

PUBLIC

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

REGIONAL

BARRIERS TO EDUCATION REFORM IN CENTRAL AMERICA AND THE DOMINICAN REPUBLIC

(RG-T2234)

TECHNICAL COOPERATION DOCUMENT

This document was prepared by the project team consisting of: Emma Näslund-Hadley (SCL/EDU), team leader; Rafael Rodriguez-Balza (CID/CID); Rene Herrera (VPC/FMP); Claudia Cox (SCL/EDU); and Hyun Jung Lee (LEG/SGO).

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

TC Document

I. BASIC INFORMATION FOR TC

▪ Country/Region:	Central America and the Dominican Republic
▪ TC Name:	Barriers to Education Reform in Central America and the Dominican Republic
▪ TC Number:	RG-T2234
▪ Associated Loan/Guarantee Name:	N/A
▪ Associated Loan/Guarantee Number:	N/A
▪ Team Leader/Members:	Emma Näslund-Hadley (SCL/EDU), team leader; Rafael Rodriguez-Balza (CID/CID); Rene Herrera (VPC/FMP); Claudia Cox (SCL/EDU); and Hyun Jung Lee (LEG/SGO).
▪ Date of abstract authorization:	October 9, 2012
▪ Donors providing funding:	The Special Program for Employment Promotion, Poverty Reduction, and Social Development in Support of the Millennium Development Goals. “The Social Fund”
▪ Beneficiary:	Guatemala, Honduras, Costa Rica, Panama and the Dominican Republic
▪ Executing Agency and contact name:	IDB (SCL/EDU)
▪ IDB Funding Requested:	US\$180,000
▪ Local counterpart funding, if any:	N/A
▪ Disbursement period:	12 months
▪ Execution Period:	8 months
▪ Required start date:	November 1, 2012
▪ Types of consultants:	Firm and individual consultants
▪ Prepared by Unit:	SCL/EDU
▪ Unit of Disbursement Responsibility:	SCL/EDU
▪ TC Included in Country Strategy (y/n):	N/A
▪ TC included in CPD (y/n):	N/A
▪ GCI-9 Sector Priority:	Yes

II. DESCRIPTION OF THE ASSOCIATED TC

- 2.1 The proposed operation is a Research and Dissemination TC to improve the understanding of the barriers to education reform in Central America and the Dominican Republic, and provide concrete inputs to help address those barriers through IDB-financed operations. The Bank’s country strategies with the Dominican Republic and Panama prioritize the education sector, and IDB-financed operations are currently in execution in the Dominican Republic, Guatemala, Honduras and Panama. New operations are being programmed in the Dominican Republic and Costa Rica.

III. OBJECTIVES AND JUSTIFICATION OF THE TC

- 3.1 During the first decade of the XXIst Century, education quality has been placed at the heart of the discussion on how to improve development prospects for the Latin American

and the Caribbean (LAC) region. While during the “lost decade” of the 1990s economic stability and the recovery of positive growth rates were clearly the priority, the more stable and prosperous environment of the 2000s has allowed refocusing on more structural, long-run factors, such as education, and particularly, the quality of the sector's human resources.

