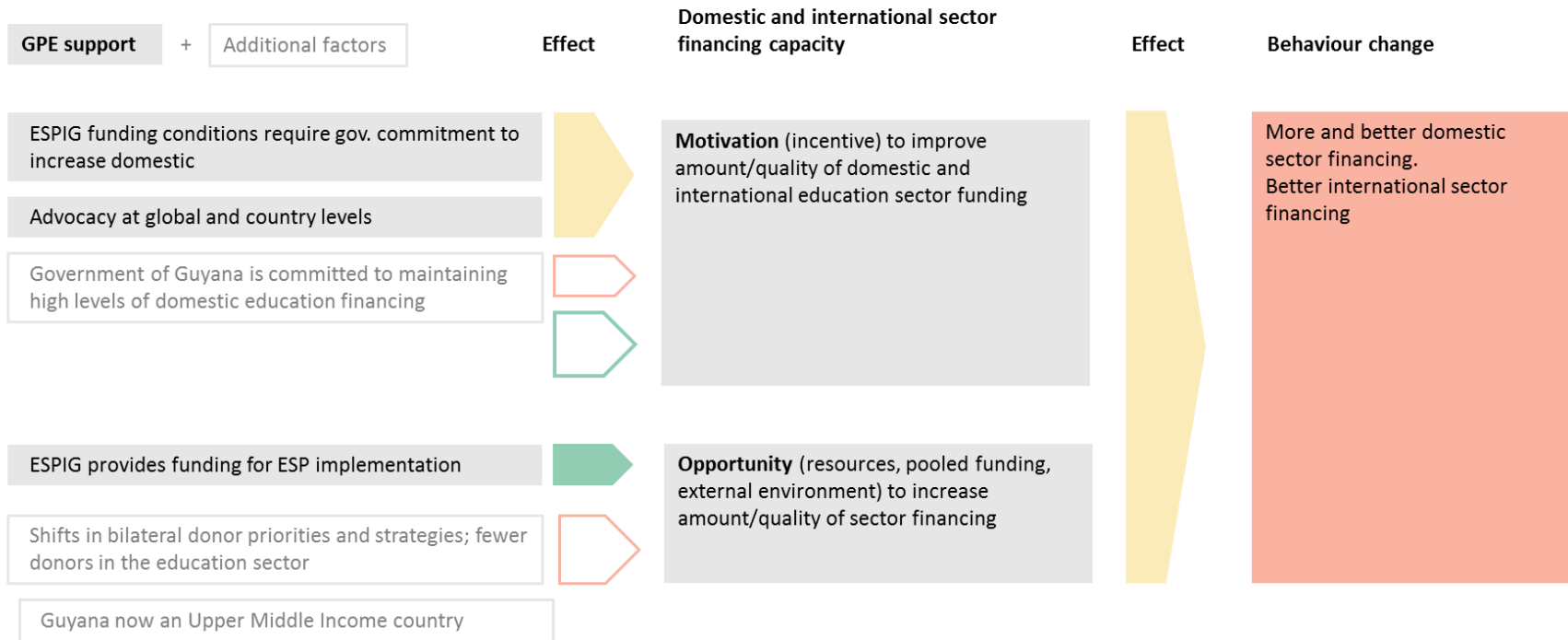
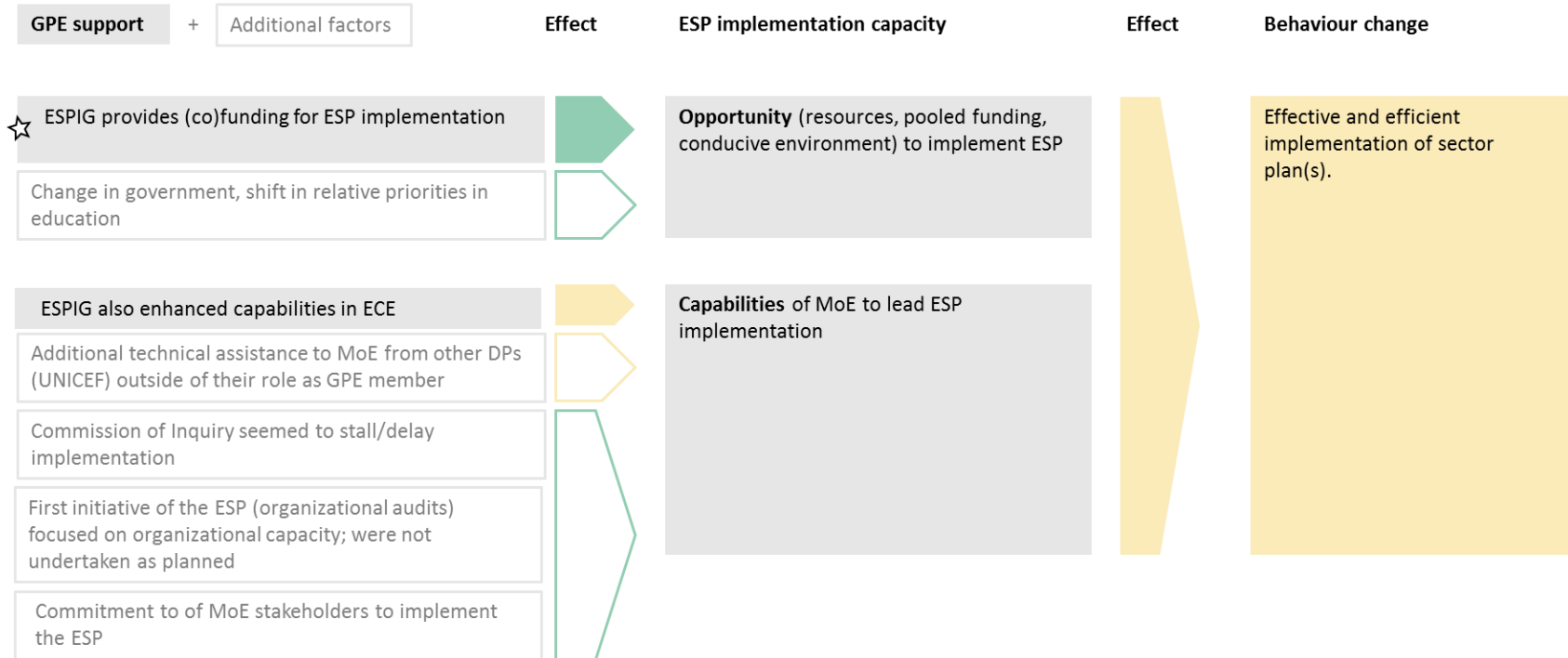


