

## TC Document

### I. Basic Information for TC

▪ Country/Region:	REGIONAL
▪ TC Name:	Skill Development of Indigenous Girls
▪ TC Number:	RG-T3886
▪ Team Leader/Members:	Naslund-Hadley, Emma Ingrid (SCL/EDU) Team Leader; Us Alvarez, Hugo Amador (SCL/GDI) Alternate Team Leader; Alvarez Marinelli, Horacio (SCL/EDU); Blasco, Ivana (SCL/EDU); Casco, Mario A. (ITE/IPS); Emilio Laguillo (SCL/EDU); Grigera, Ana Ines (SCL/GDI); Mendez Vargas, Carolina Patricia (SCL/EDU); Vila Saint-Etienne, Sara (LEG/SGO); Zanon Lopez, Wladimir (CAN/CEC).
▪ Taxonomy:	Research and Dissemination
▪ Operation Supported by the TC:	n/a
▪ Date of TC Abstract authorization:	01 Jun 2021
▪ Beneficiary:	Ministries of Education in Peru, Ecuador, Colombia, and Panama
▪ Executing Agency and contact name:	Inter-American Development Bank
▪ Donors providing funding:	OC Strategic Development Program for Social Development(SOC)
▪ IDB Funding Requested:	US\$150,000.00
▪ Local counterpart funding, if any:	US\$0
▪ Disbursement period (which includes Execution period):	24 months (Execution period 24 months)
▪ Required start date:	15 January 2022
▪ Types of consultants:	Firms and individual Consultants
▪ Prepared by Unit:	SCL/EDU-Education
▪ Unit of Disbursement Responsibility:	SCL/EDU-Education
▪ TC included in Country Strategy (y/n):	Colombia (yes), Ecuador (yes), Panama (yes) and Peru (yes).
▪ TC included in CPD (y/n):	n/a
▪ Alignment to the Update to the Institutional Strategy 2010-2020:	Social inclusion and equality; Gender equality; Diversity

### II. Objectives and Justification of the TC

- 2.1 The objective of the TC is to promote the return to school and schooling of indigenous girls and adolescents. The specific objectives are to: (i) conduct a study of the schooling of indigenous girls in the era of the COVID-19 pandemic; (ii) develop a behavioral change toolkit to promote schooling and skill development of indigenous girls; (iii) conduct an impact evaluation of the effectiveness of the toolkit on attitudes and behaviors related to the schooling, early pregnancies, marriage or union of indigenous girls; and (iv) disseminate the findings.
- 2.2 Among all student groups, rural indigenous girls have Latin America's lowest enrollment and attendance rates at both the primary and secondary levels of education. Indigenous girls are at a higher risk of dropout of primary education compared with boys, as they need to care for siblings, or assist with household chores (World Bank, 2015; López, 2018). Indigenous girls are also less likely to speak Spanish, compared with indigenous boys and non-indigenous peers.
- 2.3 Teen pregnancies and child unions/marriages are two of the primary factors that limit skill development of indigenous girls. The United Nations warns that COVID-19 related

school closures and economic distress will produce a surge in teen pregnancies and child unions in Latin America and the Caribbean (LAC). The pandemic-related crisis is expected to raise the risk of child marriage for at least a decade, threatening also girls who are still very young ([UNICEF, 2021](#)). In LAC, pre-pandemic on average 25% of the region's girls, many of whom are indigenous, entered informal unions before 18 years of age. LAC is the only region in the world where child unions/marriages have not decreased in the past quarter of a century ([UNICEF, 2019](#)). Although exact numbers of pandemic-related child unions/marriages are not yet known, the COVID-19 crisis likely places LAC's achievement of the Sustainable Development Goal of ending child union/marriage by 2030 further out of reach. In the case of teen pregnancies, experts warn that the unmet demand for reproductive health services for teens, which was already high pre-pandemic, will deteriorate. When scarce healthcare resources are diverted to respond to the COVID-19 pandemic, adolescent pregnancies will likely increase in Latin America, particularly among indigenous girls ([ECLAC/UNFPA 2020](#)).

- 2.4 Child union/marriage and teen pregnancies fundamentally change the course of a girl's life, impacting her level of education, health and mental wellbeing, as well as the health of her children ([Nour, 2009](#)), suggesting that the full impact of a COVID-19 related increase in the numbers of LAC child unions/marriages will play out over generations. Yet, the expected increase of LAC child unions/marriages and teen pregnancies is not a foregone conclusion. If forceful action is taken through legal protections, policy frameworks, reopening of schools, and at scale social programs, the projected increases in child unions/marriages could potentially be cut in half ([UNICEF, 2021](#)). Indigenous girls who do not return to school will be at a particular risk of pregnancies and entering unions/marriages ([UNICEF, 2021](#)), making it fundamentally important to promote their re-entry into school. This social and cultural complexity of the problem suggests that measures are needed to foster social and behavioral change.