- 3.2 Recent evidence disseminated by the Organization for Economic Co-operation and Development (OECD 2010), based on the work by Hanushek (2007), shows that improving the quality of education in the average OECD country even modestly, by 5% in 20 years, has the potential of increasing the income of the present generation by around 25% during its life time.¹ It is also estimated that improving the quality of human resources by 10% in a given country has the potential for increasing economic growth rates by 0.87%.
- 3.3 At the start of the second decade of this century is that the available data shows that Latin America has lagged considerably in this dimension. The 2007 Trends in International Mathematics and Science Study (TIMSS) shows that the two participating LAC countries, Colombia and El Salvador, trail most of the other 48 nations in Mathematics, ranking as number 40 and 45, respectively. The 2009 results from the Program for International Student Assessment (PISA) reveal an even more worrying scenario. The 9 participating LAC countries have average mathematics scores more than 20% below the overall average and rank between number 47 –in the case of Chile- and 64 –for Peru- out of 66 education systems.² The most worrying feature is the distance with respect to countries such as Korea or Taiwan, which only 30 years ago were behind LAC in terms of education levels, and now show significantly better results. If the average LAC country participating in PISA were to improve by 34 points in mathematics every 6 years –which is the rate observed for Mexico, the country registering the largest improvement among all participants between 2003 and 2009- it would take 24 years to reach Korea's 2009 level. Evidently, the status quo does not allow for an optimistic view.
- 3.4 One difficulty, however, is that when discussing education quality, there is still no recipe or toolkit available to guarantee success. Contrary to the discussions on macroeconomic issues in the 1990s, where clear guidelines were identified for improving the management of the economy, how to improve the performance of education systems is still an open question. Most policy makers are faced with a set of alternatives but with little guidance on what works and what doesn't.
- 3.5 Research evidence suggests that to improve education quality and student learning outcomes, it is important to have systems in place to ensure that children come well-nourished and ready to learn, that teachers have the skills and knowledge to lead student learning, and that students spend adequate time engaged in learning the skills that are needed to succeed in today's world.

¹ The simulation is performed by using the test results of the Program for International Student Assessment (PISA) for 2000-2006. A 5% improvement in PISA is equivalent to increasing mathematics, language, and science skills scores from 496, 498 and 500 average points, respectively, by 25 units.

² The bottom LAC performers are Peru and Panamá (numbers 64 and 63), followed by Argentina (59), Brazil (54), Colombia (53), Trinidad and Tobago (52), Uruguay (49), Mexico (48) and Chile (45).

- 3.6 However, how to implement these changes is not obvious. On the one hand, there are the technical aspects of improvement in each area, where again, there is some progress in identifying best practices. But on the other hand, the question of “how” to make these changes and improvements possible seems to still be the open challenging question. Some of the barriers are obviously financial, but many of them are political or managerial. For instance, the role of large teachers unions has been perceived in many cases as an obstacle to reform and modernization of the teaching profession. In education policy reform, a key issue is how to overcome barriers to change resulting from local political economy.
- 3.7 **General objective.** As a key to achieving sustainable economic and social development, the TC will finance the development of an integrated conceptual and analytical framework for considering education reform in Central America and the Dominican Republic. This objective is aligned with the Bank’s GCI-9 sector priority to raise the quality and equity of education.
- 3.8 **Specific objectives.** The specific objectives are to develop: (i) an analytical framework to systematically understand the barriers to education reform in Central America and the Dominican Republic; (ii) apply this framework to the specific contexts of Central America and the Dominican Republic; and (iii) draw lessons and propose options for to address barriers to education reform in Central America and the Dominican Republic.

IV. DESCRIPTION OF ACTIVITIES/COMPONENTS AND BUDGET

- 4.1 To achieve the above objectives, the TC will be structured around three components:
- 4.2 **Component 1. Barriers to education reform in Central America and the Dominican Republic.** The study on Barriers to Education Reform in Latin America will (i) present a conceptual framework to identify and analyze the non-financial and non-technical barriers to education reform; (ii) apply this framework to the current contexts of Central America and the Dominican Republic; and (iii) draw lessons to address barriers to education reform in the region. The focus will be on the political and managerial processes that affect improvement and that, from the perspectives of current decision makers are the main obstacles for raising student learning outcomes in the region. The focus will be on education reform at the pre-primary, primary, and secondary education levels (including, to the extent possible, upper secondary education).
- 4.3 **Component 2. Consultations with key stakeholders.** Based on the lessons identified under Component 1, this component will focus on carrying out consultations with key stakeholders in Central America and the Dominican Republic to identify policy options that aim to: (i) strengthen the institutional and governance arrangements of the education systems; (ii) improve education quality and equity; (iii) enhance the strategic planning and regulatory functions of the education systems; and (iv) increase efficiencies in education financing. A special focus of these consultations will be on the role of international financing institutions in supporting education policy reforms in Central America and the Dominican Republic.

