

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

**REGIONAL**

**FLEXIBLE MODALITIES FOR SECONDARY EDUCATION IN  
CENTRAL AMERICA**

**(RG-T1373)**

**PLAN OF OPERATIONS**

This document was prepared by the project team consisting of: Jaime Vargas (SCL/EDU), Project Team Leader; Iveta Ganev (SPH/CES); Felix Alderete (SPH/CPN); Sergio A. Rios (SPH/CHO); Nohora Alvarado (SPH/CGU); María Soledad Bos (SCL/EDU); Bethany McCurley (SCL/EDU); and Miguel Coronado (LEG/SGO).

## CONTENTS

### EXECUTIVE SUMMARY

I.	BACKGROUND AND RATIONALE .....	1
A.	Background.....	1
B.	The countries' initiative .....	2
C.	Connection with the Bank's strategy .....	3
D.	Coordination with international agencies .....	3
II.	PROGRAM DESCRIPTION.....	3
A.	Objectives .....	3
B.	Components and activities.....	3
1.	Component I: Design flexible secondary education models .....	3
2.	Component II: Implementation of the pilot stage.....	4
3.	Component III: Evaluation .....	5
4.	Component IV: Dissemination and scaling.....	5
C.	Expected outcomes .....	5
III.	COST AND FINANCING .....	6
A.	Financing.....	6
IV.	EXECUTION .....	7
A.	Executing agency .....	7
B.	Execution mechanism and administration.....	7
C.	Execution period and disbursements .....	8
D.	Procurement .....	8
V.	MONITORING AND EVALUATION.....	9
A.	Supervision and monitoring.....	9
VI.	BENEFITS AND RISKS.....	9
A.	Benefits and beneficiaries .....	9
B.	Risks.....	9
VII.	ENVIRONMENTAL AND SOCIAL REVIEW .....	10
VIII.	CERTIFICATION .....	10

## **ANNEXES**

Annex I	Logical framework
Annex II	Itemized budget
Annex III	Procurement plan

## **APPENDICES**

Proposed resolution

## **BASIC SOCIOECONOMIC DATA**

For basic socioeconomic data, including public debt information, please refer to the following address:

<http://www.iadb.org/RES/index.cfm?fuseaction=externallinks.countrydata>

### **TECHNICAL FILES AVAILABLE IN SCL/SCL**

Technical file I	Flexible Education in El Salvador
Technical file II	PREAL 2007 Mucho Por Hacer. Educational progress report for Central America and the Dominican Republic.
Technical file III	Flexible Education Department. Conceptual framework.
Technical file IV	EDUCAME program. Systematization of the experience. Phase I
Technical file V	Terms of reference. Methodological and institutional design of the model.
Technical file VI	Terms of reference. Drafting of the Operating Manuals.
Technical file VII	Terms of reference. Preparation of teachers guides, student material, and guides for the institutions.
Technical file VIII	Terms of reference. Evaluation of the pilots.
Technical file IX	Terms of reference. Pilot scaling study.
Technical file X	Terms of reference. Program General Coordinator.
Technical file XI	Terms of reference. Program Local Coordinators.

## **ABBREVIATIONS**

AWP	Annual work plan
CID/CES	Country Office in El Salvador
ESR	Environmental and Social Impact Review
FSO	Fund for Special Operations
OEI	The Organization of Ibero-American States for Education, Science, and Culture
PREAL	Programa de Promoción de la Reforma Educativa en América Latina y El Caribe [The Partnership for Educational Revitalization in the Americas]
REU	Regional Executing Unit
SCL/EDU	Social Sector/Education Division

## FLEXIBLE MODALITIES FOR SECONDARY EDUCATION IN CENTRAL AMERICA (RG-T1373)

### EXECUTIVE SUMMARY

<b>Beneficiaries:</b>	El Salvador, Guatemala, Honduras, and Panama.	
<b>Executing agency:</b>	The Organization of Ibero-American States for Education, Science, and Culture.	
<b>Beneficiary:</b>	The program targets young people who have not finished high school, in particular those who must work while at school, in El Salvador, Guatemala, Honduras and Panama.	
<b>Financing:</b>	IDB: Net income (FSO)	US\$1,000,000
	Local:	<u>US\$ 200,000</u>
	<b>Total:</b>	<b>US\$1,200,000</b>
<b>Objectives:</b>	<p>The aim of the project is to help increase the percentage of the population with a secondary education in El Salvador, Guatemala, Honduras, and Panama.</p> <p>The general objective is to design and help implement and/or enhance a model of flexible high school options to boost the secondary education completion rate among the most vulnerable youths who drop out of the school system.</p>	
<b>Terms:</b>	Execution period:	36 months
	Disbursement period	42 months
<b>Special contractual clauses:</b>	<p>Special conditions precedent to the first disbursement of Bank resources: (i) the project Board, Executive Secretariat, and Regional Executing Unit (REU) must have been established (paragraph 4.3); (ii) agreements must have been signed with the beneficiary Ministries of Education (paragraph 4.6); (iii) the Operating Regulations must have been approved (see paragraph 4.5); (iv) the annual work plan (AWP) for year one of the project must have been presented (see paragraph 4.3).</p>	
<b>Exceptions to Bank policy:</b>	None.	
<b>Environmental and social review:</b>	The Environmental and Social Impact Review Secretariat (ESR) group accorded the present operation a C classification on 15 October 2007 (see paragraph 7.1).	

**Coordination  
with other  
multilateral  
agencies:**

This initiative was proposed by the beneficiary countries, and the following institutions will be actively engaged in its execution: Ministries of Education of the countries in the region, the Subregional Technical Commission for Secondary Education.