Figure viii.4 GPE contributions to ESP implementation

## Sector plan implementation





## Appendix IX Data on GPE results framework

*Table ix.1 ESPIG Performance*

GPE RF INDICATOR / EVALUATION MATRIX INDICATOR	INDICATOR VALUE
<b>RF20: ESPIG supports EMIS/learning assessment system</b>	<b>On EMIS- No</b> in 2015-2016 <b>On LAS- No</b> in 2015-2016
<b>RF21: Proportion of textbook purchases of ESP funded through ESPIG</b>	<b>0.</b> According to the RF Guyana 2016, there were no textbooks purchased by ESPIG.
<b>RF 22: Proportion of teachers trained of ESP funded through ESPIG</b>	<b>Limited data, no analysis can be made</b> There was no target for 2016 made by ESPIG in 2016, but there were 50 teachers trained that were funded by ESPIG. In the RF 2017 collection, there were 509 teachers trained across each ESPIG (100% of what was targeted.) There is no information on the total amount of teachers trained by ESP.
<b>RF 23: Proportion of classrooms built of ESP funded through ESPIG</b>	<b>No information</b> There is no information in the RF 2016 and 2017 collection, about the classrooms built funded through ESPIG.
<b>RF 25: Progress made towards objectives/targets outlined in ESPIG agreement</b>	<b>Highly satisfactory</b> According to the GF Guyana 2017 collection, the GA rating rated Guyana as Highly satisfactory and On-track.

*Table ix.2 System-Level*

GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR GUYANA
RF10: increased share of public expenditure allocated to education	<b>No sign of improvement</b> In the 2016 collection, 2014 had 28,5% of public expenditure allocated to education and 2015 had 25.3% In the 2017 collection data, 2015 had 22.7% of public expenditure allocated to education and 2016 had 23.1% (RF 2016)
RF11: equitable allocation of teachers, as measured by the variance in the ratio of pupils to trained teachers across schools (covered under measures for equity)	<b>No data is available</b>

GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR GUYANA
RF12: improved ratios of pupils to trained teachers at the primary level (covered under quality of teaching/instruction)	<p><b>Some improvement seen in primary</b></p> <p>According to the UIS the pupil/ trained teacher ratio for primary level in 2011 is 36.6:1 and in 2012 it was 33.3:1. According to the RF 2016 collection, in 2013, the ratio was 32:1, and 30:1 in 2014.</p> <p>There is no data available for lower secondary education in the UIS or the RF collections</p>
RF13: reduced student dropout and repetition rates (covered under sector management)	<p><b>No information from the RF 2016-2017 collection.</b></p>
RF14: the proportion of key education indicators the country reports to UIS (covered under evidence-based, transparent decision-making)	<p><b>No key education indicators reports</b></p> <p>There are 3 categories (outcome indicators, Service Delivery Indicators, Financing indicator) and 12 key indicators integrated into the categories (Pre-primary gross enrollment ratio, primary gross intake rate, Primary gross enrollment ratio, primary completion rate, lower secondary completion rate, pupil teacher ratio (primary education), pupil teacher ratio (LSE), Percentage of teacher trained (Primary education), Percentage of trained (LSE), Public Expenditure on education as % of GDP, Expenditure on education as % of public expenditure, and expenditure in primary as % of total educational expenditure</p> <p>According to the RF 2017 collection, Guyana did not report any key indicators, not meeting the minimum criteria of 10</p>
RF15: the existence of a learning assessment system for basic education that meets quality standards (covered under evidence-based, transparent decision-making)	<p><b>Nascent</b></p> <p>According to the RF collection 2016, the learning assessment system is nascent.</p>
<p>RF16:</p> <p>a) Number of endorsed ESP/TEP quality standards met by the ESP - that is, meeting at least 5 out of a possible total of 7 standards for ESPs, and at least 3 out of a possible total of 5 standards for TEPs.</p> <p>b) Does the ESP have a teaching and learning strategy meeting quality standards?</p> <p>c) Does the ESP have a strategy to respond to marginalized groups meet?</p> <p>Does the ESP have a strategy to improve efficiency that meets quality standards?</p>	<p><b>a) The ESP 2014-2018 met minimum requirements</b></p> <p>Met 5 out 7 criteria.</p> <ol style="list-style-type: none"> <li>1. Met- (overall vision- Guided by overall vision),</li> <li>2. Not Met- (Strategic)</li> <li>3. Met- (Holistic)</li> <li>4. Met- (Evidence-based)</li> <li>5. Not Met- (Achievable)</li> <li>6. Met- (Sensitive to context)</li> <li>7. Met- (Attention to disparities)</li> </ol> <p><b>b) Has met 3/5 quality standards</b></p> <ol style="list-style-type: none"> <li>1. Not Met (Evidence-based)</li> <li>2. Not Met (Relevance)</li> <li>3. Met (Coherent)</li> <li>4. Met (Measurable)</li> <li>5. Met (Implementable)</li> </ol>