- 4.4 **Component 3. Policy options for addressing non-technical barriers to change.** The TC will finance events in each of the five beneficiary countries, including representatives from unions, ministries of education, the private sector and other actors from the education community. The meetings will take place in parallel to the activities outlined in Component 2. The meetings will assist in bringing together the findings from Components 1 and 2 in a synthesis report, which will discuss the policy options to raise education quality in Central America and the Dominican Republic by addressing the barriers to reform that result from political economy factors. The component will also finance one publication to disseminate the results.
- 4.5 **Methodology.** The methodological approach will consist of qualitative research methods, including a review of existing literature on the politics of education reform to inform the development of the analytical framework and structured interviews with key informants, including Heads of State, national Ministers of Education, state and local education policy makers, opinion makers, and academic experts.

Table IV-1: Results Matrix

Table IV-1. Results Matrix							
		Baseline		Year 1		Expected Completion Date	Data Sources
	Unit	Value	Year	Planned	Actual		
Products							
Assessment of Barriers to Education Reform	Number	0	2012	1		3/31/2013	Literature review, analysis of secondary data on education systems in Latin America.
Consultations with Key Stakeholders	Number	0	2012	5		5/30/2013	Structured interviews with Key Informants
Dissemination events	Number	0	2012	5		3/31/2013	Conference reports

- 4.6 The amount of funding needed to achieve the expected outputs by component is indicated below. US\$180,000 will be financed through the Social Fund. Line item 3 (b) includes the funding of the five stakeholder consultations.

Table IV-2: Indicative Budget US\$

Activity/Component	Description	IDB/Fund	Total
Component 1. Barriers to reform	Individual consultant	55,000	55,000
Component 2. Consultations with stakeholders	Individual consultant	25,000	25,000
Component 3 (a). Policy options	Individual consultant	50,000	50,000
Component 3 (b). Meetings, publication and dissemination	Firm	40,000	40,000
Miscellaneous		10,000	10,000
Total		180,000	180,000

V. EXECUTING AGENCY AND EXECUTION STRUCTURE

- 5.1 **Executing agency.** Due to the regional character of the TC, SCL/EDU will have the technical responsibility for administering the TC and supervising the quality of the products. All disbursements will be executed through the LMS and will require approval from SCL/EDU.
- 5.2 **Execution and disbursement period.** The TC will be implemented during an 8-month period. The disbursement period will be 12 months.

VI. MAJOR ISSUES

- 6.1 Addressing barriers to education reform presents complex challenges in any country. These range from skepticism at the higher government levels that the new policies might push aside and smother reform efforts already underway; to concerns at the school authority levels that national education reform initiatives to improve fundamentally local education systems would never work.
- 6.2 To mitigate these challenges, the assessment and development of the second component consists of a series of stakeholder meeting and consultations with both national and local education authorities. It is central that these meetings be led by a reputable non-partisan firm with a trajectory of bringing key actors together to help set the agenda, to generate new policy ideas, and to suggest practical reform proposals. The Inter-American Dialogue is the premier center for policy analysis, exchange and communication on issues in the region. In the area of education, its highly regarded Partnership for Education Revitalization in the Americas (PREAL) seeks to improve the quality and equity of education by helping public and private sector organizations throughout the hemisphere to promote informed debate in education policy, identify and disseminate best practices, and monitor progress toward improvement. PREAL has created and maintains networks of teachers, education policy makers, churches and private education providers, as well as a network of business education partnerships in Central America and the Dominican Republic. PREAL's reputation as an unbiased entity that brings education actors together, places it in a unique position to attain unfettered views from a wide spectrum of actors in the education communities in Central America and the Dominican Republic. **Given PREAL's already established networks of stakeholders and excellent stakeholder consultation track record in Central America and the Dominican Republic, the project team recommends that the Inter-American Dialogue be sole-sourced for the implementation of the three components of the TC in accordance with the provisions in Policy GN-2350-9 (Cl. 3.10 (d)).**

VII. EXCEPTIONS TO BANK POLICY

- 7.1 None.