## **I. BACKGROUND AND RATIONALE**

### **A. Background**

- 1.1 El Salvador, Guatemala, Honduras, and Panama face similar educational realities and challenges. They have made remarkable progress in such areas as primary education coverage, the expansion of school infrastructure, and curriculum design. A persistent problem in these countries, however, is the low proportion of young people who graduate from high school due to the high repeater and dropout rates.
- 1.2 Key challenges for these countries is to retain students or reincorporate youths who drop out of secondary school before graduating. The high school dropout rate for youths aged 15 to 19 is approximately 15% in Guatemala, Honduras, and Panama, and 20% in El Salvador. The situation is even more serious when these figures are broken down by income level. Whereas approximately 30% to 50% of young people in the highest income quintile finish high school in these countries, only about 2% of youths from the poorest quintile complete high school in Guatemala, Honduras, and Nicaragua, and 10% in El Salvador.<sup>1</sup>
- 1.3 The causes underlying secondary school dropout rates are linked to demand for education services and the supply. On the demand side, three of the four participating countries have conditional cash transfer programs to motivate families to keep their children in school<sup>2</sup> that partly address demand factors. On the supply side, educational options to accommodate young people's needs and available time is in short supply, a problem compounded by the low quality and lack of relevance of traditional secondary education. Hence, the challenge to create, adjust and/or reinforce flexible modalities to encourage young people to finish high school.
- 1.4 Early school dropout rates entail private costs for young people and social costs for the country as a whole. The private cost of not finishing high school translates essentially into lower work-related income over time, a greater probability of being unemployed, longer periods of unemployment, and less likelihood of securing a job in the formal market. The social costs to the country stem from the low accumulation of human capital, including: (i) low labor productivity; (ii) greater pressure on public spending to finance programs to alleviate poverty and vulnerability; (iii) the perpetuation of intergenerational poverty and inequality; and (iv) social disintegration. In addition, dropping out of school is a major factor in juvenile violence, massive migration to other countries, and the distancing of young people from institutions, political parties, and electoral democracy.

---

<sup>1</sup> Source: PREAL 2007. Educational progress report for Central America and the Dominican Republic.

<sup>2</sup> Honduras: Family Allowance Program (PRAF); El Salvador: Red Solidaria [Solidarity network], and Panama: Red de Oportunidades [Opportunities network].



- 1.5 EDUCAME, or in English: “Teach me”, is a flexible secondary school equalization program aiming to reintegrate young people who dropped out of academic education, so they can earn a high school diploma. The program offers flexible options to youths and young adults aged 15 to 35, who dropped out from school and wish to rejoin the education system. The program is based on three flexible modalities to help those who must work while at school, and those who need to finish secondary school in a short time. The three EDUCAME program modalities are: (i) accelerated education; (ii) blended learning (a combination of online and in-person learning activities); and (iii) distance education. The EDUCAME program was launched in 2005, and some 1,000 students were enrolled in the first year. That figure is now closer to 20,000 young people availing themselves of the accelerated and blended education options (distance education will be launched in 2008), with an extremely low dropout rate, currently close to 1.5%. The Guatemala Ministry of Education promoted flexible basic education models offering both unconventional and traditional approaches.<sup>3</sup> Honduras has also implemented some education leveling programs.<sup>4</sup> Panama, on the other hand, has not developed any flexible high school leveling programs.

**B. The countries’ initiative**

- 1.6 Regional meetings and initiatives have called attention to the need to deal with the low schooling rates of young people who drop out of high school. The meeting of Ministers of Education of Central America and Panama, held in the city of Tela, Honduras, on 27 April 2007 decided to seek the Bank’s support to address the problem of high school dropout rates through a regional technical cooperation program. At the meeting, the Ministers confirmed their commitment to keeping students in school and bringing back young people who have dropped out of the school system, offering them flexible, diversified, unconventional, and high quality options, and creating open, flexible curricular structures with a roadmap to move through the school system, incorporating acquired skills, among others. To this end, the Meeting agreed to give momentum to this commitment by implementing the Flexible Modalities to Develop High School Education project, learning from each country’s experience, and particularly from the EDUCAME program now functioning in El Salvador.

---

<sup>3</sup> The unconventional approaches include: Telesecundaria [Distance Secondary Education], Sistema de Aprendizaje Tutorial [Tutorial-based Learning System], Guatemalteco de Educación Radiofónica [Guatemalan Broadcast Learning Institute], and Núcleos Familiares Educativos para el Desarrollo [Family Learning Groups for Development]. The traditional approaches are: Instituto Nacional de Educación Básica [National Institute for Basic Education], and Institutos Experimentales de Educación Básica [Experimental Institutes for Basic Education].

<sup>4</sup> The programs are: Educatodos, which with the help of the Bank under program 1552/SF-HO, serves 15,000 students aged 12 to 18: SAT, Tutorial-based Learning System, SEMED, Secondary Distance Education System, launched through program 1552/SF-HO.

**C. Connection with the Bank's strategy**

- 1.7 The program supports the objective of expanding access at levels where coverage is insufficient – particularly preschool and junior high – given the strong equity implications, as well as at other levels such as senior high depending on the degree of development of each country's education system.

**D. Coordination with international agencies**

- 1.8 This initiative was proposed by the beneficiary countries, and the following institutions will be actively engaged in its execution: the Ministries of Education of the countries in the region, and the Subregional Technical Commission for Secondary Education.