GPE RESULTS FRAMEWORK INDICATORS	VALUES FOR GUYANA
	<p><b>c) Has met 5/5 quality standards</b></p> <ol style="list-style-type: none"> <li>1. Met (Evidence-based)</li> <li>2. Met (Relevance)</li> <li>3. Met (Coherent)</li> <li>4. Met (Measurable)</li> <li>5. Met (Implementable)</li> </ol> <p><b>d) Has met 0/5 quality standards</b></p> <ol style="list-style-type: none"> <li>1. Not Met (Evidence-based)</li> <li>2. Not Met (Relevance)</li> <li>3. Not Met (Coherent)</li> <li>4. Not Met (Measurable)</li> <li>5. Not Met (Implementable)</li> </ol>
RF17: Country has a data strategy that meets quality standards to address data gaps in key outcome, service delivery and financing indicators.	<b>No data from the RFs exist on this indicator</b>
RF18: Total number of Joint Sector Reviews (JSR), which meet quality standard- that meet at least 3 out of 5 criteria	<b>No data from the RFs exist on this indicator for Guyana</b>
RF19: Local Education Group (LEG) has representation of both Civil Society Organization(s) (CSO) and Teacher Organization(s) (TO)	<p><b>No representation</b></p> <p>According to the 2016 RF, both organizations are listed as non-applicable. In 2017, the RF lists no representation for both CSOs and TOs</p>

**Table ix.3 Impact-Level**

	LATEST DATA, ANY CHANGES BETWEEN BEFORE 2014 AND AFTER 2014
RF1: Improved learning outcomes at primary level	<b>No Information provided for Guyana</b>
RF2: More children under five years developmentally on track in health, learning and psychosocial wellbeing	<p><b>Limited data, no comparison can be made</b></p> <p>In 2014, the Early child development index score was 85.6. No score was given by gender.</p> <p>There were 20 children 3-4 that met the ECDI.</p>
RF3: Increased number of children in school supported by GPE	<p><b>Increase of children supported.</b></p> <p>According to the RF 2016 collection, in 2015, there were 1,673 primary school aged children supported and 164.05 lower secondary school aged children supported</p> <p>The RF 2017 collection list indicates 4,607 (2,415 boys and 2,192 girls) support in primary. For lower secondary education 451.74 (236.74 boys and 215 girls) were supported.</p>

	LATEST DATA, ANY CHANGES BETWEEN BEFORE 2014 AND AFTER 2014
RF4: Improved primary and lower secondary completion rates, total and by gender (using Gross Intake Ratio to the last grade of primary/lower secondary education as a proxy)	<p><b>Decrease primary GIR, no information for Lower Secondary</b></p> <p>According to the UIS Guyana, The GIR in primary school in 2011 was 99.17 and in 2012 was 97.67. For GIR for girls in primary was 98.72 in 2011 and 97.35 in 2012. The GIR for boys in primary was 99.60 in 2011 and 97.98 in 2012.</p> <p>For lower secondary education there is no information about the GIR.</p> <p>No data for Guyana in the GPE's RF.</p>
RF5: Improved gender equity in primary and lower secondary completion rates (measured by Gender Parity Index of completion)	<p><b>Steady and at parity in the past, no up to date data available.</b></p> <p>According to the UIS, using the GIR proxy (as with indicator 4) the primary school GPI is 0.99 in 2011 and in 2012. There are no results for lower secondary school.</p> <p>The completion rate (without using the proxy) for primary school is 1.03 in 2014.</p> <p>No data for the GPI in lower secondary education using the proxy</p> <p>Using completion rates, the GPI in 2014 is 1.13</p> <p>No data for Guyana in the GPE's RF.</p>
RF6: Increased pre-primary gross enrollment	<p><b>Limited data; cannot make an analysis</b></p> <p>According to the UIS, pre-primary enrolment rate in 2011 was of 27,097 children (13,332 girls and 13,765 boys) and in 2012, was of 27,872 children (13,687 girls and 14,185 boys.)</p> <p>No data for Guyana in the GPE's RF.</p>
RF7: Reduced out-of-school rates, total and by gender, for children of primary school age, and children of lower secondary school age	<p><b>No signs of improvement in the primary level, deterioration in the lower secondary level. No up to date data.</b></p> <p>According to the UIS, Guyana had an out-of-school rate for primary school aged children of 2.3% (1.8% for girls and 2.7% for boys) in 2011 and 4.4 (3.8% for girls and 5.4% for boys) in 2012. In the household survey data, in 2014 the out-of-school rate was of 3.1% (3.1% for girls and 3.1% for boys).</p> <p>For Lower secondary school, out of school rate in 2011 were 1.8% (0.5% for girls and 3.1% for boys) and 5.8 (4.6% for girls and 6.9% for boys) in 2012. According to the household survey data the out of school rate was 8.5% (6.5% for girls and 10.4 for boys) in 2014.</p>