VIII. ENVIRONMENTAL AND SOCIAL STRATEGY

- 8.1 The project is not anticipated to have direct environmental or social impacts. No Bank resources will be used to finance investments in infrastructure of equipment. The TC has been classified as a "C" according to the [Safeguard Classification Tool](#).

Required Annexes:

Annex I: [Letter of Request](#)

Annex II: [Terms of Reference](#)

Annex III: [Procurement Plan](#)

From: Montiel, Gina
Sent: Wednesday, October 10, 2012 12:17 PM
To: Vegas Vicentini, Emiliana
Cc: Naslund-Hadley, Emma Ingrid; Cox, Claudia Y.; Rodriguez-Balza, Rafael A.
Subject: TC Regional para estudiar las barreras a las reformas educativas en CA

Estimada Emiliana:

Como parte de los esfuerzos que CID lleva adelante para mejorar el diseño y la ejecución de proyectos de educación en los países de Centro América, te solicito que nos apoyes en el preparación de una TC Regional para apoyar a los Ministerios de Educación a estudiar las barreras que existen en el avance de las reformas de sus sistemas educativos.

Un estudio regional de este tipo nos permitiría direccionar nuestras operaciones de préstamo existentes o por diseñarse para que tengan mayor impacto y puedan avanzar a la velocidad que los Ministerios de Educación -nuestros clientes- requieren con urgencia.

Por favor, déjame saber a la brevedad los avances en este sentido y el apoyo que necesites de CID para conseguir los recursos y avanzar con el diseño de una operación de este tipo.

Saludos,

Gina Montiel

TERMS OF REFERENCE
BARRIERS TO EDUCATION REFORM IN CENTRAL AMERICA AND THE DOMINICAN
REPUBLIC

(RG-T2234)

CONSULTANCY: STAKEHOLDER CONSULTATIONS AND DISSEMINATION

I. BACKGROUND

- 1.1 During the first decade of the XXIst Century, education quality has been placed at the heart of the discussion on how to improve development prospects for the Latin American and the Caribbean (LAC) region. While during the “lost decade” of the 1990s economic stability and the recovery of positive growth rates were clearly the priority, the more stable and prosperous environment of the 2000s has allowed refocusing on more structural, long-run factors, such as education, and particularly, the quality of the sector's human resources.
- 1.2 Recent evidence disseminated by the Organization for Economic Co-operation and Development (OECD 2010), based on the work by Hanushek (2007), shows that improving the quality of education in the average OECD country even modestly, by 5% in 20 years, has the potential of increasing the income of the present generation by around 25% during its life time.¹ It is also estimated that improving the quality of human resources by 10% in a given country has the potential for increasing economic growth rates by 0.87%.
- 1.3 At the start of the second decade of this century is that the available data shows that Latin America has lagged considerably in this dimension. The 2007 Trends in International Mathematics and Science Study (TIMSS) shows that the two participating LAC countries, Colombia and El Salvador, trail most of the other 48 nations in Mathematics, ranking as number 40 and 45, respectively. The 2009 results from the Program for International Student Assessment (PISA) reveal an even more worrying scenario. The 9 participating LAC countries have average mathematics scores more than 20% below the overall average and rank between number 47 –in the case of Chile- and 64 –for Peru- out of 66 education systems.² The most worrying feature is the distance with respect to countries such as Korea or Taiwan, which only 30 years ago were behind LAC in terms of education levels, and now show significantly better results. If the average LAC country participating in PISA were to improve by 34 points in mathematics every