## **II. PROGRAM DESCRIPTION**

**A. Objectives**

- 2.1 The **aim of the project** is to increase the percentage of the population with a secondary education in El Salvador, Guatemala, Honduras, and Panama. The **general objective** is to design and help implement and/or enhance a model of flexible high school options to boost the secondary education completion rate among the most vulnerable youths who drop out of the school system.

**B. Components and activities**

**1. Component I: Design flexible secondary education models**

- 2.2 This component will finance the design of flexible secondary education models for El Salvador, Guatemala, Honduras, and Panama and/or adjustments to such models. The objective of these models is to offer an effective alternative for young people who have never started high school or have dropped out and wish to complete their studies. The program targets young people<sup>5</sup> who have not finished their secondary education, particularly those who need to combine work and study.
- 2.3 Flexible modalities will be designed or adjusted for Guatemala, Honduras, and Panama to equalize secondary school learning based on each country's particular conditions, while seeking to harmonize the proposals so as to learn from each country's accumulated experience, as well as from El Salvador's EDUCAME program. The design activities for these three countries will consider the progress that has been made with flexible modalities to equalize high school studies.

---

<sup>5</sup> Eligibility criteria for each age group will be decided during the design stage, based on each country's specific situation. In the case of EDUCAME in El Salvador, the ages range from 15 to 35 years, although the program does not exclude older applicants.

Because El Salvador has already been using the EDUCAME model since mid-2005, the design component will focus on adjusting the existing program on the basis of an evaluation scheduled for early 2008, so as to enhance the program's operation and impact.

- 2.4 The design of and/or adjustments to the model in each country will consider: (i) an analysis of potential demand taking into account young people who are not in the school system and those at risk of abandoning the system; (ii) effective demand as calculated through surveys and polls of young people to determine interest in participating in such programs; (iii) targeting criteria; (iv) number of students and teachers/tutors for each pilot; (v) marketing processes for the program; (vi) criteria for payment of services; (vii) eligibility criteria for service provider institutions; (viii) teacher accreditation and training; (ix) support materials; (x) certification of studies; and (xi) monitoring and evaluation system. The activities to be financed under this component include consulting services to design and/or adjust the general model and make the necessary modifications for each country, workshops for technical validation of the model, and the kick off workshop for the operational and financial programming of this technical cooperation.

## **2. Component II: Implementation of the pilot stage**

- 2.5 This component will finance the startup and development of pilots for flexible secondary education models customized to the needs of each of the four participating countries. These pilots will test the functioning of the program and determine whether adjustments are needed before scaling up. In the case of Honduras, Guatemala, and Panama, the pilots of the customized flexible secondary education equalization model will focus on: (i) processes to target and enroll young people in the equalization program; (ii) implementation of flexible equalization options through service provider institutions; (iii) teacher accreditation and training; (iv) student evaluation and certification; and (v) development of support material.
- 2.6 In the case of El Salvador, as the EDUCAME program has been in place since mid-2005, the pilot will focus on changes proposed to the program during the design stage. The pilot will focus on the following activities and processes: (i) institutionalization of the flexible models; (ii) improvements in the supply of education services; (iii) improvements to support materials; (iv) monitoring system; (v) improvements to the dissemination strategy; (vi) capacity-building, continuing education and supplementary incentives for teacher teams; and (vii) inclusion of technical training and accreditation of skills as a complement to the flexible models. This component will finance among others activities: payment for the delivery of education services, consulting services and workshops to prepare and validate operating manuals, implementation of the accreditation process, monitoring and evaluation of supplier institutions, specialized university services to train teachers, consulting services to design, develop, validate, and print teacher guides, learning materials, and guides for the supplier institutions.

### **3. Component III: Evaluation**

- 2.7 An evaluation will be conducted to measure the impact and the operating processes of the pilots carried out in each of the four participating countries. The impacts to be evaluated include: (i) time and cost differences resulting from the flexible equalization models in comparison to the traditional method of the respective traditional high school programs; (ii) differences in learning outcomes between program beneficiaries and traditional schooling students; and (iii) differences in approval/failure rates of the service provider institutions, controlled for student characteristics.
- 2.8 Furthermore, the operation and execution of the pilot in each country will be evaluated in order to improve management efficiency, lower administrative costs, streamline processes, and strengthen participating institutions with a view to scaling up the pilots. This component will finance activities including specialized consulting services to draw up the baseline for evaluations, gather the required information, and perform the evaluation.

### **4. Component IV: Dissemination and scaling**

- 2.9 This component will finance activities to disseminate the flexible models and evaluate the pilots prior to scaling. Studies will be conducted in parallel to calculate the investments required—in terms of financing and institutional capacity—to scale the flexible models for high school leveling in the participating countries, and to analyze potential regulatory changes that facilitate scaling and institutionalization of the models. The outcomes of this operation will be disseminated, and actions undertaken with the governments, ministries of education, and educational communities of the four participating countries, to implement and scale the pilots that showed the greatest impact and cost-effectiveness in the recovery of young people who dropped out of the school system. This component will finance workshops and meetings with government authorities responsible for the educational policy to disseminate the model and evaluation results, and consulting services to design and calculate the activities and investments required to scale up the pilots.

### **C. Expected outcomes**

- 2.10 The outcomes expected from this project will be as follows: (i) flexible secondary education models for each country (Panama, Honduras, and Guatemala); (ii) proposed adjustments to the existing EDUCAME program in El Salvador; (iii) an evaluation of the pilot flexible education models in the four participating countries; and (iv) a proposal for the scaling and/or institutionalization of these models for the school systems in each participating country.

