

GUYANA
POVERTY ASSESSMENT AND PUBLIC SOCIAL EXPENDITURE REVIEW
TC-PLAN OF OPERATIONS
DECEMBER 19, 2005

I. BASIC PROJECT DATA

Project name:	Poverty Assessment and Public Social Expenditure Review		
Project number:	GY-T1008		
Project team:	Leader: José Cuesta (SO3); other members: Diego Buchara (LEG); Jorge Lamas (SO3), Javier Ramiro Reyes (CCO/CGY), Leslie Stone (SO3); and Alexandra Ortega, (RE3/SO3) who assisted in the preparation of this document.		
Executing agency:	Inter-American Development Bank (as requested by Government of Guyana, GoG)		
Beneficiaries:	Cooperative Republic of Guyana		
Financing plan:	BANK(FSO):	US\$	150,000
	Local Funds	US\$	
	Total:	US\$	150,000
Objectives:	The objective of this technical cooperation is the improvement of the efficiency and equity of pro-poor social policies in Guyana through the generation, analysis and dissemination of key socioeconomic information. The immediate purpose is the elaboration of an updated Poverty Assessment and a Public Social Expenditure Review. These two reports will monitor and evaluate Guyana’s progress towards improving its poverty and social indicators and will show the distributive and efficiency impacts that public social policies and social expenditure practices have had so far in the fight against poverty. The TC will assist the GoG in the formulation and execution of improved public policies based on key social information.		
Execution Timetable	Execution period:	17 months	
	Disbursement period:	23 months	
Technical and Basic Responsibility:	Technical responsibility:	RE3/SO3	
	Basic responsibility:	COF/CGY	
Special contractual conditions:	None		
Exceptions to Bank policies and procedures:	None		
Environmental and social review:	There are no negative social or environmental effects expected from this technical cooperation. This plan of operations was sent to SDS/ENV and LEG for review without further comments or recommendations.		

Coordination with other official development financial institutions:

The present TC adds to other initiatives in the area of generating information that are sponsored by international organizations in close collaboration with the GoG. The World Bank (with the Bank's support) financed the collection of the 2002 Census and is currently elaborating a poverty map at the municipal level with that information. Also, the World Bank produced a technical cooperation, PSTAC, assessing the country's risks and vulnerabilities in 2005 and will participate actively in the design and collection of the upcoming 2006 HBS. UNICEF in collaboration with BoS is set to collect the fourth round of the MICS starting February 2006 (See par. 2.9)

II. BACKGROUND AND PROBLEM STATEMENT

A. Background

- 2.1 Guyana is immersed in a series of initiatives to improve living conditions and reduce poverty among its citizens, in close collaboration with the international community. Debt relief under the HIPC initiative, the implementation and monitoring of the national poverty strategy (the Poverty Reduction Strategy Paper, PRSP), commitment to the Millennium Development Goals (MDGs), and a number of sector-specific interventions in the areas of justice and security, nutrition, and health are all expected to have important welfare impacts (see Table 1 below).

Table 1. Quantitative Goals of the Poverty Reduction Strategy

	1997	1998	1999	2000	2001	2002	2003	2004	2005
OUTCOME									
Population below the national poverty line (%)	35.1	35.1	34.9	34.0	33.1	32.2	31.4
Enrolment and literacy									
% of primary school entrants reaching Grade 6	82.1	83.2	83.4	83.4	83.5	84.6	85.7	86.9	88.2
Repetition rate (secondary)	14.2	13.3	13.0	12.9	12.6	12.3	11.2	10.1	9.5
Student/trained teacher ratio (primary)	55.1	55.1	54.1	54.1	53.1	53.1	52.1	50.1	48.2
Student/trained teacher ratio (secondary)	35.1	36.1	36.1	37.1	36.1	35.1	34.1	33.1	31.5
Gross nursery school enrolment	70	79	86	87	87	88	90	91	93
Gross primary school enrolment	105	109	110	110	107	105	102	100	100
Gross secondary school enrolment	65	68	69	62	65	68	70	72	74
% Trained teachers in secondary schools	56	57	58	55	56	57	60	62	64.5
% Trained teachers in primary schools	50	51	50	49	49	52	55	58	61
Number of CSEC passes	57.3	37.2	46.9	46.7	51.4	52.5	55.5	58	62
Health and nutrition, sanitation									
Infant mortality rate (per 100,000)	59	58	58	57	56	50	47	45	42
Maternal mortality rate (per 100,000)	190	190	190	188	187	170	150	145	130
1 year olds immunised against measles	82.0	93.3	85.0	88.9	90.2	93.3	95.5	97.1	97.1
1 year olds immunised against DPT	88.0	90.0	83.0	85.6	88.2	90.2	90.8	91.3	92
% of population with access to health service	88.5	89.2	89.8	90.4	90.5	92.5	93.7	93.8	94.0
% of population with access to adequate sanitation	88.5	88.3	88.3	88.4	89.2	89.4	90.1	92.1	93.2
Number of reported cases of AIDS	115	222	237	248	227	225	220	210	205
Reported cases of AIDS among women (15-45 cohort)	..	45	74	95	112	100	98	95	88
Water									
% of population with access to safe water	90.0	90.0	92.0	92.0	93.2	94.1	95.0	96	97.5
% of population with access to treated water	34.6	42.7	49.3	53.3	56.2	59.1	60.5	61.8	62.3
Domestic households connected to water system a_	45,000	50,400	57,960	65,000	68,200	71,500	73,400	75,000	78,000
Distribution network constructed (kilometers) a_2	200	210	230	230	250	263	275	278	280
Housing									
House lots distributed	1,730	7,684	6,544	22,735	3,500	4,750	6,200	6,000	6,200
Land/House titles distributed	359	98	570	1,750	2,015	5,200	10,200	12,000	15,500
Land distribution									
Agricultural leases	98	114	145	210	220	250	310	330	345
Business leases	88	74	86	97	105	110	122	140	150

Source: GoG (2001) Guyana Poverty Reduction Strategy

- 2.2 In spite of these efforts, little is known about the recent evolution of poverty, the socioeconomic impact of public interventions and the extent to which they are pro-poor. Strategic decisions and policy recommendations contained in documents such as the Government of Guyana's (GoG) 2002 PRSP and its 2004 progress report are based on poverty data dating back to 1999.
- 2.3 The GoG and international organizations have been working together in this direction and, specifically, in filling existing information gaps in the area of poverty reduction. The Bank, for example, recently approved a US\$3.5 million loan (GY-0070) to strengthen the broad statistical and analytical capacities of the country, while the World Bank, CARTAC and others have been providing targeted support to the Bureau of Statistics for specific activities.
- 2.4 The 2002 Population and Household Census and the forthcoming 2006 Household Budget Survey (HBS) and 2006 Multiple Indicator Cluster Survey (MICS) will provide socioeconomic information crucial to updating knowledge on poverty and social welfare in Guyana. The HBS data will allow the generation of a poverty profile, the establishment of a proper baseline for future comparison, construction of consumption and basic needs alternative measures of poverty, and measurement of access to public services. The HBS will also provide preliminary information on crime, social capital, employment status, infant mortality and migration. The MICS will provide key data on child nutritional status, under-five maternal mortality and morbidity, sexual behavior, access to public services, access to public health and education centers, HIV prevalence, knowledge and behavior regarding the epidemic, as well as a set of household characteristics.

B. Value Added of the Project

- 2.5 With a view to building upon the existing collaboration, the Bank and the World Bank are now interested in carrying out a Poverty Assessment (PA) and Public Social Expenditure Review (PSER). The information and analysis generated by these reports will help the GoG evaluate the impact of social interventions to date, set realistic future targets and policy priorities, and monitor and evaluate the developments of the public social expenditure management system in Guyana. The TC will also dimension relevant links between labor circumstances and poverty and between public service provision and social transfers with poverty. This will not only identify correlates with poverty (as the customary profile of poverty does) but will also provide specific evidence on what public social interventions are working effectively, the extent to which they improve the poor's livelihoods, the relationship between labor and poverty and what operational obstacles seem to hinder a lean management of public social expenditures. By emphasizing the impacts of interventions, this TC seeks to find concrete recommendations for a successful operationalization of the Poverty Reduction Strategy. For example, the PA and PSER should help focus the incipient discussion on the need to overhaul the present array of small social programs into

an integrated conditional cash transfer scheme. Also, by promoting a culture of informed discussion in poverty reduction, the TC serves as another step into participatory policy-making.

C. Consistency with the Bank Country Strategy

- 2.6 The Bank's strategy in Guyana (GN-2228) seeks to achieve medium-term poverty reduction through activities that will: (i) lead to sustainable economic growth; (ii) improve governance and public sector efficiency; and (iii) strengthen social programs. The PA and the PSER are consistent with the Bank strategy in various ways. By updating the levels of poverty and social indicators, the PA will monitor the progress towards the PRS goals that Guyana has made so far. By exploring the relation between poverty and macroeconomic aggregates, the PA will elaborate on how economic growth and social policies can best contribute together towards poverty reduction. Public social interventions can be recommended to target specific priorities, ultimately leading to more efficient public interventions. Efficiency should also increase if a culture of transparency and accountability is strengthened, as the fourth component of the TC aims at specifically. By tracking public social expenditure flows, the PSER will assess the efficiency of public interventions and recommend improvements. Finally, by establishing direct links between poverty and the implementation of social policies, and measuring their distributive impact, the design and implementation of future social interventions can be improved.
- 2.7 This TC is also in line with the priorities expressed by the GoG in the PRS to the effect of improving the coverage, timeliness, quantity, quality and use of relevant survey data related to better management of safety nets and broader social sector programs (PRS Progress Report 2004, GoG).

D. Complementary Initiatives

- 2.8 The present TC adds to other initiatives in the area of generating information that are sponsored by international organizations in close collaboration with the GoG. The World Bank (with the Bank's support) financed the collection of the 2002 Census and is currently elaborating a poverty map at the municipal level with that information. Also, the World Bank produced a technical cooperation, PSTAC, assessing the country's risks and vulnerabilities in 2005 and will participate actively in the design and collection of the upcoming 2006 HBS. UNICEF in collaboration with BoS is set to collect the fourth round of the MICS starting February 2006.
- 2.9 In addition, a successful coordination effort among the Bank, Guyana's Bureau of Statistics (BoS) and UNICEF, has led to a recent agreement to extend the core MICS, incorporating two additional modules that will identify beneficiaries and measure benefits of social programs.