## 2.5 Strategic Alignment.

- 2.6 The TC is consistent with the Second Update to the Institutional Strategy (UIS) 2020-2023 (AB-3190-2) and is strategically aligned with the development challenge of productivity and innovation by supporting the measurement analysis of education inclusion and equality by financing activities that aimed to improve education attendance and completion among indigenous girls. In that sense, it is expected that this TC will contribute to improved education outcomes of the group with the lowest education achievement in the region. The TC is also consistent with the emphasis of the UIS on the adoption of technology and innovation as a key input to advance development in education. The TC is also consistent with: (i) the Strategy on Social Policy for Equity and Productivity (GN-2588-4) as it is expected that the results will allow to support the improvement of school quality in vulnerable, underserved communities; and (ii) the objectives of the Ordinary Capital Strategic Development Program for Social Development (GN-2819-1), particularly the second objective that is to strengthen public institutions' effort to become more effective and efficient in social programming. The TC is also aligned with the Skills Development Sector Framework Document (GN-3012-3), which promotes quality education, including a focus on the COVID-19 related impact on school systems, attendance and learning. The proposed TC contributes to the Corporate Results Framework (CRF) 2020-2023

(GN-2727-12) indicator number 2.1 “students benefitted by education projects (#), and number 2.16 “Women beneficiaries of economic empowerment initiatives (#).” Furthermore, the proposed TC is aligned with the country strategies of the respective countries. The IDB Country Strategy with Colombia 2018-2022 (GN-2972) aims to achieve “quality education and giving priority to the most vulnerable population.” The IDB Country Strategy with Ecuador 2017-2021 (GN-2996) aims to “improve the management of quality social services.” The IDB Country Strategy with Panama 2021-2024 (GN-3055) aims to expand access to and quality of services for vulnerable populations, including indigenous girls. The IDB Country Strategy with Peru 2017-2021 (GN-2889) fosters formalization of the economy and improved public management as it will help reduce the skills gap. The operation builds on analytical work conducted by the Bank about the relationship between Education policies and teen pregnancy (Alvarez, 2021). The project also builds on important lessons learned from the Bank’s support for indigenous girls. In particular, a regional project called “Building Capacity of State and Local Actors to Respond to Violence Against Women” (RG-T1908) sought to empower indigenous girls and promote their enrollment in school. The project also builds on analyses of the situation of indigenous women and girls conducted during the design of the “Program to Support Gender Equality Policies II” (PN-L1162) in Panama.

### III. Description of activities and budget

- 3.1 To achieve its objectives, the TC is structured around four components: (i) Analysis of Schooling of Indigenous girls in the Era of the COVID-19 Pandemic; (ii) Promotion of Skills Development of Indigenous Girls; (iii) Evaluation of a Behavioral Change Pilot; and (iv) Dissemination.
- 3.2 **Component I: Analysis of Schooling of Indigenous Girls in the Era of the COVID-19 Pandemic (US\$35,000).** The TC will finance the contracting of a PEC consultant to work with the project team in the analysis of publicly available data on births, unions, and school attendance to understand the impact of the pandemic on schooling outcomes of indigenous girls. No new data will be collected for the analysis. The study will particularly seek to answer how the pandemic has impacted academic performance, absenteeism, and dropout among indigenous girls. One key emphasis of the study will be to test the hypothesis that teen pregnancy and unions is a mechanism mediating the effects of the pandemic on school outcomes of indigenous girls. In order to answer our research questions, we will first make an inventory of all data sources (administrative and survey) available in each country where births, unions, and/or school outcomes exist. We will give priority to collecting data at the person level, but will also join data sources at other units of analysis, such as schools, hospitals, counties, etc. We will then form analytical databases for each country. Using those databases, we will study patterns of associations between pregnancy, unions and school performance of indigenous girls. To the extent possible, such descriptions will compare the pre- and post-pandemic periods and/or will employ quasi-experimental methods towards improving causal attribution in the referenced associations. The result of the analysis will be a study of schooling of indigenous girls in four countries in the era of the COVID-19 pandemic.
- 3.3 **Component II: Promotion of Skill Development of Indigenous Girls (US\$60,000).** The aim of the component is to develop a behavioral change toolkit targeted at youth to combat early childbearing and unions and promote schooling of the indigenous girl. The toolkit will be produced in one widely spoken indigenous languages such as