### III. COST AND FINANCING

- 3.1 The estimated cost for the project is US\$1.2 million, of which the Bank will contribute US\$1 million in nonreimbursable financing from the net income of the Fund for Special Operations (FSO). The remainder will be provided by the ministries of education of the four participating countries. The table below summarizes the estimated cost of each component and the contributions from the participating countries. An itemized budget is presented in Annex II.

**Table III-1. Summarized budget (in US\$000s)**

Components	IDB	Local	Total
<b>Component 1: Design of flexible models</b>	<b>60</b>	<b>20</b>	<b>80</b>
Methodological and institutional design	40	20	60
Programming	10		10
Technical validation	10		10
<b>Component 2: Implementation of the pilot</b>	<b>590</b>	<b>60</b>	<b>650</b>
Develop the pilots.	340		340
Operating manuals		20	20
Supplier institutions	10		10
Teachers	160		160
Materials	80	40	120
<b>Component 3: Evaluation</b>	<b>80</b>	<b>20</b>	<b>100</b>
Impact evaluation	40	20	60
Operating and execution evaluation	40		40
<b>Component 4: Dissemination and scaling</b>	<b>100</b>	<b>0</b>	<b>100</b>
Dissemination	50		50
Scaling	50		50
<b>Administration and Coordination</b>	<b>170</b>	<b>100</b>	<b>270</b>
<b>TOTAL</b>	<b>1,000</b>	<b>200</b>	<b>1,200</b>

#### A. Financing

- 3.2 The Bank's contribution will cover the cost of consultants hired for the different components, the delivery of education services, implementation of the accreditation process, monitoring and evaluation of supplier institutions, teacher training, validation and programming workshops, and general administration and coordination.
- 3.3 The regional contribution of approximately US\$200,000 to be provided in kind, will consist of the time devoted by specialists, travel expenses, and other logistical expenses, as well as consulting services to adjust the design to each country's particular situation, consulting services and workshops to develop and validate the

operating manuals, evaluation of lessons learned through the pilot impact evaluations, and administration and coordination expenses.

## **IV. EXECUTION**

### **A. Executing agency**

- 4.1 The executing agency for the project will be the Organization of Ibero-American States for Education, Science and Culture (OEI). The OEI is an international intergovernmental organization for cooperation between Ibero-American countries in the areas of education, science, technology, and culture. The OEI has a presence in the region through its office in El Salvador, which covers Guatemala, Honduras, Nicaragua, Costa Rica, and Panama, as well as technical offices in several other countries.
- 4.2 The OEI has the capacity and experience to administer and execute Bank-financed projects and, in general, experience with the education sector in Latin America. As executing agency, the OEI will be responsible for the technical, financial, and administrative execution of the project, to which end it will establish a Regional Executing Unit (REU). Existing education social networks will also lend their support for project implementation.

### **B. Execution mechanism and administration**

- 4.3 The operational structure for project execution will be housed in the OEI office in El Salvador, and will consist of: (i) a board, comprising the Ministers of Education of the four beneficiary countries; (ii) an executive secretariat comprising the representatives of the Ministers of Education of the four countries; and (iii) a Regional Executing Unit (REU), with the following organizational structure to administer the Bank's contribution and carry out the planned activities: a project manager, a technical coordinator, an administrator, and an accountant. In addition, each of the three remaining countries will appoint a technical liaison officer who will be responsible for management, technical, and operational issues. Establishment of the Board, the Executive Secretariat, and the REU will be a special condition precedent to the first disbursement of the Bank financing. The REU will be responsible for preparing the AWP to be submitted three months before the start of each year, including the scheduled activities to be carried out under the project in the coming year. Presentation of the AWP for year one of the project will be a special condition precedent to the first disbursement of the Bank financing.
- 4.4 The REU will report regularly on the progress of the project to the OEI, which will in turn report to the Board comprising the Ministers of Education of the

participating Central American countries. As to project objectives and actions, the REU will be guided by the recommendations of the OEI and the Board.

- 4.5 **Operating Regulations** The Operating Regulations will set out the terms and conditions of each component, the project execution phases, and the obligations of the participating entities.
- 4.6 The REU will be responsible for overall project accounting in accordance with a Bank-approved chart of accounts, and will maintain complete files to facilitate supervision by external auditors and Bank staff. The REU will be responsible for: (i) maintaining proper project-specific financial and accounting records, clearly separating management of project resources from other counterpart resources; (ii) preparing the consolidated financial statements for the project; (iii) submitting to the Bank disbursement requests and justifications for eligible expenditures; (iv) preparing and presenting to the Bank semiannual reports on the revolving fund within 90 days after the close of each six-month period; (v) opening and maintaining a separate bank account to manage the Bank's contribution and the local counterpart resources for the project; and (vi) preparing other technical and financial reports as required by the Bank. The OEI will sign an agreement with the Ministry of Education of each participating country setting out the Ministry's rights and obligations, as well as the commitment to provide the local counterpart resources in kind for the activities in each country.

**C. Execution period and disbursements**

- 4.7 The project has a 36-month execution period and a 42-month disbursement period from the date the letter of agreement with the Bank is signed.
- 4.8 **Revolving fund.** A revolving fund not to exceed 20% of the Bank's contribution will be established to facilitate financial management. The executing agency will deposit the funds from this operation in a new bank account or subaccount, set up exclusively for the project.

**D. Procurement**

- 4.9 Procurement for the proposed project will be carried out in accordance with the Policies for the Procurement of Works and Goods Financed by the Inter-American Development Bank (document GN-2349-7), of July 2006; the Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank (document GN-2350-7), of July 2006; and the technical-cooperation agreements and the procurement plan for this operation (See the itemized procurement plan in Annex IV).