## Appendix X Guyana GECEP Data 2015-2017

### COHORT 1: Year 1 September 2015/2016

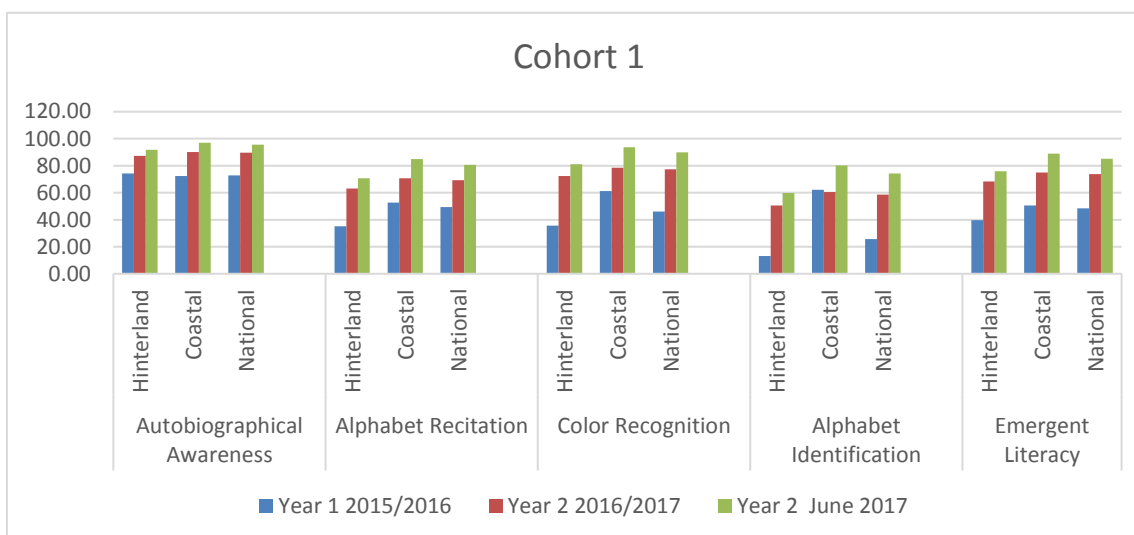
	HINTERLAND	COASTAL	NATIONAL
Autobiographical Awareness	74.32	72.42	72.74
Alphabet Recitation	35.25	52.63	49.48
Color Recognition	35.58	61.12	46.02
Alphabet Identification	13.15	62.22	25.70
<b>Emergent Literacy</b>	<b>39.58</b>	<b>50.51</b>	<b>48.48</b>

### COHORT 1: Year 2 September 2016/2017

	HINTERLAND	H %CHANGE	COASTAL	C%CHANGE	NATIONAL
Autobiographical Awareness	87.28	17.44	90.15	24.49	89.64
Alphabet Recitation	63.12	79.05	70.76	34.44	69.35
Color Recognition	72.27	103.15	78.55	28.53	77.44
Alphabet Identification	50.45	283.55	60.60	-2.61	58.70
<b>Emergent Literacy</b>	<b>68.28</b>	<b>72.53</b>	<b>75.01</b>	<b>48.50</b>	<b>73.78</b>

### COHORT 1: Year 2 June 2017

	HINTERLAND	% CHANGE	COASTAL	% CHANGE	NATIONAL
Autobiographical Awareness	91.88	5.26	97.05	7.65	95.51
Alphabet Recitation	70.60	11.85	85.03	20.16	80.71
Color Recognition	81.12	12.24	93.74	19.34	89.97
Alphabet Identification	59.72	18.37	80.20	32.35	74.22
<b>Emergent Literacy</b>	<b>75.83</b>	<b>11.05</b>	<b>89.01</b>	<b>18.66</b>	<b>85.10</b>



**COHORT 1: Year 1 September 2015/2016**

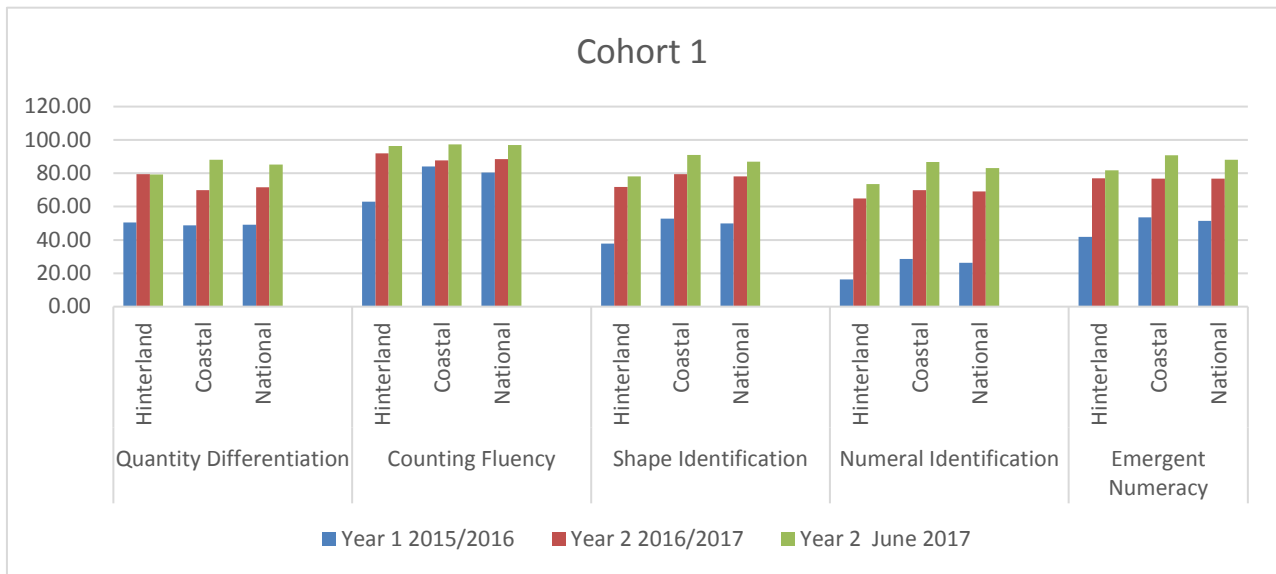
	HINTERLAND	COASTAL	NATIONAL
Quantity Differentiation	50.57	48.79	49.09
Counting Fluency	62.89	84.02	80.51
Shape Identification	37.79	52.82	49.90
Numeral Identification	16.39	28.53	26.19
<b>Emergent Numeracy</b>	<b>41.91</b>	<b>53.54</b>	<b>51.42</b>