- 2.10 Also, the Bank is currently sponsoring the Administrative Data Quality Audit (ADQA) of Poverty Reduction Strategy and Bank Country Strategy indicators, which will constitute an important input for the PER. This quality audit is set to assess the quality of the administrative data used to report progress under the PRS and Bank's Country Strategy. It is also expected to make recommendations for improvements in performance measurement in the subsequent phases of strategic planning.

III. PROJECT OBJECTIVES AND DESCRIPTION

A. Objectives

- 3.1 The objective of this technical cooperation is the improvement of the efficiency and equity of pro-poor social policies in Guyana through the generation, analysis and dissemination of key socioeconomic information. The immediate purpose is the elaboration of an updated Poverty Assessment and a Public Social Expenditure Review. These two reports will monitor and evaluate Guyana's progress towards improving its poverty and social indicators and will show the distributive and efficiency impacts that public social policies and social expenditure practices have had so far in the fight against poverty. The products of the TC (an extended MICS, PA and PSER reports and a dissemination campaign) will assist the GoG in the formulation and execution of improved public social policies based on key social information.

B. Description

- 3.2 The TC is structured in four components:

1. Component 1: Extension of MICS (US\$ 6,000).

- 3.3 The Bank has recently identified data requirements for the Poverty Assessment that the HBS and MICS survey do not cover currently. Such data requirements refer to the amount and distribution of social benefits, without which it is not possible to establish the distributive impact of social policies or, in other words, the link between sector (*meso*) policies and their impact at the community, household and individual (*micro*) levels. Even though HBS and the core MICS would have provided a larger number of poverty and social indicators, they would not have provided a connection between indicators and interventions.
- 3.4 After consultations with the BoS and UNICEF, the BoS conducted a field test of a set of supplementary questions suggested by the Bank. After that test, the BoS and UNICEF accepted the Bank's proposal to extend the MICS. The extension of the original MICS will mean the inclusion of two additional modules: (a) a module establishing the beneficiaries of a series of public social programs and what their benefits are; and (b) a module on public provision of health and education.

- 3.5 The extended MICS will provide nationally-representative information that will identify and measure beneficiaries and benefits of social programs in Guyana. The Poverty Assessment will make use of this information to assess the distributive consequences of social interventions and their efficiency in achieving their intended goals. Impacts on special groups such as women, children, the elderly and the disabled and by ethnic group, will receive special attention.
- 3.6 Although the sampling of the proposed extended MICS and the HBS is not fully compatible (the former does not include three regions of the country), their data can be combined on urban-rural and regional basis. That will permit the PA to benefit from a joint analysis of HBS and MICS data.

2. Component 2: Poverty Assessment (US\$ 72,400)

- 3.7 The main objective of the PA is the updated characterization of poverty and key social indicators in Guyana. In doing so, the PA will analyze the correlates with poverty. It will also add to the existing historical trends of poverty and other key social indicators that date back to 1999, when the last HBS was produced. Finally, it will discuss the role that public interventions are likely to have in explaining the observed levels and evolution of poverty and social outcomes within the context of the PRS.
- 3.8 The proposed theme of the PA is the assessment of the pro-poor character of social interventions. This theme links the PA directly with the efforts of the PRS and the Bank's Country Strategy to reduce poverty and improve welfare. The theme also connects with the efficiency improvements in the management of public social expenditure towards the reduction of poverty, which is the central issue of the Public Social Expenditure Review.
- 3.9 Components or areas of analysis for the Poverty Assessment are:
- a. **Area 1: The 2006 Poverty Profile**, or the characterization of poverty and other social indicators by socioeconomic, demographic, geographic, gender and ethnic features.
 - b. **Area 2: Poverty trends in Guyana**, which extend the historical trends of poverty that, had 1993 and 1999 as previous reference points. It will discuss the comparability of new and past data. The PA will also relate observed trends with historical landmarks, macroeconomic developments and policy reforms in the country. It will conclude on the progress made towards the PRS poverty goals and selected MDGs.
 - c. **Area 3: Poverty, labor and social policies in Guyana**. This (set of) chapter(s) will analyze the relationships between labor markets and social policies and observed differences in poverty incidence and intensity. This section will assess how levels of salaries, employment conditions, sectors and activities, educational attainment, access to and quality of education and health services and other basic provision of public social services and brain

drain of qualified workers (among public services in particular) are related with poverty and social indicators in Guyana. The analysis will help identify labor and social interventions that are likely and/or effective in moving the poor towards a sustainable position out of poverty from those that simply improve temporarily their living conditions. Also, the analysis will specifically visualize relevant gender and ethnic related issues underpinning the labor-poverty relationships identified in this (set of) chapter(s).

- d. **Area 4: Institutions, policymaking and poverty in Guyana.** This area will explore the institutional set-up involved in the fight against poverty. It will describe the relationships within and between the executive and legislative powers, and roles, interests and influence of the private sector and civil society in reducing poverty. It will assess the adequacy of the institutional framework to achieve the PRS goals and the perceived priorities to improve current strategies.
- e. **Area 5: Recommendations for an Effective Anti-Poverty Agenda.** This section will relate the main findings of the analysis conducted in previous sections setting out a series of policy recommendations to improve both the efficiency and equity impacts of pro-poor social interventions, with additional attention being given to gender and ethnic considerations.

3. **Component 3: Public Social Public Social Expenditure Review (US\$ 55,800)**

- 3.10 The main objective of the PSER is to analyze the capacity of the public management system in Guyana to plan, execute and monitor pro-poor public social expenditure consistent with its PRS-established priorities. The PSER is expected to provide both short term and medium-to-long term recommendations on how to enhance such capacities.
- 3.11 The proposed areas of analysis are:
 - a. **Area 1: The nature of pro-poor social spending in Guyana.** This section will present the definition, understanding and perceptions on the concept of 'pro-poor' social interventions used in Guyana, its evolution over time, and the shares and amounts that such categories of social spending have represented over time. It will also discuss the role that HIPC and PRS initiatives have in shaping definitions, trends and shifts over time. Although it is acknowledged that pro-poor public spending does not only accrue from social sectors (and that not all social spending is necessarily considered pro-poor), the focus of this study will be on that specific category of spending.
 - b. **Area 2: Institutional Assessment.** This component will analyze the identities, capacities, interests, influences and relationships among key national and international stakeholders, and those obstacles and catalysts for a well-functioning public expenditure management process.

- c. **Area 3: Tracking Pro-Poor Public Social Expenditures.** This section will track those social expenses considered to be pro-poor along the different levels of public policy-making. It will determine the extent to which their disbursement occurs as planned, and are truly pro-poor (that is, benefit those most in need as intended, either individuals, groups or communities). A key question to explore in this area is whether social expenditures labeled as pro-poor reach vulnerable groups such as women or specific ethnic groups.
- d. **Area 4: Policy Recommendations.** From the findings of previous chapters, this section will provide a number of policy recommendations to sharpen the poverty reduction capacity of social expenditure. It will provide both short term and medium-to-long term recommendations under the assumption that in Guyana (as elsewhere) institutional changes require time to come forward.

4. Component 4: Dissemination of the Findings of the Poverty Assessment and Public Social Expenditure Review. (US\$ 8,300)

- 3.12 This component aims to promote a culture of informed decision-making, transparency and accountability among the public in general and selected key stakeholders in particular (such as GoG, Congress, organized civil society and media). As part of this component, the TC will contribute to disseminate the main findings of the PA and PSER on a broad basis. The participation and commitment of the media in this component is expected to be a key factor for its success. Consequently, the media will be trained specifically on issues related to social indicators, poverty and public management, and their role in a culture of transparency, accountability and informed decision-making. In addition, as part of this component, a closing project workshop will be held in Guyana after the implementation of the dissemination campaign.

IV. COST AND FINANCING

A. Description

- 4.1 The following table breaks down the distribution of costs by components. Annex II will provide a detailed description of the costs of the project.

Component	Bank (FSO)	Local	Total
Component 1. Extension of the MICS	6,000	0	6,000
Component 2. Poverty Assessment	72,400	0	72,400
Component 3. Public Social Expenditure Review	55,800	0	55,800
Component 4. Dissemination of the Findings of the PA and PSER	8,300	0	8,300
Contingency	7,500	0	7,500
GRAND TOTAL	150,000	0	150,000

Note: For the purposes of estimating costs, per diem amounts to US\$ 200 daily; return plane tickets to US\$ 1,150, and honoraries to a lump-sum of US\$13,500 per international consultant. The exchange rate used is GY\$ 200 per US\$ 1.

B. Sources, composition and sustainability

- 4.2. FSO resources will finance the project entirely. Consequently, there are no financial sustainability issues to consider after the completion of the TC. However, it is envisaged that local counterparts can share the methodologies used by the international consultants executing the current TC. Thus it is desirable that each field work mission by international consultants be followed up closely by a selected group of local counterparts – at the convenience of the GoG. If as a result of that profitable exchange of concepts and methodologies, the GoG expresses further interest in a more formal transfer of knowledge, the Bank will seek further support in a separate operation.

V. EXECUTING AGENCY

A. Executing Agency and Mechanism

- 5.1 The project will be executed by the Bank at the request of the GoG (see attached letter of request) in close collaboration with the GoG. Technical supervision for this project will rest with RE3/SO3, both from headquarters and in Guyana, while CCO/CGY will be responsible for its basic supervision. The Bank will supervise the design and implementation stages of all four components of the project, in close collaboration with the GoG through its designated agencies. The ToRs and the selection of consultants will be the responsibility of the Bank through its RE3/SO3 unit with the assistance of the Country Office (see annex I for a draft of such ToRs). The action plan, the schedule and the procedures for the execution of the project will be discussed and agreed with the national counterpart, the GoG. Also, the monitoring of the project will be the joint responsibility of the Bank in cooperation with the GoG's designated agency. For the purpose of coordination, a steering committee is expected to coordinate an expeditious and regular exchange of information and supervision of activities. This committee will also coordinate the prompt flow of information between the GoG and the Bank. The role of the Bureau of Statistics in this committee could be crucial in all aspects related to the generation and transmission of information.

B. Project implementation readiness

- 5.2 The preparation of the project is at an advanced stage. ToRs for the consultants have been already drafted and await discussion with the GoG. Also, a preliminary pool of international consultants (some with work experience in Guyana) have been already identified. As the local counterpart will not contribute with financial resources to the project, financing-related delays are not anticipated.

C. Execution Period and Disbursement Schedule

- 5.3. The project will be executed in seventeen months. Disbursements will take place in twenty-three months. Expenses towards the preparation of the extended MICS

component will be reimbursed to the BoS in case that they are realized before the approval of the operation. Annex III provides a detailed action plan and chronogram.