## **V. MONITORING AND EVALUATION**

### **A. Supervision and monitoring**

- 5.1 CID/CES will be responsible for execution of this operation, and accordingly will be responsible for approving the terms of reference, outputs, and technical reports, with technical support from the Education Division (SCL/EDU).
- 5.2 The Bank will commission a final external evaluation to verify the extent to which the objectives have been attained, the extent to which the proposed targets have been met, and the use of project financing. The final evaluation will be conducted during the disbursement period. The evaluation will be carried out by an external evaluator hired out of the financing earmarked for this purpose.
- 5.3 Upon completion of the project and within 120 days after project execution, the Project Team Leader will meet with specialists from the Bank's departments, as well as representatives from other agencies, to evaluate the extent to which the objectives have been attained, the extent to which the proposed targets have been met, and possible policy recommendations arising from this operation. The information generated by the project itself will be supplemented with the inputs from the external evaluation.

## **VI. BENEFITS AND RISKS**

### **A. Benefits and beneficiaries**

- 6.1 The program will help recover young people who are out of the school system, enhancing access to and completion of secondary education, thus reducing the low coverage of high school education in the participating countries. Moreover, scaling and expanding the model designed, tested, and evaluated under this operation will help reduce poverty levels and the vulnerability of young people who, upon completion of their secondary education, will be able to obtain better quality and better paying jobs.

### **B. Risks**

- 6.2 Because this is a regional project to coordinate the design and operation of a single education equalization model, resistance may be encountered in some countries to the design and piloting of a single model that does not consider the particular context, limitations and starting point. To address this concern, although every effort will be made to harmonize the four models, each model will be consistent with each country's accumulated experience in equalization through flexible modalities, and its institutional, legal, and financial constraints.



## VII. ENVIRONMENTAL AND SOCIAL REVIEW

- 7.1 No negative environmental impacts are anticipated given the nature of the operation's components and activities. Highly positive social impacts are expected from the potential improvements to knowledge, learning, income, and employment for the persons having access to flexible secondary education options. The project was accepted as a category C classification by the ESR on 15 October 2007.

## VIII. CERTIFICATION

- 8.1 The Grants and Cofinancing Management Unit (VPC/GCM) certifies that the sum of US\$1 million from the net income of the FSO is available to finance the activities proposed in this plan of operations.<sup>6</sup>

*(signed original)*

---

Marguerite S. Berger, Chief  
VPC/GCM

November 14, 2007

---

Date

---

<sup>6</sup> Although the project proposal is **not** included in the 2007 Technical Cooperation Program (GN-2408-9, Annex II-7), approved by the Board of Executive Directors on 13 June 2007, this project was added to the revised program, pending approval.

**FLEXIBLE MODALITIES FOR SECONDARY EDUCATION IN CENTRAL AMERICA (RG-T1373)**  
**LOGICAL FRAMEWORK**

Narrative summary	Indicators	Means of verification	Assumptions
<b>Goal</b>			
Help improve the secondary school education supply in Central America, strengthening nonconventional flexible learning models.	<p>The countries participating in the project offer flexible secondary school options as part of their education supply for young people who dropped out of high school.</p> <p>The proportion of secondary school graduates among the poorest students increases.</p>	<p>Education policies and programs.</p> <p>Household surveys.</p>	<p>Participating countries make the requisite budgetary appropriations to operate these models.</p> <p>Low-income youths register for the flexible programs.</p>
<b>Purpose</b>			
Design and help implement a model of flexible high school options to boost the secondary education completion rates among the most vulnerable youths who dropped out of the school system.	<p>Upon completion of the pilot stage, the youths who availed themselves of the flexible options:</p> <ul style="list-style-type: none"> <li>Graduate from high school in less time and at less cost than youths who graduate following the conventional system.</li> <li>Do better on the national scholastic achievement tests than students who followed the conventional path.</li> <li>Show higher pass rates than youths of the same socioeconomic characteristics who followed the conventional path.<sup>1</sup></li> </ul>	<p>Program impact evaluation.</p> <p>Education statistics.</p>	<p>Participating countries remain committed to implementing the pilots.</p>
<b>Components/Products</b>			
<b>Component 1: Design flexible models</b>	<p>Adjustments for the model currently in use in El Salvador are ready 18 months into the project.</p> <p>A validated model of flexible options is ready for implementation in Guatemala, Honduras, and Panama six months into the project.</p>	<p>Program documents.</p>	

<sup>1</sup> Control groups will have characteristics similar to those of the beneficiary groups.

Narrative summary	Indicators	Means of verification	Assumptions
<b>Component 2: Implementation of the pilot stage</b>	<p>The operating design, manuals and structures are validated and ready for implementation in each country six months into the project.</p> <p>The pilot stage of the adjusted flexible model is put into operation for xx thousand young people in El Salvador starting in the second half of year one.</p> <p>The pilot stage of the flexible model is put into operation for xx thousand young people in Guatemala, Honduras, and Panama starting in the second half of year one.</p> <p>At least four institutions per country are accredited as implementing institutions in the first half of year one.</p> <p>xxx teachers/tutors are trained and accredited in year one, thus assuring the total number needed to cover demand.</p> <p>Teachers' guides, materials for students, and guides for the institutions are prepared, validated, and printed in the second half of year one.</p>	Program documents.	
<b>Component 3: Evaluation</b>	<p>An impact evaluation of the EDUCAME program in El Salvador is carried out in the first half of year one.</p> <p>Upon program completion, an impact evaluation of the pilots is carried out, including outcomes with respect to time savings, costs, learning, and promotions to a higher grade.</p> <p>At the end of the program, an evaluation of the operation and the program is carried out.</p>		
<b>Component 4: Dissemination and scaling</b>	<p>The model and impact evaluation results are disseminated.</p> <p>Financial and institutional scaling up studies are complete.</p> <p>Actions are undertaken with the national governments for scaling.</p>		