**COHORT 1: Year 2 September 2016/2017**

	HINTERLAND	H%CHANGE	COASTAL	C%CHANGE	NATIONAL
Quantity Differentiation	79.39	56.98	69.80	43.05	71.51
Counting Fluency	92.01	46.31	87.72	4.40	88.50
Shape Identification	71.87	90.19	79.43	50.39	78.06
Numeral Identification	64.84	295.59	69.88	144.97	69.03
<b>Emergent Numeracy</b>	<b>77.03</b>	<b>83.79</b>	<b>76.71</b>	<b>43.27</b>	<b>76.77</b>

**COHORT 1: Year 2 June 2017**

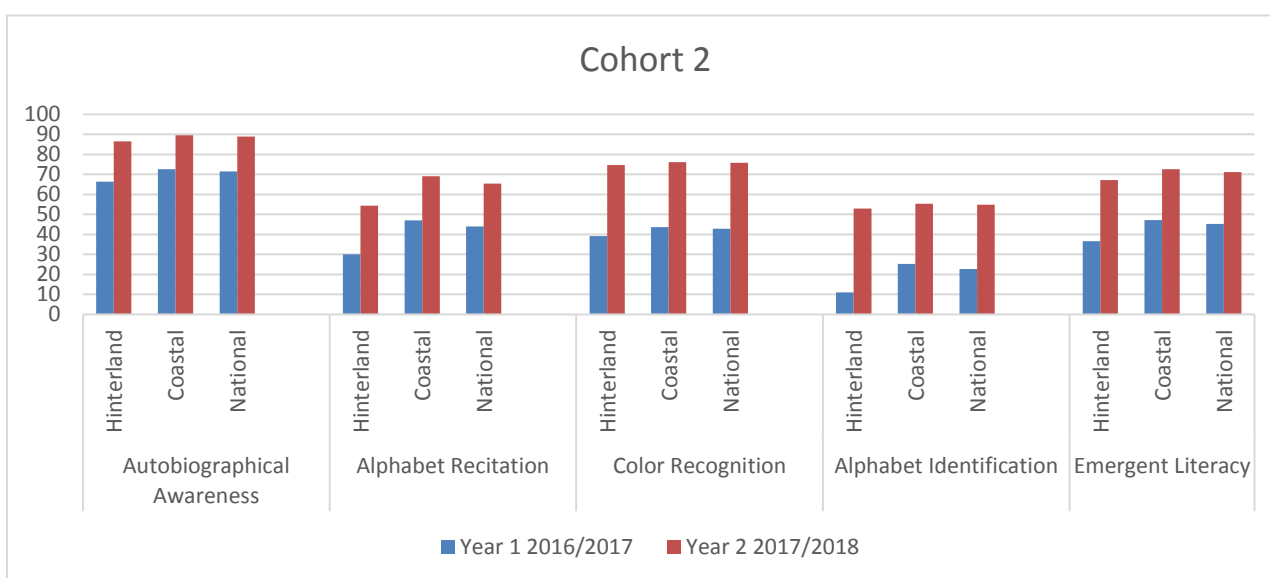
	HINTERLAND	% CHANGE	COASTAL	% CHANGE	NATIONAL
Quantity Differentiation	79.25	-0.18	88.02	26.11	85.29
Counting Fluency	96.26	4.62	97.27	10.88	96.95
Shape Identification	78.18	8.78	90.92	14.46	87.03
Numeral Identification	73.59	13.50	86.68	24.03	83.02
<b>Emergent Numeracy</b>	<b>81.82</b>	<b>6.22</b>	<b>90.72</b>	<b>18.27</b>	<b>88.07</b>

**COHORT 2: Year 1 September 2016/2017**

	HINTERLAND	COASTAL	NATIONAL
Autobiographical Awareness	66.3	72.54	71.48
Alphabet Recitation	29.98	47.01	43.99
Color Recognition	39.23	43.64	42.83
Alphabet Identification	11.02	25.32	22.76
<b>Emergent Literacy</b>	<b>36.63</b>	<b>47.13</b>	<b>45.26</b>