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- 6 years –which is the rate observed for Mexico, the country registering the largest improvement among all participants between 2003 and 2009- it would take 24 years to reach Korea’s 2009 level. Evidently, the status quo does not allow for an optimistic view.
- 1.4 One difficulty, however, is that when discussing education quality, there is still no recipe or toolkit available to guarantee success. Contrary to the discussions on macroeconomic issues in the 1990s, where clear guidelines were identified for improving the management of the economy, how to improve the performance of education systems is still an open question. Most policy makers are faced with a set of alternatives but with little guidance on what works and what doesn’t.
 - 1.5 Research evidence suggests that to improve education quality and student learning outcomes, it is important to have systems in place to ensure that children come well-nourished and ready to learn, that teachers have the skills and knowledge to lead student learning, and that students spend adequate time engaged in learning the skills that are needed to succeed in today’s world.
 - 1.6 However, how to implement these changes is not obvious. On the one hand, there are the technical aspects of improvement in each area, where again, there is some progress in identifying best practices. But on the other hand, the question of “how” to make these changes and improvements possible seems to still be the open challenging question. Some of the barriers are obviously financial, but many of them are political or managerial. For instance, the role of large teachers unions has been perceived in many cases as an obstacle to reform and modernization of the teaching profession. In education policy reform, a key issue is how to overcome barriers to change resulting from local political economy.

II. OBJECTIVES

- 2.1 The objective of the consultancy is to carry out consultations with key stakeholders in Central America and the Dominican Republic to identify policy options that help develop an integrated conceptual and analytical framework for considering education reform in Central America and the Dominican Republic.

III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1 **Type of Consultancy:** Firm.
- 3.2 **Duration:** Six months.
- 3.3 **Place of work:** Washington DC and visits to Guatemala, Honduras, Costa Rica, Panama and the Dominican Republic.

- 3.4 **Qualifications:** A reputable non-partisan firm with a trajectory of bringing key actors together to help set the education agenda in Central America, to generate new policy ideas, and to suggest practical reform proposals.

IV. ACTIVITIES

- 4.1 The firm will undertake the following activities:
- a. Carry out consultations with key stakeholders in five countries to identify policy options that aim to: (i) strengthen the institutional and governance arrangements of the education systems; (ii) improve education quality and equity; (iii) enhance the strategic planning and regulatory functions of the education systems; and (iv) increase efficiencies in education financing. A special focus of these consultations will be on the role of international financing institutions in supporting education policy reforms in Central America and the Dominican Republic.
 - b. Disseminate the results from the consultations and the identified policy options through the organization of five events and the drafting of one publication.

V. REPORTS

- 5.1 The firm will submit the following deliverables:
- a. Fifteen days after beginning work, the firm will submit to the Bank for its review and no objection an annotated work-plan with dates for delivery of products.
 - b. Report summarizing the findings from the stakeholder consultation process.
 - c. Publication on the Policy Options in co-authorship with the IDB.
 - d. Report on dissemination events.

VI. PAYMENT

- 6.1 Payments will be made according to the following schedule:
- | | |
|-----|--|
| 20% | Upon delivery of first partial product. |
| 20% | Upon delivery and acceptance of final stakeholder consultation report. |
| 40% | Against the publication of the policy option report. |

- 20% Reports on the dissemination events.
- 6.2 Any required changes during the following six months after product delivery, will be performed by the firm at no additional cost to the Bank.

VII. COORDINATION

- 7.1 The Consultant will report directly to Emiliana Vegas (SCL/EDU) and Emma Näslund-Hadley (SCL/EDU) who are responsible for the supervision of the project.

TERMS OF REFERENCE

BARRIERS TO EDUCATION REFORM IN CENTRAL AMERICA AND THE DOMINICAN REPUBLIC

(RG-T2234)

CONSULTANCY: ANALYSIS OF BARRIERS TO EDUCATION REFORM

I. BACKGROUND

- 1.1 During the first decade of the XXIst Century, education quality has been placed at the heart of the discussion on how to improve development prospects for the Latin American and the Caribbean (LAC) region. While during the “lost decade” of the 1990s economic stability and the recovery of positive growth rates were clearly the priority, the more stable and prosperous environment of the 2000s has allowed refocusing on more structural, long-run factors, such as education, and particularly, the quality of the sector's human resources.
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6 years –which is the rate observed for Mexico, the country registering the largest improvement among all participants between 2003 and 2009- it would take 24 years to reach Korea’s 2009 level. Evidently, the status quo does not allow for an optimistic view.