D. Procurement

- 5.4 The selection and hiring of consultants will follow the Bank's procurement guidelines. The Bank will be responsible for the selection of consultants in close collaboration with the GoG. Given the amounts of the consultancies for the PA and PSER components of the project, candidates will be selected from a short list of three candidates. Consultants for the remaining two components, which do not exceed US\$ 7,500 each, will be hired directly and in coordination with the COF/CGY and the GoG.

VI. MONITORING AND EVALUATION

A. Monitoring and evaluation

- 6.1 The Bank will carry out the technical and administrative monitoring of the project based on the intermediate and final reports that consultants will provide as indicated in their ToRs (see Annex I). The GoG will provide written feedback following the submission of the successive intermediate and final reports. That feedback is expected to provide insights on content, implementation and administration issues, which will be key in identifying good practices, obstacles and lessons learnt separately for each component. A workshop to be held in Guyana after the completion of the dissemination campaign on the findings of the PA and PSER will articulate these component-specific lessons in a joint review of the project at large. Both written feedback and the project completion workshop will provide the necessary inputs for the evaluation of the project. The proposed steering committee is also expected to play an important role in the coordination of an effective supervision and the continuous monitoring of the project. It will also coordinate the prompt flow of information between the GoG and the Bank.

B. Technical and basic responsibility.

- 6.2 RE3/SO3 will uphold the responsibility for the technical supervision of the project, while COF/CGY will have the basic responsibility.

C. Progress and final reports.

- 6.3 The selected consultants will provide a detailed action plan within the first month of signing the contract, a progress report mid-way through the execution of the TC, and a final report. The action plan will be consistent with the schedule and activities anticipated in the respective ToRs. Consultants for the PA and PSER components will also provide an intermediate report five months after the signing of their contracts when they will have expectedly explored key inputs for their respective tasks. By November 2006, consultants will provide a first complete

draft of the PA and PSER to be reviewed by the Bank and the GoG before approval. A final workshop in Guyana by March 2007 -following a dissemination campaign of the PA and PSER results- will close the project. Table 2 below reports the timing and activities associated with each component; Annex III presents this information in more detail.

ACTIVITY	TIMING
1. Approval of TC and terms of reference for consultancies.	December-2005- January 2006
2. Selection and hiring of consultants	January –February 2006
3. Collection of extended MICS and preparation in electronic format of the resulting database	February – August 2006
4. Continuous media training on social statistics, the objectives of PA and PSER, and the role of the media in promoting accountability and transparency.	March – December 2006
5. Elaboration of a first draft of the PSER	March-November 2006.
6. Elaboration of a first draft of PA	March – December 2006
7. Presentation of first completed drafts of PA and PSER to the GoG	December 2006-January 2007.
8. Completed final drafts of PA and PSER.	February 2007
9. Publication and dissemination of PA and PSER	March 2007 – April 2007
10. Preparation and presentation of dissemination final report.	May 2007
11. Project closure workshop	May 2007

VII. MAJOR ISSUES

- 7.1 Even though some of the sub-components of the TC will be executed simultaneously, the completion of the TC components will require the sequential availability of some finalized intermediate products. Thus, the completion of the PA and the PSER requires the collection of the extended MICS and HBS and the completion of the AQDA Report, respectively. Similarly, the dissemination campaign of key findings of the PA and PSER will only take place when the final versions are approved. A committed and successful coordination between the Bank, the GoG and consultants is therefore crucial to the timely execution of the TC. Consequently, the rapid establishment of a steering committee is a priority to the successful execution of the TC.
- 7.2 The upcoming Bank's Country Strategy (CS) in 2006 will benefit from the expected products of this TC. Although the completion of the PA and PSER exceeds the timeframe of the CS, preliminary inputs resulting from – or required

by -- this TC (such as the extended MICS, the initial rounds of the HBS, and preliminary drafts of the PA and PSER) may be readily available before the completion of the CS.

VIII. PROJECT BENEFITS AND RISKS

A. Risks

- 8.1 Delays in the collection of the HBS and extended MICS constitute a serious risk to the execution of the TC. The understaffing of the BoS and unpredictable weather disasters (that have already delayed the collection of the HBS) are two concrete causes that may result in such delays. To avoid such risks, the BoS in coordination with the World Bank and the Bank has carefully scheduled the sequencing of the two surveys to be collected in 2006, HBS and MICS. The BoS has already started the HBS field preparation according to plan. The BoS will then start the MICS fieldwork not less than three months later (by next February 2006). Although the BoS is understaffed, this institution has already acquired vast expertise in the preparation and collection of such surveys: the forthcoming MICS is the fourth survey round to be collected in Guyana. Furthermore, the Bank is executing a loan aimed at strengthening the technical capacity of Guyana (GY-0070). This loan is expected to reduce the impact of a limited staff by increasing their efficiency. Weather catastrophes, however, remain a potential risk. If such events take place before or during the collection of the surveys, data availability will inevitably suffer delays. If they happen after the collection of the data, a strategy of storing filled questionnaires across several locations will minimize the risk of losing information.
- 8.2 A change in priorities by a new administration resulting from the upcoming elections in mid-2006 constitutes another serious risk. In spite of the current GoG's full commitment to the collection and delivery of the HBS and MICS the transition period for the new administration or a shift in priorities may well slow down or even paralyze the execution of the project. In order to alleviate that risk, the objectives and relevance of the PA and PSER will be presented to presidential candidates, thus ensuring their knowledge of and interest in the project.
- 8.3 A final risk is a poor or biased dissemination of the PA and PSER findings. In order to alleviate this risk, the media will be trained on the basics of statistical interpretation (as part of the fourth component of this TC). Also, the TC is expected to contribute towards a culture of informed policy-making, transparency and accountability by promoting the ethical and responsible use of information.

B. Benefits

- 8.4 The expected benefits of the project are two-fold. On the one hand, the project will contribute to the generation and analysis of social data, which is crucial to monitoring the progress of the PRS, MDG achievements, and the Bank's Country Strategy indicators. Equally important, the PA and PSER will strengthen the

understanding of the characteristics of poverty, its causes and consequences and its relations with economic growth and other macroeconomic policies. Reports will establish the impacts of social policies in the reduction of poverty. As its result, the GoG will be in a position to improve intervention targeting and its ability to prioritize poverty reduction actions. The TC will also help inform the incipient discussion on the need to overhaul the current system of scattered social programs into a more rational scheme of conditional cash transfers. On the other hand, the project will contribute to the promotion of a culture of statistical information disclosure and policy formulation based on reliable data. Ultimately, the sense of transparency and accountability should be strengthened.

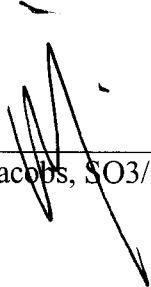
IX. ENVIRONMENTAL AND SOCIAL STRATEGY

- 9.1 There are no negative social or environmental effects expected from this technical cooperation. In fact, the PA and PSER are expected to contribute towards equity and efficiency improvements of social interventions through the generation of key information and a qualified discussion of interventions. The gender and ethnic dimension will be a central point in the TC components, from the inclusion of gender and ethnic-related information in the extension of the MICS (component 1), to their specific treatment in the poverty profile (component 2). The discussion on the connection between poverty and labor market conditions and the actual distribution of social benefits (component 2) will also pay special attention to the gender and ethnic issue, while the tracking of budgetary impacts (component 3) will also concentrate on specific population groups.

X. RECOMMENDATION

- 10.1 The Social Programs Division recommends that the Manager of Regional Operations Department 3 authorize the use of resources from the net income of the Fund for Special Operations to finance the project proposed in this Plan of Operations.

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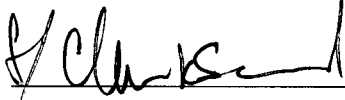

Michael Jacobs, SO3/CHF

Date:

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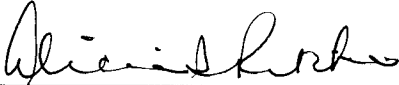
XI. CERTIFICATION

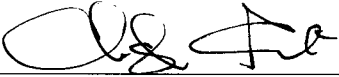
- 10.1 The Country Division OD6 certifies that US\$150,000 from the net income of the Fund for Special Operations is available for the financing of the project proposed in this Plan of Operations

Vo. Bo.:  Date: 12/19/05
Dora Currea, OD6/CHF

XII. APPROVAL

- 11.1 According to Document CC-5290, approved by the Coordination Committee on August 2, 1995 and the corresponding simplification memorandum (Simplification of Procedures and Delegation of Authority to Approve Non-Reimbursable Technical Cooperation) of September 12, 1995, this Technical Cooperation is presented for the approval of the Manager of Regional Operations Department 3.

 Date 12/21/05
Alicia S. Ritchie, Manager
Regional Operations Department 3

Vo.Bo.:  Date 12/21/05
Christian Gomez Fabling, Deputy Manager
Regional Operations Department 3

Annex I.1

GUYANA

POVERTY ASSESSMENT AND PUBLIC SOCIAL EXPENDITURE REVIEW TECHNICAL COOPERATION

Poverty Assessment

TERMS OF REFERENCE

I. BACKGROUND

- 1.1. Guyana is immersed in a series of initiatives to improve living conditions and reduce poverty among its citizens, in close collaboration with the international community. Debt relief under the HIPC initiative, the implementation and monitoring of the national poverty strategy (the Poverty Reduction Strategy Paper, PRSP), commitment to the Millennium Development Goals (MDGs), and a number of sector-specific interventions in the areas of justice and security, nutrition, and health are all expected to have important welfare impacts.
- 1.2. In spite of these efforts, little is known about the recent evolution of poverty, the socioeconomic impact of public interventions or the extent to which they are pro-poor. Strategic decisions and policy recommendations contained in documents such as the Government of Guyana's (GoG) 2002 PRSP and its 2004 progress report are based on poverty data dated back to 1999.
- 1.3. The GoG and international organizations have been working together in the direction of improving the capacity of Guyana to produce reliable and timely social statistics, and more specifically to fill in existing information gaps affecting the quality of public policy-making referred to poverty reduction. The Bank, for example, recently approved a \$3.5 million loan (GY-0070) to strengthen the broad statistical and analytical capacities of the country, while the World Bank, CARTAC and others have been providing targeted support to the Bureau of Statistics for specific activities.
- 1.4. With a view to building upon this collaboration, the Bank and the World Bank are now interested in carrying out a Poverty Assessment and Public Social Expenditure Review which will help GoG evaluate the impact of interventions to date, set realistic future targets and policy priorities, monitor and evaluate the developments of the public social expenditure management system in Guyana. Furthermore, the PA and PSER should help focus the incipient discussion on the need to overhaul the present array of small social programs into an integrated conditional cash transfer scheme
- 1.5. The 2002 Population and Household Census and the forthcoming 2006 Household

Budget Survey (HBS) and the 2006 Multiple Indicator Cluster Survey (MICS) will be crucial inputs into the Poverty Assessment. The HBS data will allow the generation of a poverty profile, setting a proper baseline for future comparison, construction of consumption and basic needs alternative measures of poverty, and measurement of access to some public services. It will also provide preliminary information on crime, social capital, employment status, infant mortality and migration. The MICS will provide key data on child nutritional status, under-five maternal mortality and morbidity, sexual behavior, access to public services, access to public health and education centers, HIV prevalence, knowledge and behavior regarding the epidemic, as well as a set of household characteristics.