**COHORT 2: Year 2 September 2017/2018**

	HINTERLAND	H%CHANGE	COASTAL	C%CHANGE	NATIONAL
Autobiographical Awareness	86.55	30.54	89.57	23.48	88.87
Alphabet Recitation	54.31	81.15	69.08	46.95	65.33
Color Recognition	74.73	90.49	76.13	74.45	75.81
Alphabet Identification	52.97	380.67	55.35	118.60	54.82
<b>Emergent Literacy</b>	<b>67.14</b>	<b>83.29</b>	<b>72.53</b>	<b>53.89</b>	<b>71.21</b>



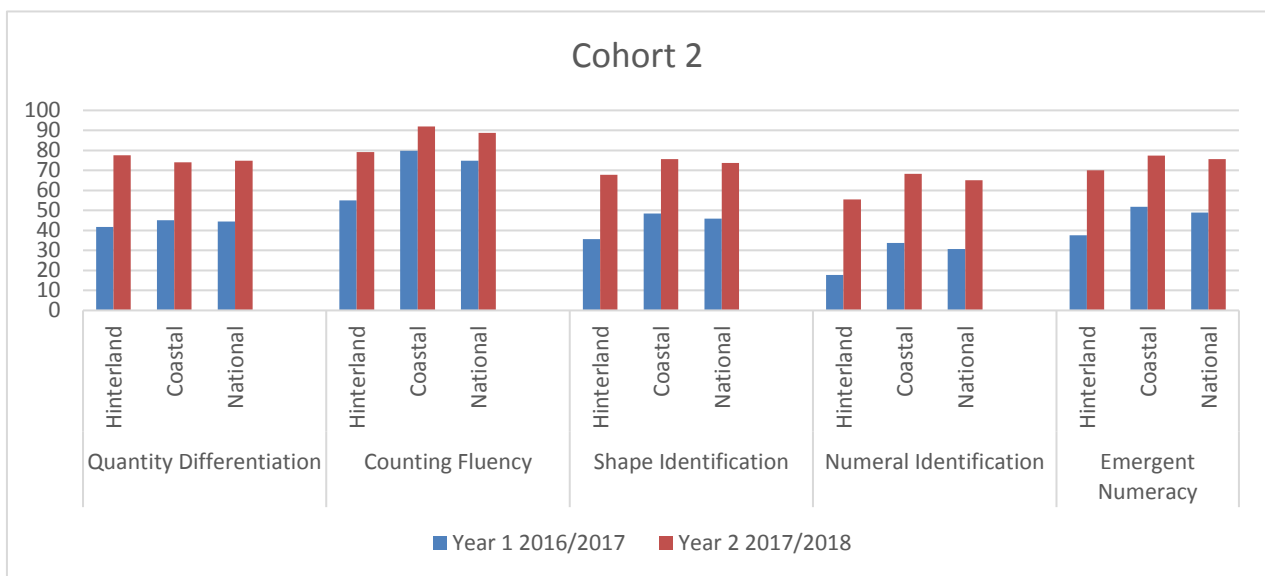
**COHORT 2: Year 1 September 2016/2017**

	HINTERLAND	COASTAL	NATIONAL
Quantity Differentiation	41.73	45.11	44.5
Counting Fluency	54.98	79.86	74.91
Shape Identification	35.65	48.42	45.94
Numeral Identification	17.76	33.71	30.65
<b>Emergent Numeracy</b>	<b>37.53</b>	<b>51.78</b>	<b>49</b>