Flexible Modalities for Secondary Education in Central America and Panama (RG-T1373)

Itemized Budget (in US\$)

Components and Activities	Unit cost	Quantity	Number	TOTAL	IDB	Local counterpart
<b>Component 1: Design of flexible models</b>			<b>days</b>	<b>80,000</b>	<b>60,000</b>	<b>20,000</b>
Consulting services for the methodological and institutional design	500	1	80	40,000	40,000	
Local consulting services for design	100	4	50	20,000		20,000
Kickoff programming and AWP workshop	10,000	1		10,000	10,000	
Workshop for the technical validation of the model	10,000	1		10,000	10,000	
<b>Component 2: Implementation of the pilot stage</b>				<b>650,000</b>	<b>590,000</b>	<b>60,000</b>
Development and startup of pilots	85,000	4		340,000	340,000	
Preparation and validation of operating manuals	20,000	1		20,000		20,000
Accreditation of implementing institutions	2,500	4		10,000	10,000	
Teacher training and accreditation	40,000	4		160,000	160,000	
Materials: Design, preparation, validation, and printing	30,000	4		120,000	80,000	40,000
<b>Component 3: Evaluation</b>				<b>100,000</b>	<b>80,000</b>	<b>20,000</b>
Evaluation of the impact of pilots	15,000	4		60,000	40,000	20,000
Operating and execution evaluation	10,000	4		40,000	40,000	
<b>Component 4: Dissemination and scaling</b>				<b>100,000</b>	<b>100,000</b>	<b>0</b>
Dissemination activities	12,500	4		50,000	50,000	
Studies to scale up the model	12,500	4		50,000	50,000	
<b>Program administration</b>			<b>(months)</b>	<b>270,000</b>	<b>170,000</b>	<b>100,000</b>
Central coordination	2,500	1	40	100,000	60,000	40,000
Local coordination	625	4	24	60,000	20,000	40,000
Logistical support and administration	2,500	1	36	90,000	70,000	20,000
Audit	20,000	1		20,000	20,000	
<b>TOTAL</b>				<b>1,200,000</b>	<b>1,000,000</b>	<b>200,000</b>

**FLEXIBLE MODALITIES FOR SECONDARY EDUCATION IN CENTRAL AMERICA  
(RG-T1373)**

**PROCUREMENT PLAN**

**General information**

**Country:** Regional

**Beneficiaries:** El Salvador, Honduras, Panama, and Guatemala

**Executing agency:** The Organization of Ibero-American States for Education, Science, and Culture (OEI)

**Project name and number:** Flexible Modalities for Secondary Education in Central America (RG-T1373)

**Date of Technical Cooperation approval:**

**Date of signature of the Technical Cooperation contract:**

**Estimated date of the final disbursement:** First half of 2011

**A) Introduction**

Procurements for the proposed project will be carried out in accordance with the Policies for the Procurement of Works and Goods Financed by the Inter-American Development Bank (GN-2349-7), of July 2006; the Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank (GN-2350-7), of July 2006; and the Technical-Cooperation Agreement and the procurement plan for this operation.

**B) Procurement Plan**

The procurement plan for the project Flexible Modalities for Secondary Education in Central America covering the 36 months of project execution has been agreed between the Bank and the Organization of Ibero-American States. The plan, which is summarized in Appendix 1, indicates the procedure to be used for the procurement of goods, the contracting of works or services, and the method of selecting consultants for each contract or group of contracts. It also indicates cases requiring prequalification; the estimated cost of each contract or group of contracts, the requirement for ex ante or ex post review by the Bank; and estimated dates for the publication of specific procurement notices and completion of the contracts included in this project. The procurement plan will be updated annually or as often as necessary or as required by the Bank. The procurement plan is available on the Bank's website: [Información de Adquisiciones de Proyecto](#).

### **C) Project procurement**

A general description of procurement for the proposed project is given below.

**Works procurement:** Not applicable.

**Procurement of goods:** Not applicable.

**Procurement of nonconsulting services:** The program will finance: (i) technical validation workshops for the model, and the kickoff workshop for the operational and financial programming of this operation; (ii) delivery of flexible learning services to each beneficiary country; (iii) implementation of the process to accredit, monitor, and evaluate supplier institutions; (iv) specialized teacher training university services; (v) printing of teaching and support material; and (vi) workshops and meetings to disseminate the model and the evaluations to the government authorities responsible for education policies.

All contracts for the procurement of goods or services estimated to cost US\$250,000 or more will require international competitive bidding (ICB), those estimated to cost US\$100,000 to US\$250,000 will require national competitive bidding (NCB), and the price comparison (PC) method may be used when the estimated cost is less than US\$100,000.

**Procurement of consulting services:** Consulting services for the project include: (i) design and adjustment of the general model, and changes to adapt it to each country; (ii) preparation of the operating manuals; (iii) design and preparation of teachers' guides, student materials, and guides for the supplier institutions; (iv) evaluation of the impact of pilots; (v) evaluation of pilot operations; (vi) design and calculations for activities and investments needed to scale up the pilots; and (vii) selection of the general coordinator and the country coordinators.