- 1.6. Furthermore, a recent coordination effort among the Bank, Guyana's Bureau of Statistics (BoS) and UNICEF has resulted in the agreement to extend the MICS to incorporate two modules on key socio-economic information that was not covered by the HBS or MICS surveys. One module will identify the beneficiaries of a series of public social programs and what their benefits are; the other, the beneficiaries and benefits from health and education public provision. This information will allow a distributive impact analysis of social interventions.
- 1.7. The central theme of the PA is the assessment of the pro-poor character of social interventions. This theme links the PA directly with the efforts of the PRS and the Bank's Country Strategy to reduce poverty and improve welfare. The theme also connects with the efficiency in the management of public social expenditure in reducing poverty, that is the central issue of the Public Social Expenditure Review component of the current TC.
- 1.8. The expected areas of analysis in the Poverty Assessment are:
 - 1.8.1. Area 1: **The 2006 Poverty Profile**, or the characterization of poverty and other social indicators by socio-economic, demographic, geographic, gender and ethnic features.
 - 1.8.2. Area 2: **Poverty trends in Guyana**, which extend the historical trends of poverty that had 1993 and 1999 as previous reference points. It will discuss the comparability of new and past data. The PA will also relate observed trends with historical landmarks, macroeconomic developments and policy reforms in the country. It will conclude on the progress made towards the PRS poverty goals and selected MDGs.
 - 1.8.3. Area 3: **Poverty, labor and social policies in Guyana**. This (set of) chapter(s) will analyze the relationships between labor markets and social policies and observed differences in poverty incidence and intensity. This section will assess how levels of salaries, employment conditions, sectors and activities, educational attainment, access to and quality of education and health services and other basic provision of public social services and brain drain of qualified workers are related with poverty and social indicators in Guyana. The analysis will specifically visualize relevant gender and ethnic related issues underpinning the labor-poverty

relationships identified in this (set of) chapter(s).

- 1.8.4. Area 4: **Institutions, policy making and poverty in Guyana.** This area will explore the institutional set-up involved in the fight against poverty. It will describe the relationships within and between the executive and legislative powers, and roles, interests and influence of the private sector and civil society in reducing poverty. It will assess the adequacy of the institutional framework to respond effectively to the PRS goals and the perceived priorities to improve such responses.
- 1.8.5. Area 5: **Recommendations for an Effective Anti-Poverty Agenda.** This section will relate the main findings of the analysis conducted in previous sections setting out a series of policy recommendations to improve both the efficiency and equity impacts of pro-poor interventions, with additional attention to gender and ethnic considerations.
- 1.9. The Poverty Assessment constitutes a component of the current TC GY-T1008. Other components refer to the extension of the MICS, the elaboration of the Public Social Expenditure Review and the dissemination of findings. The objective of the first component is to assist the BoS team in charge of the MICS in the extension of that survey along the lines indicated below in paragraph 2.18. The objective of the PSER is to analyze the capacity of the public expenditure management system in Guyana to plan, execute and monitor pro-poor public social expenditure consistent with its PRS-established priorities. The objective of the dissemination component is to promote a culture of informed decision-making, transparency and accountability among the public in general and selected key stakeholders in particular (GoG, Congress, organized civil society and media). Key in the success of this component is the participation of the media, which would be trained specifically on issues related to social indicators, poverty and public management, and their responsibility in a culture of transparency, accountability and informed decision-making.

II. OBJECTIVES OF THE CONSULTANCY

- 2.1. The main objective of the consultancy is the elaboration of the 2006 Guyana Poverty Assessment under the central theme of pro-poor social interventions.

III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1. Type of Consultancy: Individuals or firms.
- 3.2. Starting date and duration: March 2006 to February 2007. These dates assume no delays in the availability of the 2006 HBS and the extended 2006 MICS.
- 3.3. Place of work: Georgetown, Guyana; and/or international consultant(s)'s country of

residence.

- 3.4. Qualifications: The consultant team is expected to be composed of international and/or national experts on poverty, social interventions, quantitative and/or qualitative analytical techniques, international development and the Guyana's socio-political and economic contexts. The team is expected to be truly multidisciplinary, welcoming specially a team that combines academicians, technicians and practitioners. A partnership between international and national consultants that may be sustained over time is strongly encouraged.
- 3.5. For the international team, consultants are expected to have:
 - i. A postgraduate degree in Economics, Statistics, Public Administration, Political Science and/or other Social Science relevant to the area of social interventions and poverty.
 - ii. At least five years of experience in the analysis of poverty and social issues.
 - iii. Experience in Guyana or at least The Caribbean.
- 3.6. For the national team, consultants are expected to have:
 - i. A graduate degree in Economics, Statistics, Public Administration, Political Science and/or other Social Science relevant to the area of social interventions and poverty.
 - ii. Proven experience in the analysis of poverty and social issues.
 - iii. Experience dealing with Guyana's information sources.
- 3.7. Proposals must include the following:
 - i. An action plan in line with the thematic area, guidelines and schedule described in these ToRs. The action plan should also detail analytical techniques expected to be used (for instance, whether quantitative analysis will be completed with qualitative techniques; and what econometric estimation techniques will be used in the analysis of poverty).
 - ii. Staff (including resumes) to be assigned to the project.
 - iii. A timetable for completion of the above activities.
 - iv. Whether they will seek partnership with other national/international consultants.
 - v. Professional fees and other related costs for completion of the contract.

IV. ACTIVITIES.

- 4.1. The consultants will elaborate first a **poverty profile** using the combination of sources expected to be available by mid-year of 2006. Consultants may also pursue qualitative analyses at this point. The poverty profile is expected at least to describe the various dimensions of poverty by socioeconomic, geographical and demographic features of the Guyanese population. Consultants will also disaggregate the poverty analysis by geographical sub-units, from national to urban-rural domains and the regional level. The profile should also describe the poverty situation of specific vulnerable groups, such as those determined by age, gender, ethnicity and disability.
- 4.2. The poverty profile will not be only limited to monetary metrics but will also encompass non-monetary dimensions. In particular, the poverty profile is expected to map unsatisfied basic needs to the extent that data allow. The analysis should also show the variation of these needs according to the same socioeconomic, demographic and geographical criteria cited for monetary poverty.
- 4.3. Consultants will **discuss the comparability of the previous poverty indicators and those from current data sources**. To the extent possible, they will draw general conclusions on the evolution of poverty over time. Consultants will also conduct a **profile on inequality**. They will decompose the sources of inequality by categories of incomes as well as by socioeconomic, geographical and demographic features following well-known decomposition techniques developed originally by Shorrocks (A. Shorrocks. 1984. "Inequality decomposition by population subgroups". *Econometrica* 52(6): 1369-84).
- 4.4. Consultants will **discuss the characteristics of poverty and inequality and their evolution against a relevant history of economic, social and political events occurred since the last PA in Guyana**. External and internal shocks, HIPC Completion Point, PRS evolution, electoral cycles, sectoral initiatives such as labor market or financial reforms, social policies, institutional reforms and key agreements with financial institutions are some of the prospectively relevant events to which the poverty profile is expected to relate. Although establishing a direct causality between such events and poverty and inequality trends would require further analysis, it is expected that consultants pursue some discussion on the likely effects of such events in explaining observed poverty levels and trends.
- 4.5. Consultants will also **analyze in depth two important relationships, that of labor with poverty, and that of social programs with poverty**. In particular, information on participation in the labor market, working hours, labor incomes, activity sectors, working conditions, characteristics of the working place and migration, to cite some, will all be analyzed with respect to the poverty situation of the Guyanese population. The geographical and demographic dimensions of labor and its relationship with poverty will be also the subject of analysis. Consultants will identify the main labor related factors that are associated with escaping poverty as well as the obstacles or circumstances in the labor markets that are strongly related with poor Guyanese (such as wage discrimination, gender or ethnic differences in participation, precarious

working conditions and brain drain among others).

4.6. Social policies will be analyzed from a poverty point of view. Using at least the information provided by the extended MICS, consultants will **profile the socioeconomic, geographic and demographic characteristics of beneficiaries of social programs**. Average benefits will be also computed and the resulting distribution of benefits analyzed among socioeconomic, geographical and demographic characteristics. Reported beneficiaries and benefits will be compared with intended beneficiaries and statutory benefits. From such an analysis, consultants will be in a position to discuss the equity and efficiency considerations of the existing social programs in Guyana.

4.7. In doing so, consultants will answer at least the following questions:

- i. Are beneficiaries and benefits of social/ pro-poor programs clearly identified?
- ii. Are these programs reaching expected beneficiaries?
- iii. Are inclusion and exclusion errors significant? Which is more substantial?
- iv. What is the average benefit reported by each beneficiary? How does that amount relate to pre-transfer household incomes?
- v. To what extent is each program affecting the incidence and intensity of poverty across beneficiary households?

4.8. Information relative to social interventions will cover programs and public services; targeted and universal interventions; and actions aimed to individuals and households *vis a vis* communities. A list of social programs to consider is the following – where an asterisk indicates that the beneficiary unit is the community and not directly a household or a person.