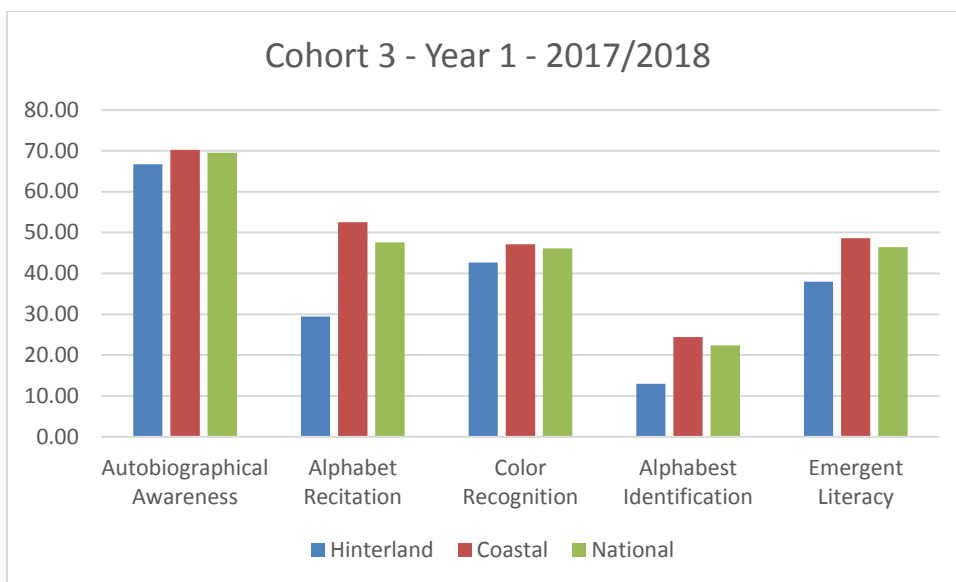


**COHORT 2: Year 2 September 2017/2018**

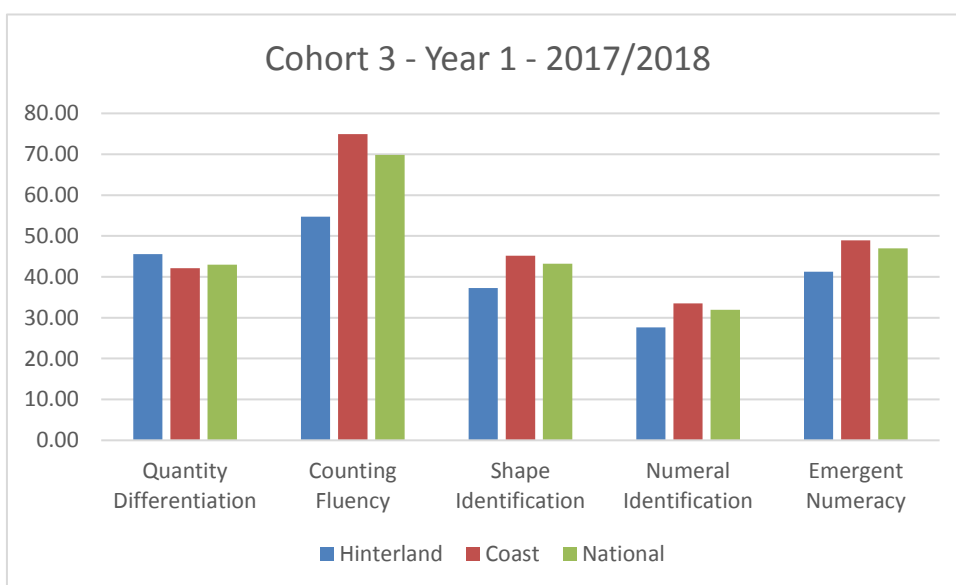
	HINTERLAND	H%CHANGE	COASTAL	C%CHANGE	NATIONAL
Quantity Differentiation	77.55	85.83	73.97	63.99	74.85
Counting Fluency	79.10	43.87	91.89	15.07	88.79
Shape Identification	67.87	90.39	75.58	56.08	73.67
Numeral Identification	55.49	212.44	68.21	102.33	65.08
<b>Emergent Numeracy</b>	<b>70.00</b>	<b>86.53</b>	<b>77.41</b>	<b>49.50</b>	<b>75.60</b>

**COHORT 3: Year 1 September 2017/2018**

	HINTERLAND	COASTAL	NATIONAL
Autobiographical Awareness	66.71	70.25	69.49
Alphabet Recitation	29.41	52.52	47.61
Color Recognition	42.68	47.12	46.12
Alphabet Identification	12.99	24.45	22.36
<b>Emergent Literacy</b>	<b>37.95</b>	<b>48.59</b>	<b>46.39</b>

**COHORT 3: Year 1 September 2017/2018**

	HINTERLAND	COAST	NATIONAL
Quantity Differentiation	45.53	42.11	42.94
Counting Fluency	54.72	74.89	69.83
Shape Identification	37.27	45.19	43.18
Numeral Identification	27.65	33.49	31.91
Emergent Numeracy	41.29	48.92	46.97



## Appendix XI GECEP Achievements and Contributions to ESP

GECEP COMPONENTS <sup>176</sup>	GECEP ACHIEVEMENTS	CORRESPONDING ESP OUTCOMES AND INITIATIVES
<p><b>Component 1:</b> Improve the quality of instruction and learning at nursery and Grade 1 levels, by strengthening teachers' content knowledge and pedagogy, particularly for the implementation of new strategies for the development of emergent literacy and numeracy skills.</p>	<p>In 2014 the MoE administered the Nursery Diagnostic Assessment to an impressive sample of 10% of children entering Year 1 of Nursery School in all regions,<sup>177</sup> and used the analysis to inform design of Teacher Training modules and methodologies.</p> <p>Teacher Training modules targeted to improve the quality of instruction and learning, by strengthening teachers' content knowledge and pedagogy.</p> <p>509 nursery and grade 1 teachers completed the training by September 2017, against a target of 400<sup>178</sup></p> <p>The length of the training (5 days), and the iterative follow-up visits for monitoring and support, were contributing factors in increasing the buy-in from teachers themselves.</p>	<p><b>Intermediate outcome 4:</b> The quality of teaching improves.</p> <p>Initiative 4.5 Sample lesson plans and other instructional material will be prepared for teachers, in particular at nursery and primary levels, together with guides on how to use these resources so that teachers are better prepared to utilize the instructional period more effectively.</p> <p>Initiative 4.7.1. Improve quality of mathematics teaching at all levels</p> <p>Initiative 4.7.2. Improve the quality of literacy teaching at all levels</p> <p><b>Intermediate outcome 2:</b> Accountability system focused on improving student learning outcomes is put in place</p>

<sup>176</sup> The ESP 2014-2018, and the related Implementation Plan 2014-2016, provide targets that do not have one-on-one correspondence with the activities pursued under the GECEP. The evaluation was therefore not able to make a quantitative assessment of the extent to which GECEP achievements contributed to meeting ESP targets at the level of different initiatives.