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- 1.6 However, how to implement these changes is not obvious. On the one hand, there are the technical aspects of improvement in each area, where again, there is some progress in identifying best practices. But on the other hand, the question of “how” to make these changes and improvements possible seems to still be the open challenging question. Some of the barriers are obviously financial, but many of them are political or managerial. For instance, the role of large teachers unions has been perceived in many cases as an obstacle to reform and modernization of the teaching profession. In education policy reform, a key issue is how to overcome barriers to change resulting from local political economy.

II. OBJECTIVES

- 2.1 The objective of the consultancy is to analyze barriers to effective education reform in Latin America and apply the framework to Central America and the Dominican Republic.

III. CHARACTERISTICS OF THE CONSULTANCY

- 3.1 **Type of Consultancy:** Individual.
- 3.2 **Duration:** 6 months.
- 3.3 **Place of work:** Place of residence of the consultant, as well as fact finding missions in the region.
- 3.4 **Qualifications:** Masters of PhD in education or related discipline and extensive experience in the area of education reform in Latin America. Experience from the CID region is a plus.

IV. ACTIVITIES

- 4.1 The consultant will undertake the following activities:
- a. Undertake a study on Barriers to Education Reform in Latin America that present a conceptual framework to identify and analyze the non-financial and non-technical barriers to education reform;
 - b. Apply this framework to the current contexts of Central America and the Dominican Republic; and
 - c. Draw lessons to address barriers to education reform in the region. The focus will be on the political and managerial processes that affect improvement and that, from the perspectives of current decision makers are the main obstacles for raising student learning outcomes in the region. The focus will be on education reform at the pre-primary, primary, and secondary education levels (including, to the extent possible, upper secondary education).
 - d. Draft a synthesis report, which will discuss the policy options to raise education quality in Central America and the Dominican Republic by addressing the barriers to reform that result from political economy factors.

V. REPORTS

- 5.1 The consultant will submit the following deliverables:
- a. Fifteen days after beginning work, the firm will submit to the Bank for its review and no objection an annotated work-plan with dates for delivery of products.
 - b. Synthesis report on the Barriers and Policy Options for Education Reform.

VI. PAYMENT

- 6.1 Payments will be made monthly.
- 6.2 Any required changes during the following six months after product delivery, will be performed by the firm at no additional cost to the Bank.

VII. COORDINATION

- 7.1 The Consultant will report directly to Emiliana Vegas (SCL/EDU) and Emma Näslund-Hadley (SCL/EDU) who are responsible for the supervision of the project.

INFORMATION FOR PROCUREMENT PLAN INITIAL UPLOAD		
1. Procurement Plan Coverage		
Data	From	Until
Procurement Plan Coverage:	10/15/2012	10/15/2013
2. Procurement Plan Details		
Version (1-2012) :		

3. Amounts by Investment Category		
Investment Category	Amount Financed by the Bank	Total Amount (Including counterpart)
Works	USD 0.00	USD 0.00
Goods	USD 0.00	USD 0.00
Non Consulting Services	USD 0.00	USD 0.00
Training	USD 0.00	USD 0.00
Operative Costs	USD 0.00	USD 0.00
Consulting Services (Firms + Individuals)	USD 170,000.00	USD 170,000.00
Transfers	USD 0.00	USD 0.00
Community Participation	USD 0.00	USD 0.00
Unassigned	USD 0.00	USD 0.00
Total	USD 170,000.00	USD 170,000.00

4. Components		
Project Components	Amount Financed by the Bank	Total Amount (Including counterpart)
Component 1 - <i>Barriers to Education Reform</i>	USD 55,000.00	USD 55,000.00
Component 2 - <i>Consultations with Key Stakeholders</i>	USD 25,000.00	USD 25,000.00
Component 3 - <i>Policy Options</i>	USD 90,000.00	USD 90,000.00
Total	USD 170,000.00	USD 170,000.00