The consulting firms to be hired for the project will be selected using the standard request for proposals (RFP) issued by the Bank, or an RFP satisfactory to the Bank where the standard RFP is not applicable. Individual consultants will be selected, taking into consideration chapter V of the Policies for the Selection and Contracting of Consultants (document GN-2350-7).

Short lists of consultants for consulting services estimated to cost less than US\$200,000 equivalent per contract may consist entirely of national firms.

**Operating expenses:** Not applicable.

**Others:** Not applicable.

**Advance contracting and retroactive financing:** Not applicable.

**D) Bank review of procurement decisions**

Contracts will be subject to ex ante review by the Bank, in accordance with the aforementioned Appendix 1 of the policies.

**E) Domestic preference**

Bids offering goods originating in the borrower's country will receive a 15% price preference in contracts requiring international competitive bidding, as established in Appendix 2 of the procurement policies.

**APPENDIX 1**  
**PROCUREMENT PLAN**

**Country:** Regional

**Beneficiaries:** El Salvador, Honduras, Panama, and Guatemala

**Executing agency:** The Organization of Ibero-American States for Education, Science and Culture (OEI)

**Project name and number:** Flexible Modalities for Secondary Education in Central America (RG-T1373)

**Date of Technical Cooperation approval:**

**Date of signature of the Technical Cooperation contract:**

**Estimated date of the final disbursement:** First half of 2011.



**FLEXIBLE MODALITIES FOR SECONDARY EDUCATION IN CENTRAL AMERICA (RG-T1373)**

**Period covered by this procurement plan: From *January 2008* to *December 2010***

Category and description of the procurement contract	Estimated cost of procurement (US\$)	Procurement method	Review (ex ante or ex post)	Source of financing and percentage		Prequalification (Yes/No)	Estimated dates		Status (pending, in process, awarded, canceled)
				IDB (%)	Local (%)		Publication of specific procurement notice	Completion of contract	
<b>Nonconsulting services</b>									
Organize workshops and validation of model	20,000	PC	Ex ante	100		No	1st quarter 2008	1st half 2008	Pending
Educational services (pilots)	85,000	PC	Ex ante	100		No	1st half 2008	2nd half 2010	Pending
1. El Salvador	85,000								
2. Guatemala	85,000								
3. Panama	85,000								
4. Honduras									
Teacher training and accreditation services	40,000	PC	Ex ante	100		No	1st half 2008	2nd half 2010	Pending
1. El Salvador	40,000								
2. Guatemala	40,000								
3. Panama	40,000								
4. Honduras									
Supplier institution accreditation services	2,500	PC	Ex ante	100		No	1st half 2008	2nd half 2010	Pending
1. El Salvador	2,500								
2. Guatemala	2,500								
3. Panama	2,500								
4. Honduras									
Printing of teaching and support materials	80,000	PC	Ex ante	100		No	1st quarter 2008	2nd half 2008	Pending
Dissemination activities	50,000	PC	Ex ante	100		No	1st half 2009	2nd half 2010	Pending

Category and description of the procurement contract	Estimated cost of procurement (US\$)	Procurement method	Review (ex ante or ex post)	Source of financing and percentage		Prequalification (Yes/No)	Estimated dates		Status (pending, in process, awarded, canceled)
				IDB (%)	Local (%)		Publication of specific procurement notice	Completion of contract	
<b>Consulting services</b>									
Methodological and institutional design	60,000	CQS	Ex ante	65	35	No	1st quarter 2008	1st half 2008	Pending
Preparation of operating manuals	20,000	CQS	Ex ante		100	No	1st quarter 2008	1st half 2008	Pending
Preparation of education and support materials	40,000	CQS	Ex ante		100	No	1st quarter 2008	1st half 2008	Pending
Evaluation of pilot impact	60,000	CQS	Ex ante	65	35	No	1st half 2010	2nd half 2010	Pending
Evaluation of pilot operations	40,000	CQS	Ex ante	100		No	1st half 2010	2nd half 2010	Pending
Scaling studies	50,000	CQS	Ex ante	100		No	2nd half 2009	2nd half 2010	Pending
General Coordinator	100,000	CQS	Ex ante	60	40	No	1st quarter 2008	2nd half 2010	Pending
Local Coordinators	60,000	CQS	Ex ante	35	65	No	1st quarter 2008	2nd half 2010	Pending
Audit	20,000	QCBS	Ex ante	100		No	1st half 2010	2nd half 2010	Pending
<b>TOTAL</b>	<b>1,110,000</b>			<b>85</b>	<b>15</b>				

**PC:** Price comparison; **QCBS:** Quality- and cost-based selection; **CQS:** Selection based on the individual consultants' qualifications; **NCQS:** Selection based on the national consultants' qualifications; **ICQS:** Selection based on the international consultants' qualifications.

## **Capacity of the Executing Agency and Supervision of Procurement by the Bank**

### **Assessment of the executing agency's capacity to administer procurement**

The Organization of Ibero-American States will be responsible for carrying out project procurements. The OEI has the capacity and experience to administer and execute Bank-financed projects, and general experience in the education sector of Latin America. It has provided administrative and management services to the ministries of education of Argentina, Chile, Colombia, Honduras, Nicaragua, Mexico and the Dominican Republic. There is positive evidence with respect to the OEI technical support for administrative and financial management, procurement and contracting, human resources and logistics in several Bank-supported programs. The same goes for the experience of the OEI regional offices and the country offices in Central America.

### **Frequency of procurement supervision**

Contracts will be subject to ex ante review by the Bank, in accordance with the aforementioned Appendix 1 of the policies.