<sup>177</sup> Aide-Memoire, Technical Mission for Early Childhood Education Project 2015

<sup>178</sup> According to the Project Paper for the GECEP (2014), the teachers training was to be targeted toward: "(i) instructional strategies for the emergent literacy and numeracy programs, using the locally-developed Roraima Reader series, large picture books (so-called "Big Books"), and individual student workbooks, in addition to play-based learning activities and experiential approaches; (ii) effective utilization of the MOE's emergent literacy and numeracy benchmarks and standards, to measure student progress through the curriculum; (iii) procedures for proper administration and usage of the Nursery Diagnostic Assessment; (iv) cross-curricular planning and differentiated instruction; and (v) working with parents on promoting emergent literacy and numeracy. In addition, all nursery and Grade 1 teachers working in underserved hinterland and riverine regions would receive training in the use of the ECE resource kits to be provided under Component 2, which provide student-centered materials to develop literacy and numeracy skills through play-based activities, as well as fine motor skills and social skills." Overall this was targeted towards the Project Development Objective to improve emergent literacy and numeracy outcomes for children at the nursery level and primary Grade 1 in hinterland regions and targeted remote riverine areas.

GECEP COMPONENTS <sup>176</sup>	GECEP ACHIEVEMENTS	CORRESPONDING ESP OUTCOMES AND INITIATIVES
	<p>Other factors that helped buy-in of national and regional stakeholders were a high degree of consultation in design and delivery of the training and other project components. After the end of the project, some components of the training of in-service teachers were taken up by NCERD.</p>	<p>Strategic Initiative 2.3: Use item analysis of results of student assessments to identify areas of student weaknesses</p> <p>Initiative 2.5. Establish stakeholder organizations at the school and community level and build their capacities to diagnose and take action to address issues affecting their schools.</p> <p>Initiative 2.6. Increase the information available to stakeholders, especially PTAs, parents, communal organizations, and employers, about the status of their schools, and increase the lines of communication and collaboration between stakeholders and the Ministry of Education.</p>
<p><b>Component 2:</b> Support the procurement and distribution of ECE resource kits to all nursery and Grade 1 classes in the hinterland regions and in targeted riverine areas, along with a teacher's manual for their use.</p>	<p>550 Resource Kits distributed by September 2017, against a project target of 750<sup>179</sup></p> <p>78.6% of teachers observed using the Resource Kits during post-training classroom observations, against a project target of 70%</p> <p>Resource Kits received unequivocal appreciation among interviewed stakeholders and were a strong factor in potential sustainability and scale-up of the GECEP. For instance, it was highly appreciated that the resource kits could be improvised locally and comprised items that could be used for multiple purposes. The Teachers' Manual on the use of resource kits explicitly recommends using "found material", this contributed to reducing cost of the resource kits. As an indication of the ease of use:</p>	<p><b>Intermediate outcome 4:</b> The quality of teaching improves.</p> <p>Initiative 4.5 Sample lesson plans and other instructional material will be prepared for teachers, in particular at nursery and primary levels, together with guides on how to use these resources so that teachers are better prepared to utilize the instructional period more effectively.</p> <p>Initiative 4.7.1. Improve quality of mathematics teaching at all levels</p> <p>Initiative 4.7.2. Improve the quality of literacy teaching at all levels</p>

<sup>179</sup> Implementation Status & Results Report, Seq No: 5, archived on 18 October 2017, ISR29439.

GECEP COMPONENTS <sup>176</sup>	GECEP ACHIEVEMENTS	CORRESPONDING ESP OUTCOMES AND INITIATIVES
	<ul style="list-style-type: none"> <li>• Interviewees at regional level reported increased use of resource kits leading to improvement in learning, and provision of a resource kit to a special needs center.</li> <li>• There was demand for more kits, which led to a government backed plan to supply kits to all schools in Guyana.</li> <li>• Kits were included in the 2018 MoE budget estimates. The positive results of the GECEP helped justify the budget request.</li> </ul>	
<p><b>Component 3:</b> Further support the development of emergent literacy and numeracy among nursery and Grade 1 children in participating schools and their siblings.</p>	<p>A mass media campaign was undertaken to promote active primary caregiver involvement in nursery school aged children’s literary and numeracy development <sup>180</sup></p> <p>Pilot of the parenting circle program almost completed in September 2017</p> <p>There was limited success reported with regard to the primary caregiver education. This component relied, in part, on interactive activities with primary caregivers and it proved difficult to gather the stakeholders. The mass media campaign was not referenced by interviewees.</p>	<p><b>Intermediate outcome 2:</b> Accountability system focused on improving student learning outcomes is put in place</p> <p>Initiative 2.5. Establish stakeholder organizations at the school and community level and build their capacities to diagnose and take action to address issues affecting their schools.</p> <p>Initiative 2.6. Increase the information available to stakeholders, especially PTAs, parents, communal organizations, and employers, about the status of their schools, and increase the lines of communication and collaboration between stakeholders and the Ministry of Education.</p> <p>Initiative 2.6.2. Establish MoE strategic communication program to sensitize public to important education issues; explain and promote MoE positions; and build collaborations between stakeholders and MoE</p> <p><b>Intermediate outcome 4:</b> The quality of teaching improves.</p>

<sup>180</sup> Implementation Status & Results Report, Seq No: 5, archived on 18 October 2017, ISR29439.

GECEP COMPONENTS <sup>176</sup>	GECEP ACHIEVEMENTS	CORRESPONDING ESP OUTCOMES AND INITIATIVES
		<p>Initiative 4.5 Sample lesson plans and other instructional material will be prepared for teachers, in particular at nursery and primary levels, together with guides on how to use these resources so that teachers are better prepared to utilize the instructional period more effectively.</p> <p>Initiative 4.7.1. Improve quality of mathematics teaching at all levels</p> <p>Initiative 4.7.2. Improve the quality of literacy teaching at all levels</p>