- i. Social Impact Amelioration Program (SIMAP)*
- ii. Basic Needs Trust Fund, Public *
- iii. Assistance Payments (Poor Relief)
- iv. Food Stamps
- v. Basic Nutrition Program
- vi. Water Rates Assistance
- vii. Recruitment And Placement Services
- viii. Labor Training Activity
- ix. Old Age Pension
- x. Disability Pension

4.9. In addition to these social programs, consultants are also expected to **explore the equity and efficiency considerations of public social services, especially education and health provision**. They are expected to answer similar questions on equity and efficiency as posed for specific social programs:

- i Are public health and nutrition services reaching the poor and vulnerable?
- ii How equitable is health care utilization in case of illness?
- iii How equitable is health expenditure? Who benefits from government subsidies?
- iv How is utilization distributed among different types of health providers?
- v What are the determinants of health care utilization?
- vi What is the economic impact of poor health on Guyanese households? In households with a sick person, how much do households spend on the recovering of that person? Do they allocate a large or a small amount of their resources to health? Is the economic burden of poor health significantly larger in households of low economic status relative to the households of better economic status?
- vii Are public education services reaching the poor and vulnerable?
- viii How equitable is public education?
- ix How equitable is education expenditure? Who benefits from government spending on education?
- x What are the determinants of education utilization? And the determinants of missing education?
- xi What is the economic impact of education on Guyanese households?

4.10. Based on information from both labor and social policies, consultants will **discuss successful initiatives as well as areas of possible reform**. Priorities should be established to improve the poverty reducing capacity of public social policies specific to the Guyanese context.

4.11. Consultants will then **contextualize such pro-poor policy recommendations within the institutional realities of Guyana**. Consultants are expected to analyze the current institutional establishment, political rules, institutional relations among key stakeholders, their incentives and influence in relation to the identified reforms. For the sake of discussion, if a key conclusion from the previous analysis is that poverty

reducing will ensue from the elimination of gender wage gaps and the improved efficiency of a limited number of social programs, consultants should then analyze who are the expected supporters and opponents to such changes in Guyana; what legal changes are required; what institutional changes would be likely to foster and sustain and make such reforms effective, and who are the stakeholders involved in such changes.

- 4.12. Consultants will finalize the Poverty Assessment by **clearly identifying what are the policy priorities, their feasibility and the areas of immediate reform to enhance the role of the GoG and the Bank in reducing poverty.**
- 4.13. Consultants will review and analyze existing literature, reports, databases as well as forthcoming data sources; implement quantitative and/or qualitative techniques; identify and interview stakeholders; and participate in meetings and presentations as they regard fit to comply with the objectives and activities specified in the present ToRs.

V. REPORTS

- 5.1. Consultants are expected to provide (i) a detailed working plan based on their winning proposal within a month of signing the contract consistent with the schedule and activities anticipated by the current ToRs. They will also provide (ii) a mid-term report on the progress of the work five months after the signature of the contract in which it is expected that consultants will have explored the Census, the available HBS and MICS databases. By November 2006 consultants are expected to submit to the Bank (iii) a first complete draft of the Poverty Assessment. The Bank will circulate it to the GoG as well as internal and external peer reviewers. Once comments are received and consolidated, both consultants and the Bank will jointly evaluate their relevance. Consultants will then take the necessary steps to incorporate these comments into (iv) a final version of the PA. That final version will be submitted to the Bank by February 2007 for its approval.
- 5.2. The ultimate product of the consultancy will be the final report on the Guyana Poverty Assessment according to the guidelines set in these ToR and to the complete satisfaction of the Bank.

VI. COORDINATION

- 6.1. The project team of S03 will have technical and administrative responsibility for this consultancy. Nevertheless, the Bank will actively pursue a continuous and close collaboration with the GoG through its designated agencies.

**Annex I.2:
GUYANA**

**POVERTY ASSESSMENT AND
PUBLIC SOCIAL EXPENDITURE REVIEW TECHNICAL COOPERATION**

Public Social Expenditure Review

TERMS OF REFERENCE

I. BACKGROUND

- 1.1. Guyana is immersed in a series of initiatives to improve living conditions and reduce poverty among its citizens, in close collaboration with the international community. Debt relief under the HIPC initiative, the implementation and monitoring of the national poverty strategy (the PRSP), commitment to the Millennium Development Goals (MDGs), and a number of sector-specific interventions in the areas of justice and security, nutrition, and health are all expected to have important welfare impacts.
- 1.2. In spite of these efforts, little is known about the recent evolution of poverty, the socioeconomic impact of public interventions and the extent to which they are pro-poor. Strategic decisions and policy recommendations contained in critical documents such as the Government of Guyana's (GoG) 2002 PRSP and its 2004 progress report are based on poverty data dated back to 1999. This lack of updated information raises questions on the efficiency and equity of current poverty reducing strategies. The Poverty Assessment component of the current TC is expected to clear such doubts.
- 1.3. How well articulated and 'greased' is the public system to deliver efficient and equitable spending is another area of concern. There is evidence that certain public policy areas have experienced significant progress in Guyana. The joint International Monetary Fund and World Bank (2004)'s Public Expenditure Management Country Assessment and Action Plan (AAP) concluded that Guyana has been "performing reasonably well in tracking poverty spending... Guyana has been engaged in increasingly substantial efforts to improve its PEM [Public Expenditure Management] system over recent years" (p. 3). In fact, the report concludes that with the satisfaction of eight out of fifteen benchmarks covering budget formulation, execution and reporting, Guyana was among the best performing HIPC countries assessed in 2001. More specific to the reduction of poverty, Guyana's reporting of extra-budgetary revenues (accruing from the National Insurance Scheme) previously excluded from the budget, the substantial improvement in classifying government expenditure and the ability to track and to report in-year poverty reducing expenditures are highlighted as major improvements in public management.
- 1.4. Still, the same AAP report identifies the budget formulation and its execution as areas of substantial reform. The accuracy of data, the lack of internal control

mechanisms and the very limited incorporation of medium-term considerations in budget preparation are considered key weaknesses. The AAP report also recognizes that a reform process in the management of public expenditures would face major challenges if the continuity of donor support were compromised, more so in the context of a chronically limited staff capacity. Dealing with these challenges will demand more than an improved IT tool (in reference of the integrated financial management accounting system, IFMAS, developed with the help of the Canadian Development Agency). In effect, the development of a costing and forecasting methodology, improved communication and management training of line ministries need all careful consideration. An adequate staffing is reckoned as another priority. The Budget Office is called for strengthening its capacity so that activities related with planning, coordination and training no longer constitute major obstacles to its functioning. These recommendations in the 2004 AAP remain compelling at present.

- 1.5. So far, the GoG and international organizations have been working together in the direction of improving the capacity of Guyana to produce reliable and timely data, filling in existing information gaps that dent the quality of public policy-making. The Bank, for example, recently approved a \$3.5 million loan (GY-0070) to strengthen the broad statistical and analytical capacities of the country, while the World Bank, CARTAC and others have been providing targeted support to the Bureau of Statistics for specific activities. With a view to building upon this collaboration, the Bank and the World Bank are now interested in carrying out a Poverty Assessment and Public Social Expenditure Review which will help GoG promote pro-poor social spending. Ultimately, the capacity to evaluate the impact of interventions timely, to set realistic future targets and policy priorities, to monitor and evaluate the developments of the public social expenditure management system in Guyana, should all contribute towards a truly pro-poor social spending.
- 1.6. In addition to the present TC, the Bank is currently sponsoring the Administrative Data Quality Audit of Poverty Reduction Strategy (PRS) and its Country Strategy (CS) indicators. The review is set to evaluate the quality of the administrative data used to report progress of PRS and CS and make recommendations to improve performance measurement. This is expected to constitute an important input for the PSER.
- 1.7. The Public Social Expenditure Review constitutes one of the four components of the present TC. Other components refer to the extension of the MICS to incorporate the information on beneficiaries and benefits accruing from social programs. The remaining components refer to the elaboration of a Poverty Assessment, and the dissemination of findings within a broader strategy of promoting an information-based culture of policy-making. The main objective of the PA is the characterization of poverty and key social indicators in Guyana. In doing so, the PA will analyze the correlates with poverty. The objective of the dissemination component is to publicize the main findings of the two studies on a broad basis to society in general, and specific groups in particular, at least, to the GoG, Congress, organized civil society and media. Key in the success of this component is the participation of the media, which would be trained specifically on issues related to social indicators, poverty and

public management, and its responsibility in a culture of transparency, accountability and informed decision-making.

II. OBJECTIVES OF THE CONSULTANCY

- 2.1. The main objective of the consultancy is the elaboration of the 2006 Guyana Public Social Expenditure Review under the central theme of public management of pro-poor social spending. The consultancy will not track *all* categories of public spending but will rather concentrate specifically on social spending. After tracking the destination of such spending categories it will determine whether observed and intended destinations are met and are congruent with the definition of pro-poor spending used by the GoG.

III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1. Type of Consultancy: Individuals or firms.
- 3.2. Starting date and duration: March 2006 to February 2007.
- 3.3. Place of work: Georgetown, Guyana and and/or international consultant(s)'s country of residence.
- 3.4. Qualifications: The consultant team is expected to be composed of international and/or national experts on public administration, fiscal affairs, and/or public spending. Expertise on budgeting and expenditure management are critical for this consultancy. Proficiency in quantitative and qualitative analysis, international development and Guyana's socio-political and economic contexts are also key qualifying criteria. The team is expected to be multidisciplinary, welcoming a combination of technicians and practitioners. A partnership between international and national consultants that may be sustained over time is strongly encouraged.
- 3.5. For the international team, consultants are expected to have:
 - i. A postgraduate degree in Economics, Statistics, Public Administration, Political Science and/or other Social Science relevant to the area of social interventions, poverty and public management.
 - ii. At least five years of experience in the analysis of poverty, social issues and public management, especially in budgeting.
 - iii. Experience in Guyana or at least The Caribbean
- 3.6. For the national team, consultants are expected to have:

- iv. A graduate degree in Economics, Statistics, Public Administration, Political Science and/or other Social Science relevant to the area of social interventions, poverty and public management.
- i. At least five years of experience in the analysis of poverty, social issues and public management, especially in budgeting.
- ii. Experience working with Guyana's information sources.

3.7. Proposals must include the following:

- i. An action plan in line with the thematic area, guidelines and schedules described in these ToRs. The action plan will also detail analytical techniques expected to be used.
- ii. Staff (including resumes) to be assigned to the project.
- iii. A timetable for completion of the above activities.
- iv. Whether they will seek partnership with other national/international individual or consulting firms.
- v. Professional fees and other related costs for completion of the contract.

IV. ACTIVITIES.

4.1. As indicated above, the consultancy is expected to track the flow of social spending along the different levels of the public administration. The consultancy does not aim at tracking *all* categories of public spending, but rather concentrates on public social spending. The analysis is expected to address a number of questions:

- i. What are the criteria to define of pro-poor social spending in Guyana?
- ii. Are beneficiaries and benefits of pro-poor social programs clearly identifiable?
- iii. How does the information on social spending flows up and down along the public spending or budgeting existing information frameworks? What deficiencies or limitations are observed?
- iv. What evaluation mechanisms are used, if any, to assess the equity and efficiency dimensions of pro-poor social spending?
- v. What are the most priority changes of the public tracking system in place recommended towards improving the pro-poor orientation of social spending?