Aymara or a Quechua dialect, and be developed and validated to ensure that it is culturally appropriate. The toolkit will combine story-telling techniques and technology to educate school communities, journalists and broadcasters about child marriage and the importance of girls' schooling; create an understanding about factors that contribute to child marriage; and trigger change. The TC will finance the following: (i) development of a sensitization behavioral change content for school communities (i.e. parents, students, directors and teachers), journalists, and broadcasters to sensitize them to the importance of education of indigenous girls; (ii) the production of a technology-based toolkit,<sup>1</sup> that uses chatbots, storytelling and positive psychology frameworks to guide the behavioral change of young indigenous girls on the pressing issues of skill development and education. Specifically, chat stories with one-on-one conversations between bots and adolescents will be used to sensitize girls on the importance of continuing their schooling; and (iii) piloting of the behavioral change toolkit among 16- to 24-year-old adolescents in Peru (The beneficiary population for the pilot will be identified through Component II). The pilot will benefit an estimated 1,000 beneficiaries and be implemented over a 6-month period, including 6 45-minute chat-bot conversations per beneficiary.

- 3.4 **Component III: Evaluation of a Behavioral Change Pilot (US\$45,000).** The aim of the Component is to implement a pilot to test the behavioral change toolkit developed under Component II in Peru. The TC will finance the development of an evaluation design, randomizing geographic communities where the technology-based toolkit is disseminated. The TC will also finance data collection through online questionnaires, including data on attitudes; and perceptions about girls' schooling, early marriage, as well as rich data on families and schools to allow for a heterogeneity analysis. The data collection and management will be conducted following the [IDB Data Privacy Policy](#). The survey will include a battery of instruments to be applied among indigenous youth. Due to the context of COVID-19 all Instruments will be applied remotely: online surveys, telephone surveys and / or surveys by WhatsApp (or similar software).<sup>2</sup> The instruments will include measurements of perceptions towards education, remote schooling, gender stereotypes, self-esteem, personality, parental support, early unions, life plans, information on aspects that may be worsening due to the pandemic such as "cyberbullying" or teenage pregnancy (this is also collected in the instruments of the teacher and parents). Finally, the instruments will collect information on the characteristics of the participants (age, ethnicity).
- 3.5 **Component IV: Dissemination (US\$10,000).** Funds from the TC will finance the dissemination of the findings. Specifically, resources will be used to finance editing, translation, and graphic design of a publication. Findings will also be disseminated through an online webinar for education policy makers in LAC.

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<sup>1</sup> The toolkit will comply with the digital solutions specified in OP-619.

<sup>2</sup> During the COVID-19 pandemic, the IDB together with Innovations for Poverty Action (IPA) and ministries of education across five countries, have gained considerable experience in the application of similar education surveys, surveying tens of thousands of households and students. Households that cannot be reached through WhatsApp or SMS, are reached by phone, or through direct outreach by the ministries to help them access internet.

- 3.6 **Budget.** The total cost of the TC is US\$150,000 and will be financed through a contribution from resources of the OC Strategic Development Program for Social Development (SOC).

**Indicative Budget (US\$)**

Activity/Component	Description	IDB/Fund Funding	Total Funding
<b>Component 1. Analysis of Schooling of Indigenous Girls in the Era of the COVID-19 Pandemic</b>		<b>35,000</b>	<b>35,000</b>
Analysis	Individual	35,000	35,000
<b>Component 2. Promotion of Skill Development of Indigenous Girls</b>		<b>60,000</b>	<b>60,000</b>
Development and implementation of Behavioral change toolkit	Firm	60,000	60,000
<b>Component 3. Evaluation</b>		<b>45,000</b>	<b>45,000</b>
Design of measurement instrument, and baseline and endline data collection	Firm	45,000	45,000
<b>Component 4. Dissemination</b>		<b>10,000</b>	<b>10,000</b>
Editing	Firm, task-order	1,500	1,500
Graphic design	Individual	7,000	7,000
Translation	Firm, task-order	1,500	1,500
<b>Total</b>		<b>150,000</b>	<b>150,000</b>