**Secretaría Técnica  
Presidencia de la República de El Salvador**

San Salvador, 3 de diciembre de 2007

Señora  
**María Carmenza McLean**  
Representante  
Banco Interamericano de Desarrollo  
Presente

**Estimada Señora McLean:**

Por este medio, damos nuestra No Objeción a la solicitud de Cooperación Técnica no reembolsable de carácter regional, hasta por US\$1.000.000, a cargo a los ingresos netos del Fondo de Operaciones Especiales del Banco. El costo total de la operación sería de aproximadamente US\$1.200.000, de los cuales se espera que la suma de US\$200.000 sería aportada por otros donantes o por los países beneficiarios mediante contribuciones en especie.

El objeto de la Cooperación Técnica sería diseñar y contribuir a implementar un modelo flexible de educación secundaria que permita mejorar los niveles de culminación de dicho ciclo educativo para los jóvenes más vulnerables que han abandonado el sistema escolar.

La Cooperación Técnica sería ejecutada por la Organización de Estados Iberoamericanos para la Educación, la Ciencia y la Cultura (OEI), entidad que sería responsable frente al Banco por la ejecución y la utilización de los recursos de la operación.

Agradeciendo de antemano sus amables gestiones, le saludo.

Atentamente,



**Eduardo Ayala Grimaldi**  
Secretario Técnico de la Presidencia



c.c. Lic. Daryn Meza – Ministra de Educación

RECIBIDO 7 DE DIC 2007



2 NOV '07 14:43:52  
BID GUATEMALA  
RECIBIDO

*Ministerio de Educación*  
*Guatemala, C. A.*

30 de octubre de 2007  
VDA-0536-07

Señor  
**Alvaro Cubillos**  
Representante del BID en Guatemala  
Ciudad de Guatemala


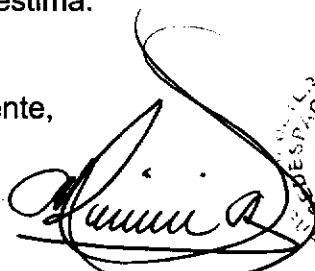
Estimado **Señor Representante:**

Reciba un cordial saludo del equipo de trabajo del Ministerio de Educación, deseándole éxitos en sus labores diarias.

Tengo el agrado de dirigirme a usted, para acusar recibo de su nota por medio de la cual hace referencia, a los acuerdos de la reunión realizada en la ciudad de Tela, Honduras, el 27 de abril de 2007, sobre "Modalidades Flexibles para la Educación Secundaria en Centroamérica y Panamá", con los Ministerios de Educación de Centro América y Panamá sobre gestionar ante el Banco Interamericano de Desarrollo una cooperación técnica no reembolsable, hasta por el monto del equivalente a un millón de dólares, con cargo a los ingresos netos del Fondo de Operaciones Especiales del Banco. Al respecto hago de su conocimiento que el Ministerio de Educación da su no-objeción para realizar dicha operación.

Agradezco el envío de su comunicación y aprovecho la oportunidad para reiterarle las muestras de mi consideración y alta estima.

Atentamente,



Licenciada Miriam Castañeda Arana  
Viceministra de Educación  
Encargada del Despacho

207  
F10



## SECRETARIA DE FINANZAS REPUBLICA DE HONDURAS

CP-DGN-1171/07

Tegucigalpa M.D.C., 19 de diciembre de 2007

Señor  
**STEVEN W. STONE:**  
Representante  
Banco Interamericano de Desarrollo (BID)  
Su Despacho

Estimado Señor Stone:

En atención a su Oficio No.CID/CHO/7280/2007 de fecha 11 de diciembre de 2007, para financiar la ejecución del Proyecto **"Modalidades Flexibles para la Educación Secundaria en Centroamérica y Panamá"**, cuyo costo de operación es de **US\$.1,200,000.00** (Un Millón Doscientos Mil Dólares de los Estados Unidos de Norteamérica), de los cuales se espera que la suma del equivalente de **US\$.200,000.00** sería aportada por otros donantes o por países beneficiarios Guatemala, El Salvador, Honduras y Panamá mediante contribuciones en especie a la operación.

Esta Cooperación tiene como objetivo diseñar y contribuir a implementar un modelo flexible de educación secundaria que permita mejorar los niveles de culminación de dicho ciclo educativo para los jóvenes mas vulnerables que han abandonado el sistema escolar.

Por lo anterior, esta Secretaría de Estado Manifiesta su **NO OBJECCIÓN**, para el financiamiento del Proyecto en referencia.

Atentamente,



**HUGO ALEJANDRO CASARIN**  
Subsecretario de Crédito e Inversión Pública

GCdeC/SCE/ELL



*República de Panamá*  
*Ministerio de Economía y Finanzas*  
*Despacho del Ministro*

13 de diciembre de 2007  
DS/CTI/Nº.738  
BID-PANAMÁ-MEDUCA-RG-T1373

Señor  
Carlos A. Galvis  
Representante Encargado  
Banco Interamericano de Desarrollo  
E. S. D.

Ref. RG-T1373 Coop. Técnica No Reembolsable. Modalidades flexibles para la educación secundaria en Centroamérica y Panamá

Señor Representante:

Tengo el agrado de dirigirme a usted para informarle que este Ministerio no tiene objeción para que la Organización de Estados Iberoamericanos para la Educación, la Ciencia y la Cultura(OEI), sea el ejecutor en Panamá del proyecto regional señalado en la referencia.

Atentamente,

Héctor E. Alexander H.  
Ministro

GG/KMdeP/cdev