- 4.2. In dealing with such questions, consultants are first expected to **discuss the current status of pro-poor social spending in Guyana**. This implies to focus on the definition or understanding of what constitutes pro-poor social spending among different stakeholders (from the President and line ministries to Congress and local governments, to cite some). Consultants will also report on the targeting schemes in place and the statutory benefits and beneficiaries of social programs destined to the poor. They will also provide information on the trends observed for such expenditures *vis a vis* non-poor social spending over time. Finally, consultants must relate possible shifts in composition of public social spending to the participation of Guyana in the HIPC initiative and the resulting PRS process.
- 4.3. A second activity consists of **analyzing the institutional set up in which decision-making related to public social spending takes place**. This analysis will cover the stakeholders, their participation, interests and influence in the allocation of public social spending. It will also cover the rules of the game, looking at aspects such as the process of identifying, executing and monitoring social spending labeled as pro-poor (if at all); the articulation of the national and local political establishments and the degree of congruency between their rules and procedures in accounting and budgeting. As a final task within this component, consultants will follow up on the recommendations of the previous PER.
- 4.4. Third, consultants will **track social spending, program by program, along the different government levels, and geographically**. To the extent possible, such categories will be compared with previous spending, identifying what changes have taken place over time and particularly what are attributable to the HIPC and PRS initiatives. They will conclude on the extent to which intended and observed destinations are met and what practices and procedures either facilitate or obstacle flows along the public expenditure system. A key question to explore in this area is whether social expenditures labeled as pro-poor reach in effect vulnerable groups such as women or specific ethnic groups.
- 4.5. Finally, consultants are expected to discuss the main findings and **establish a short list of priorities both in the short term (within the institutional boundaries present today in Guyana) and (beyond such boundaries) in a more medium-to-long term**. These recommendations should typically fit in a realistic and gradualist approach to consolidate progress in public social management.
- 4.6. Consultants will review existing literature, analyze reports and databases, forthcoming data sources and reports such as the Administrative Data Quality Audit of Poverty Reduction Strategy and Bank Country Strategy indicators, conduct quantitative and/or qualitative techniques, interview stakeholders and participate in meetings and presentations as they regard fit to comply with the objectives and activities specified in these ToRs.

V. REPORTS

- 5.1. Consultants are expected to provide (i) a detailed working plan based on their winning proposal within a month of signing the contract consistent with the schedule and activities anticipated by these ToRs. They will also provide (ii) a mid-term report five months after the signature of the program on the progress of the work and after having advanced in the discussion of pro-poor spending in Guyana, contacted key stakeholders and ensured the access to required public information systems. By November 2006 consultants are expected to submit to the Bank (iii) a first complete draft of the Public Social Expenditure Review. The Bank will circulate it to the GoG as well as internal and external peer reviewers. Once comments are consolidated, both consultants and the Bank will jointly evaluate their relevance. Consultants will then take the necessary steps to incorporate these relevant comments into (iv) a final version of the PSER. That final version will be submitted to the Bank for its approval by February 2007.
- 5.2. The ultimate product of the consultancy will be the final report on the Public Social Expenditure Review according to the guidelines set in these ToRs and to the complete satisfaction of the Bank.

VI. COORDINATION

- 6.1. The project team of S03 will have technical and administrative responsibility for this consultancy. Nevertheless, the Bank will actively pursue a continuous and close collaboration with the GoG through its designated agencies.

Annex I.3:

GUYANA

**POVERTY ASSESSMENT AND
PUBLIC SOCIAL EXPENDITURE REVIEW TECHNICAL COOPERATION**

Dissemination of PA and PSER

TERMS OF REFERENCE

I. BACKGROUND

- 1.1. Guyana is immersed in a series of initiatives to improve living conditions and reduce poverty among its citizens, in close collaboration with the international community. Debt relief under the HIPC initiative, the implementation and monitoring of the national poverty strategy (the Poverty Reduction Strategy Paper, PRSP), commitment to the Millennium Development Goals (MDGs), and a number of sector-specific interventions in the areas of justice and security, nutrition, and health are all expected to have important welfare impacts.
- 1.2. In spite of these efforts, little is known about the recent evolution of poverty, the socioeconomic impact of public interventions and the extent to which they are pro-poor. The Government of Guyana (GoG) and international organizations have been working together in the improvement of the national capacity to produce reliable and timely social statistics, and more specifically to fill in existing information gaps affecting the quality of public policy-making. The Bank, for example, recently approved a \$3.5 million loan (GY-0070) to strengthen the broad statistical and analytical capacities of the country, while the World Bank, CARTAC and others have been providing targeted support to the Bureau of Statistics for specific activities.
- 1.3. With a view to building upon this collaboration, the Bank and the World Bank are now interested in carrying out a Poverty Assessment and Public Social Expenditure Review which will help the GoG evaluate the impact of interventions to date, set realistic future targets and policy priorities, and monitor and evaluate the developments of the public social expenditure management system in Guyana.
- 1.4. A result of this collaboration will be the generation of new information in the area of social statistics that – in addition to the 2002 Population and Household Census – will become a key input for the PA and PSER. These sources are the forthcoming 2006 Household Budget Survey (HBS), the 2006 Multiple Indicator Cluster Survey (MICS) and the Administrative Data Quality of Poverty Reduction Strategy and Bank Country Strategy Indicators. Also, the World Bank in coordination with the BoS is currently producing poverty maps based on information collected by the 2002 Census.

- 1.5. Recent joint activities between the Bank and the GoG typically involve the publication of products – as it was the case with the 2002 Census. Additional data, stronger technical abilities and a broader access to information are all expected to consolidate a culture of informed policy-making. However, turning this culture into one of transparency and accountability requires the participation at large of the citizenry.
- 1.6. In effect, a culture of informed decision making, transparency and accountability cannot be circumscribed to governmental spheres if it is to become effective and sustained. If internal and external control mechanisms to policy-makers are to work, the public at large must be informed of -and demand information on- what are the relevant issues, what are the current policies and proposed alternatives and what are the observed and expected impacts of present and prospective policies.
- 1.7. The role of the media in promoting such a culture cannot be exaggerated. A compromise to eventually publicize the PA and PSER reports will strengthen a culture of transparency and accountability only if there is a clear understanding by the public of their objectives and roles; if data are regularly fed into the public; and policy decisions are subject to public scrutiny. The media must take a lead in such services to the citizenry. In the area of poverty, the media may well inform the public about the objectives, instruments, and strategies that constitute the work of the GoG, Congress, the judiciary, the civil society and the international community in combating poverty and ensuring an efficient and equitable social spending. To the extent that the media lack technical capabilities and/or a compromise with the citizenry, the promotion of a culture of transparency, accountability and informed decisions is seriously compromised.

II. CONSULTANCY OBJECTIVES

- 2.1. The objective of this consultancy is to promote a culture of informed decision-making, transparency and accountability among the public in general and selected key stakeholders in particular (GoG, Congress, organized civil society and media). As part of this component, the TC will pursue to disseminate the main findings of the PA and PSER on a broad basis. Key in the success of this component is the participation of the media, which would be trained specifically on issues related to social indicators, poverty and public management, and their responsibility in a culture of transparency, accountability and broad participation. A closing project workshop will bring together the lessons learnt on the promotion of that culture by this component as well as lessons from the implementation of the previous components of the TC.

III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1. Qualifications: Individuals or firms
- 3.2. Starting date and duration: March 2006 – December 2006
- 3.3. Place of Work: Guyana

3.4. Qualifications: Consultants will have extensive experience in the design and implementation of public campaigns, media communications, marketing and/or public relations. If individual consultants or firms have no previous working experience within Guyana, the consultant team is expected to include either Guyanese individual(s) or firm(s) as active member(s) and facilitate a relevant knowledge and skill transfer. Previous experience in the dissemination of socioeconomic data will be an additional benefit in the consideration of the applicant(s).

3.5. Proposals must include the following:

- A brief proposal sketching an action plan consistent with the objectives and timing of these ToRs.
- Staff (including resumes) to be assigned to the project.
- A timetable for completion of the above activities.
- Professional fees and other related costs for completion of the contract.

IV. ACTIVITIES

4.1. The consultant team will have to:

- 4.1.1. **Complete an action plan that details the design and execution of a two-fold strategy to engage the media into the dissemination strategy of the PA and PSER as well as of in understanding its role in the promotion of a culture of transparency, accountability and informed decision-making.** The promotion of that culture should include not only the media but also key stakeholders among the Guyanese society. The action plan will also specify the ways in which such sectors are appealed into such a culture and the ways in which conveyed messages are expected to remain strong over time.
- 4.1.2. **Produce an evaluation of the technical capacities of the media in the area of social statistics** and the availability of domestic technical units of the government, university and/or private sector to help train the media and other participants.
- 4.1.3. **Develop manuals, brochures and any other written or visual material** for circulation as deemed necessary to execute the consultancy.
- 4.1.4. **Purchase advertising time and/or space in the media** as deemed necessary to promote the culture of transparency and accountability.
- 4.1.5. **Organize workshop, meeting, talks, presentation, round tables or any other participatory instrument** through which a broad participation of the public, civil society or political establishment is engaged to discuss the role of social policy-making in the context of the Poverty Reduction Strategy.

V. EXPECTED RESULTS

- 5.1. The expected results from the consultancy are three. A first result is a dissemination campaign of the PA and PSER to reach out the public on a regular basis throughout 2006. A second result is a more aware society on issues of transparency, accountability and informed policy-making in the area of poverty reduction. A final result is the celebration of a project closing workshops on lessons learnt, future needs and ways to transfer knowledge to local counterparts.

VI. REPORTS

- 6.1. The following deliverables will be required from the consultants: (i) a detailed work plan within a month of the signing of the contract specifying activities and a schedule consistent with the duration and objectives specified in these ToRs; (ii) a mid-term short report on the early execution of the project four months following the signature of the contract and after having evaluated the technical capacity of the media and the availability of domestic technical units of the government, university or private sector to help in the training of the media; (iii) a final report at the end of the consultancy reflecting on the execution of the project and the ways in which the conveyed messages are expected to remain strong over time. Visual, graphic and/or written material may be also provided as part of the dissemination campaign.

VII. COORDINATION

- 6.1. The project team of S03 will have technical and administrative responsibility for this consultancy.