#### IV. Executing agency and execution structure

- 4.1 The TC will be executed by the Inter-American Development Bank (IDB) through the Education Division (SCL / EDU). The execution of the TC by the Bank is justified since the TC is regional in scope, involving mainly desk studies. The justification is consistent with Appendix 10 of the Operational Guidelines for Technical Cooperation Products (as modified Annex 2 of GN-619-4) criteria Applied to contracting by the Bank. In addition, taking into account the different entities and key actors with whom it will be necessary to coordinate, the sustainability of the Project execution is strengthened with the Bank as executor and responsible for the hiring consultants.
- 4.2 As the executing agency of the TC, the Bank will be responsible for: (i) identifying the studies and technical work required for the execution of the TC; (ii) selecting and hiring consultants to provide the necessary services; (iii) supervise the consulting services that the beneficiary provides technical inputs to; and (iv) manage the execution and delivery of consulting services. Being a R&D TC for a Bank initiative, request letters are not required (OP-619-4). Nevertheless, the Ministry of Education of Peru (the pilot country for the behavioral change toolkit) has submitted a letter of non-objection, requesting that the Bank will be responsible for project execution. Prior to the commencement of pilot activities in Peru, a letter of non-objection will also be obtained from the official Bank country liaison. The dissemination component will include collaboration with the ministries of education in Colombia, Ecuador, and Panama.
- 4.3 **Procurement.** All activities to be executed under this TC have been included in the Procurement Plan (see Annex IV) and will be contracted in accordance with Bank policies as follows: (a) AM-650 of the Administrative Manual "Complementary

Workforce”; (b) consulting firms for services of intellectual nature in accordance with the Policy for the Selection and Contracting of Consulting Firms for Bank-Executed Operational Work (GN-2765-4) and its Operational Guidelines (OP-1155-4); and (iii) for logistic services and other related services, the Corporate Procurement Policy (GN-2303-28) will apply.

- 4.4 **Single-source selection.** Direct contracting is foreseen of [Talk2U](#) in the amount of approximately US\$60,000 to undertake the development and piloting of the behavioral change content and toolkit (Component II). Talk2U is qualified and considered an agency with exceptional worth for the assignment in accordance with 4.1.3(d) of the Policy for the Selection and Contracting of Consulting Firms for Bank-executed Operational Work (GN-2765-4). Talk2U has developed its own behavior change framework for its chat stories working on messaging apps, which will be used in the proposed pilot. The Talk2U chat stories combine storytelling with psychology evidence-based strategies developed by behavioral change experts, designed to improve state measures, overcome biased belief systems and reduce harmful behaviors online targeted for youth between 16-24 years old. The company has implemented projects, particularly around sexual and reproductive health, in multiple cultures and languages across the world, including Argentina, Brazil, China, South Africa, Ukraine, and the United Kingdom. Although the Talk2U application has been used successfully across cultures and languages, the proposed project is innovative in that will be the first time that the application is used specifically to benefit indigenous youth. Given that Talk2U’s experience with this application that will be piloted, the firm has a unique experience for the consultancy.
- 4.5 **Monitoring.** The Project Team will be responsible for the review of all technical and financial reporting. The Team Leader will be responsible for annual monitoring of activities in the field, and continuous progress meetings with the counterparts and consultants.

## V. Major issues

- 5.1 The unpredictability of the COVID-19 pandemic constitutes a challenge. Although schools are opening in some education systems, it is uncertain if they will remain open. Nevertheless, the COVID-19 pandemic poses minor risks in the timely development of TC products. For Component I, secondary and virtual data collection sources will be used. In response to the risk of continued school closures, the toolkit developed under Component II to promote the schooling of indigenous girls will include both messages about distance/hybrid education and re-entry into school. With respect to the piloting of the toolkit in Component III both the treatment and the data collection will be virtual.
- 5.2 The Ministry of Education in Peru (MINEDU) has submitted a letter to the IDB documenting its interest in collaborating in the development and piloting of the application. Nevertheless, the interest in scaling the application will ultimately depend on its effectiveness in impacting the schooling of indigenous girls. Since the existence of an evidence-based tool does not guarantee its use, the TC also finances the analysis and dissemination of data on schooling, early pregnancies, marriage or union of indigenous girls, as well as the dissemination of the digital application. The hope is

that these dissemination activities will help convince counterpart organizations to use the application.

- 5.3 Another issue relates to the willingness of counterpart governments to implement policies targeted at indigenous girls. Historically, this group has often not been a major target for education investments in the region. The proposed TC is designed precisely to provide the data and policy evidence needed to advocate for targeted investments in this vulnerable group.
- 5.4 **Intellectual Property.** All knowledge products derived from this Technical Cooperation will be the Bank's intellectual property.

## **VI. Exceptions to Bank policy**

- 6.1 None. Standard Bank procurement procedures will be followed.

## **VII. Environmental and Social Strategy**

- 7.1 The TC is not anticipated to have direct environmental or social impacts and has been classified as "C" according to the Safeguard Classification tool (see [Safeguard Policy Filter Report](#) and [Safeguard Screening Form](#)).

### **Required Annexes:**

[Request from the Client - RG-T3886](#)

[Results Matrix - RG-T3886](#)

[Terms of Reference - RG-T3886](#)

[Procurement Plan - RG-T3886](#)