Annex I.4:

GUYANA

**POVERTY ASSESSMENT AND
PUBLIC SOCIAL EXPENDITURE REVIEW TECHNICAL COOPERATION**

Extension of the Multiple Indicator Cluster Survey (MICS)

TERMS OF REFERENCE

I. BACKGROUND

- 1.1. Guyana is immersed in a series of initiatives to improve living conditions and reduce poverty among its citizens, in close collaboration with the international community. Debt relief under the HIPC initiative, the implementation and monitoring of the national poverty strategy (the Poverty Reduction Strategy Paper, PRSP), commitment to the Millennium Development Goals (MDGs), and a number of sector-specific interventions in the areas of justice and security, nutrition, and health are all expected to have important welfare impacts.
- 1.2. In spite of these efforts, little is known about the recent evolution of poverty, the socioeconomic impact of public interventions and the extent to which they are pro-poor. Strategic decisions and policy recommendations contained in documents such as the Government of Guyana's (GoG) 2002 PRSP and its 2004 progress report are based on poverty data dated back to 1999.
- 1.3. The GoG and international organizations have been working together in the improvement of the national capacity to produce reliable and timely social statistics, and more specifically to fill in existing information gaps affecting the quality of public policy-making. The Bank, for example, recently approved a \$3.5 million loan (GY-0070) to strengthen the broad statistical and analytical capacities of the country, while the World Bank, CARTAC and others have been providing targeted support to the Bureau of Statistics for specific activities.
- 1.4. With a view to building upon this collaboration, the Bank and the World Bank are now interested in carrying out a Poverty Assessment and Public Social Expenditure Review which will help GoG evaluate the impact of interventions to date, set realistic future targets and policy priorities, and monitor and evaluate the developments of the public social expenditure management system in Guyana.
- 1.5. The 2002 Population and Household Census and the forthcoming 2006 Household Budget Survey (HBS), the 2006 Multiple Indicator Cluster Survey (MICS) will be crucial inputs into the Poverty Assessment. The HBS data will allow the generation of a poverty profile, setting a proper baseline for future comparison, construction of consumption and basic needs alternative measures of poverty, and measurement of

access to public services. The HBS will also provide preliminary information on crime, social capital, employment status, infant mortality and migration. The MICS will provide key data on child nutritional status, under-five maternal mortality and morbidity, sexual behavior, access to public services, access to public health and education centers, HIV prevalence, knowledge and behavior regarding the epidemic, as well as a set of household characteristics.

- 1.6. The Bank has recently identified data requirements for the Poverty Assessment that the HBS and MICS survey do not cover originally. Such data requirements refer to the amount and distribution of social benefits, without which it is not possible to establish the distributive impact of social policies or, in other words, the link between sector (*meso*) policies and their impact at the community, household and individual (*micro*) levels. Even though HBS and the core MICS would have provided a great deal of poverty and social indicators, they would not have provided a connection between indicators and interventions.
- 1.7. After consultations with the Guyana Bureau of Statistics (BoS) and UNICEF, the BoS conducted a field testing of a set of supplementary questions suggested by the Bank. After that test, the BoS and UNICEF accepted the Bank's proposal to extend the MICS (see Appendix 1 below for the proposed additional questions). As a result, the extension of the original MICS will mean the inclusion of two additional modules: (a) a module establishing the beneficiaries of a series of public social programs and what their benefits are; and (b) a module on public provision of health and education.

II. CONSULTANCY OBJECTIVES

- 1.1. The objective of this consultancy is to assist the BoS team in charge of the MICS in the extension of that survey by including additional modules on the distribution of benefits and beneficiaries of social programs and public provision of health and education. This information will allow a distributive impact analysis of social interventions, which constitutes a key input for the forthcoming 2006 Guyana Poverty Assessment. The additional questions, developed originally by the Bank, are grouped in two modules that have been already discussed, field-tested and approved by the Bureau of Statistics and UNICEF, the responsible agencies for the elaboration and execution of the MICS in Guyana.

III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1. Type of consultancy: National consultants closely collaborating with the Bureau of Statistics MICS team with expertise in the areas of design, collection and formatting of household surveys.
- 3.2. Starting date and duration: December 2005-August 2006
- 3.3. Place of Work: Georgetown, Guyana
- 3.4. Qualifications: Candidates will have:

- i. a graduate degree in Economics, Statistics, or other Social Science, Business Administration, Public Administration, or a related discipline.
- ii. At least five years of experience in the design and collection of household surveys and formatting of databases.
- iii. Preferably working experience with Guyana's Bureau of Statistics.

IV. ACTIVITIES

- 4.1. Because of the final task of the consultancy is to incorporate a set of questions in the MICS questionnaire, the consultants will have to work in close collaboration and coordination with BoS and UNICEF, responsible for the MICS. Whatever expenditures will be incurred in this component before the approval of the project will be reimbursed by the Bank.
- 4.2. Specific activities to develop by the consultancy are the following:
 - i. **Format the already approved questions as add-ons to the MICS original questionnaire.**
 - ii. **Print 1,500 sets** of questions to be added on to the MICS original questionnaires.
 - iii. **Train MICS enumerators** into the specifics of the additional modules to the MICS original questionnaire.
 - iv. **Assist in the digitalization of additional information** accruing from the new modules.
 - v. **Monitor the quality check process** related specifically to the additional modules to the original MICS.

V. EXPECTED RESULTS

- 3.1. The expected results from the consultancies are (i) the extension of the MICS questionnaire to incorporate additional questions; (ii) the specific training of enumerators to collect these additional modules; and (iii) the formatting of the resulting information into an electronic database.

VI. REPORTS

- 6.1. The following deliverables will be required from the consultants: (i) an initial work plan of the consultancy specifying a schedule consistent with the duration and activities above mentioned; (ii) two mid-term short reports after the extension of the questionnaire and the training of enumerators; on the one hand; and the collection of the specific data, on the other; (iv) a final short report accompanying the electronic database with basic descriptives of these modules.

VII. COORDINATION

- 7.1. The project team of S03 will have technical and administrative responsibility for this consultancy. However, due to the close collaboration with the BoS and UNICEF teams in charge of the MICS, the Bank expects a close coordination with the BoS and UNICEF.

VIII. Appendix: REVISED PROPOSAL TO INCORPORATE ADDITIONAL QUESTIONS TO THE MICS AFTER THE DISCUSSION WITH THE BOS

A1. SOCIAL PROGRAM MODULE

8.1. The objective of this module is to assess the welfare impacts of existing social programs in Guyana. This activity includes public transfer programs, labor-related schemes and the national insurance system. Specifically, the goal is to measure the effects of social programs on beneficiaries and non-beneficiaries by collecting nationally representative household-level data on the following public transfer programs:

- i. Social Impact Amelioration Program (SIMAP)*
- ii. Basic Needs Trust Fund, Public *
- iii. Assistance Payments (Poor Relief)
- iv. Food Stamps
- v. Basic Nutrition Program
- vi. Water Rates Assistance
- vii. Recruitment And Placement Services
- viii. Labor Training Activity
- ix. Old Age Pension
- x. Disability Pension

8.2. Whether all programs are inquired about individually or otherwise grouped will depend on the total number of beneficiaries of each program. If beneficiaries are few, a number of programs could be grouped together in a more representative category.

8.3. Programs identified with an asterisk aim to benefit communities rather than households or individuals directly. As a result, information on their beneficiaries and benefits are asked separately from social programs directed to individuals or households.

8.4. Whether all programs in the above list are included separately in the questionnaire (or else, are grouped) will depend on the total number of beneficiaries of each program. If beneficiaries are few, a number of programs could be grouped together in a more representative category.

8.5. Some key questions to explore in the project are:

- i. Are beneficiaries and benefits of social/ pro-poor programs clearly identified?
- ii. Are these programs reaching expected beneficiaries?
- iii. Are inclusion and exclusion errors significant? Which is more substantial? What are the causes of such errors?
- iv. What is the average benefit reported by each beneficiary? How does that amount relate to pre-transfer household incomes?
- v. To what extent is each program affecting the incidence and intensity of poverty across beneficiary households?

ASK THE HOUSEHOLD HEAD OR, SPOUSE, IF HOUSEHOLD HEAD NOT PRESENT

Questions refer to benefits and beneficiaries at the household level. If several members of a household receive the same benefit, the interviewee will be asked to add up months of benefit-per-person in Q2 and the total amount of transferred money in Q3.

INDIVIDUAL AND HOUSEHOLD PROGRAMS	Q1: Is any of the following schemes currently benefiting or have benefited in the last year you or anyone in your household? 1.Yes 2.No (GO TO Q4)	Q2: How long have you been benefiting during the last year? In months	Q3: How much have you received from these programs in the last year? GY\$ How How Often? many members?			Q4: Why you have not received these benefits? 1.Me or my household do not qualify for that benefit 2. Did not know that it existed 3. Don't know how to apply for that benefit 4. Don't have the time to apply 5. Don't like/want to receive that kind of help 6.Other
Assistance Payments (Poor Relief)						
Food Stamps						
Basic Nutrition Program						
Water Rates Assistance						
Recruit and placement services						
Labor Training Activity						
Old Age Pension						
Disability Pension						
Other (subsidies): _____						

Questions refer also to benefits and beneficiaries at the household level from community-based programs.

COMMUNITY-BASED PROGRAMS	Q5: Does your community benefit from any of these programs: 1.Yes (GO TO Q6) 2. No (GO TO NEXT MODULE)	Q6: How long has your community been benefiting? In months	Q7: What activities have been (are) these programs implementing in your community? 1.Rehabilitation 2. Reconstruction 3. Construction 4.Some combination of the above	Q8: Have you or any member of your family benefited DIRECTLY from any of these programs? 1. Yes (GO TO Q9) 2. No (GO TO Q10)	Q9: In which form have you / your household benefited from these programs? 1. Hired to Work 2. Access to new services 3. Better quality of services 4. A combination of the above 5. Other	Q10: Why have you not benefited from these programs in your community? 1. Me or my family don't use such services 2. Did not know that I/we could use them 3. Others in the community did not let me/us 4. Other:
SIMAP						
BNTP						

2. AN ADDITIONAL OPTIONAL MODULE ON HEALTH AND EDUCATION PROVISION

2.1. HEALTH PROVISION

8.6. This set of questions explores not only the access to pre- and post-natal facilities (as already included in MICS) but to more general health services that would allow for more accurate targeting and organization of public-financed health services. This should bring attention to a critical social sector in Guyana and one where the benefits of improved public provision are most obvious.

8.7. Some key questions to explore in the project include:

- i. Are public health and nutrition services reaching the poor and vulnerable (health vulnerability could be measured using existing MICS variables on health knowledge and practices)?
- ii. How equitable is health care utilization in case of illness? For example, such an analysis could be conducted by economic groups, race, education level and other variables.
- iii. How equitable is health expenditure? Who benefits from government subsidies?
- iv. How is utilization distributed amongst different types of health providers?
- v. What are the determinants of health care utilization? The answer to this question will help to determine most effective strategies (financial, service, communication, etc.) to reach vulnerable populations.
- vi. What is the economic impact of poor health on Guyanese households? In households with a sick person, how much do households spend on the recovering of that person?, do they allocate a large or a small amount of their resources to health?, is the economic burden of poor health significantly larger in households of low economic status relative to the households of better economic status? (answering this question requires the linking of the sample to the HBS)

ASK THE HOUSEHOLD HEAD OR, SPOUSE, IF HOUSEHOLD HEAD NOT PRESENT

QUESTIONS ON HEALTH STATUS REFER TO ALL HOUSEHOLD MEMBERS AND SHOULD BE REPORTED INDIVIDUALLY UNLESS OTHERWISE INDICATED

HH Member	Q11. During the past 4 weeks, did you or any household member have any health problem 1.Yes 2.No (GO TO NEXT MODULE)	Q12. did you visit <u>any public or private health facility</u> to obtain health care? 1.Public hospital (GO TO Q14) 2.Public health center/health post (GO TO Q14) 3. Private hospital (GO TO Q14) 4.Private health clinic (GO TO Q14) 5.Private doctor (GO TO Q14) 6.Private nurse (GO TO Q14) 7.Traditional/community healer (GO TO Q14) 8.NGO (GO TO Q14) 9.Other institution (for instance, church) (GO TO Q14) 10. No, did not go (GO TO Q13)	Q13. Why did you/your household member NOT seek health care if you/your household member had a health problem? 1.Medical attention was/is too far away 2.Medical attention was/is too expensive 3.It does/did not make a difference (i.e., bad service, have/had no medicines, don't/didn't treat me well) 4.I don't have anyone to leave my children 5.I am not insured/don't participate in any health scheme 6.I don't want to go to hospitals or medical centers 7.other: _____ <i>Report the most important in case of multiple answers</i> GO TO NEXT MODULE	Q14. How many times did you visited a public or private hospital or health clinic (or individual assistance) during the past 4 weeks? _____ # of times If visited different facilities or providers in this period, indicate only the number of times in the most recent category visited	Q15. What was the main reason for demanding those services? 1. Emergency care 2.Consultation - information 3.General check-up 4.Injection 5.Laboratory tests (including X-rays) 6.Surgery 7.Birth Control 8.Medication 9.Prenatal attention / Obstetrics 10. Postnatal care 11.Other : _____ If different or several reasons, indicate that associated with the most recent visit.	Q16. How much did you pay, either in money or in kind, for all costs associated with these visits to a public or private hospital or health clinic during the past 4 weeks? (in total) Include any medicines prescribed during these visits, even if purchased elsewhere. (Exclude transport costs. Exclude costs to be reimbursed by insurance.) If several visits, indicate the costs associated with the most recent category visited	Q17. Were you satisfied with the service provided during your last visit in terms of: 1.Waiting time 2.Medical attention provided 3.Availability of medicines 4.Availability of personnel 5.Personal treatment Satisfaction with respect to the last visit to any of the categories visited. Satisfaction is scaled up between 1 to 3 in each category and then enumerator adds up all the points.
1							
2							
3							
4							
5							
6							
7 ...							

2.2. EDUCATION PROVISION

8.8. At it was the case with health provision, the objective of this set of questions is to explore the quantity and quality of the service provided and costs incurred and the role of public provision to improve particular areas of the sector.

8.9. Some key questions to explore in the project include:

- i. Are public education services reaching the poor and vulnerable?
- ii. How equitable is public education?
- iii. How equitable is education expenditure? Who benefits from government spending on education?
- iv. What are the determinants of education utilization? And the determinants of missing education?
- v. What is the economic impact of education on Guyanese households?

ASK THE HOUSEHOLD HEAD OR, SPOUSE, IF HOUSEHOLD HEAD NOT PRESENT
INFORMATION ON CHILDREN IN 'SCHOOL AGE' (5-24)

HH Member	Q18. Do your children currently attend a public school? 1. Yes (GO TO Q19) 2. No (GO TO Q23)	Q19 What do you pay for the public education of your children?							Q20. Do you receive any public assistance to cover such costs? 1. Yes (GO TO Q21) 2.No (GO TO Q22)	Q21. If so, how much? Add all the assistance received when if moneys are transferred from different items.	Q22. How satisfied are you with the education provided to your children: 1.Overall quality of education 2.School facilities 3.Resources for learning 4.Teachers' abilities Give value 1 to 3 to each category, add all points, and report the total mark.	Q23. Why your children are not at school? 1.We can't afford it 2.School is too far away 3. Child is working 4. Quality of education is bad 5. Education does not make a difference in this country 6. Other Select the main reason
		Tuition fees	Uniform	School Books	School Material	Transport Costs	Meals	Other				
1												
2 ...												

**Annex II
GUYANA**

**POVERTY ASSESSMENT AND
PUBLIC EXPENDITURE REVIEW TECHNICAL COOPERATION**

DETAILED COSTS

Concept	Bank (FSO)	Local	Total
Component 1. Extension of the MICS	6,000	0	6,000
a. Printing and stationery	1,000		
b. Equipment (2 computers)	2,000		
c. Honoraries (editor, 2 operators, and overtime of technical support by BoS staff)	3,000		
Component 2. PA	72,400	0	72,400
a. <i>Honoraries</i>			
Lump-sum honoraries of US\$ 13,500 per consultant over an anticipated 4 consultant-team.	52,000		
b. <i>Travel</i>			
Flight tickets (4 person x 2 travels) at a cost of US\$ 1,150 per return flight	9,200		
c. <i>Per diem</i>			
Two seven-day missions of four consultants at a daily per diem of US\$ 200	11,200		
Component 3. PSER	55,800	0	55,800
a. <i>Honoraries</i>			
Lump-sum honoraries of US\$ 13,500 per consultant over an anticipated 3 consultant-team.	40,500		
b. <i>Travel</i>			
Flight tickets (3 person x 2 travels) at a cost of US\$ 1,150 per return flight	6,900		
c. <i>Per diem</i>			
Two seven-day missions of three consultants at a daily per diem of US\$ 200	8,400		
Component 4: Dissemination of the Findings of the PA and PSER	8,300	0	8,300
a. <i>Training of media</i>			
Organization of various workshops and elaboration of training material	1,000		
Honoraries (local consultants expected)	2,000		
b. <i>Dissemination of findings</i>			
Organization of public events, material for public campaigns, purchase of time and space in the media	2,700		
Honoraries (local consultants)	2,000		
c. <i>Project closing workshop</i>	600		
Contingencies	7,500	0	7,500
GRAN TOTAL	150,000	0	150,000

**Annex III
GUYANA**

**POVERTY ASSESSMENT AND
PUBLIC SOCIAL EXPENDITURE REVIEW TECHNICAL COOPERATION**

ACTION PLAN

1.1. The activities to carry out are the following:

- 1.1.1. Approval of TC and terms of reference for consultancies.
 - 1.1.2. Selection and hiring of consultants.
 - 1.1.3. Collection of the extended MICS and preparation in electronic format of database.
 - 1.1.4. Continuous media training on social statistics, the objectives of PA and PSER, and the role of the media in promoting accountability and transparency.
 - 1.1.5. Elaboration of a first draft of PSER in close collaboration with the GoG, making use of the 2002 Population and Household Census, the 2006 HBS, 2006 MICS and the 2006 Administrative Quality Data Audit.
 - 1.1.6. Elaboration of a first draft of PA in close collaboration with the GoG, making use of the 2002 Population and Household Census, the 2006 HBS, 2006 MICS and the 2006 Administrative Quality Data Audit
 - 1.1.7. Presentation of PA and PSER first drafts to the GoG.
 - 1.1.8. Final drafts completed after incorporating GoG and peer reviewers' comments.
 - 1.1.9. Publication and public dissemination of PA and PSER.
 - 1.1.10. Presentation of the dissemination component final report to the Bank and GoG.
 - 1.1.11. Project closure workshop.
- 1.2. The following table presents a tentative chronogram:

	SUPERVISOR	REQUIRED INPUTS	REQUIRED ACTION	TIMING
1. Approval of TC and terms of reference for consultancies.	Bank	TC Operation Plan and ToRs.	Acceptance by Bank of TC Operation Plan and ToRs in coordination with GoG.	December-2005-January 2006
2. Selection and hiring of consultants	Bank	Approved TC and ToRs. Shortlist of consultant candidates.	Selection of consultants	January – February 2006
3. Collection of extended MICS and preparation in electronic format of the resulting database	BoS	Adequate logistics to include additional modules to the original MICS and to process electronically the database.	Extension of core MICS to include additional modules. Collection of survey. Processing of database. Presentation of progress and final reports.	February – August 2006
4. Continuous media training on social statistics, the objectives of PA and PSER, and the role of the media in promoting accountability and transparency.	Bank	Training strategy.	Training of media	March – December 2006
5. Elaboration of a first draft of the PSER	Bank in close collaboration with GoG	Consultants' action plan. HBS first two rounds; extended MICS, Census, Quality Audit Report.	Background research and elaboration of preliminary PSER draft by consultants	March-November 2006.
6. Elaboration of a first draft of PA	Bank in close collaboration with GoG	Consultants' action plan HBS first two rounds; extended MICS, Census.	Background research and elaboration of preliminary PA draft by consultants	March – December 2006
7. Presentation of first completed drafts of PA and PSER to the GoG	Bank in close collaboration with GoG	PSER and PA preliminary drafts.	Revision by GoG.	December 2006-January 2007.
8. Completed final drafts of PA and PSER.	Bank in close collaboration with GoG	Comments by GoG as well as internal and external referees to the Bank	Inclusion of comments to earlier drafts.	February 2007
9. Publication and dissemination of PA and PSER	GoG in collaboration with Bank	Final drafts of PA and PSER. Dissemination strategy.	Dissemination of reports.	March 2007 – April 2007
10. Preparation and presentation of dissemination final report.	Bank in coordination with GoG	Dissemination campaigns implemented	Final report presented and approved by Bank in collaboration with GoG.	May 2007
11. Project closure workshop	Bank in coordination with GoG	Final reports of all four components	Discussion of the project, results and lessons learnt	May 2007