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DU PEUPLE AMERICAIN

PROGRAMME HAÏTIEN D'APPUI À LA RÉFORME DE L'ÉDUCATION (PHARE)

SUMMARY ANNUAL PROGRESS REPORT (SEPTEMBER 2008)

October 31, 2008

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(September 2008)

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Acronyms

AIR	American Institutes for Research
CRS	Catholic Relief Services
EFACAP	Ecole Fondamentale d'Application et Centre d'Appui Pédagogique
FONHEP	Haitian Foundation for Private Education
GOH	Government of Haiti
GSE	Groupe Sectoriel de l'Education
MENFP	Ministry of National Education and Professional Training
NGO	Non-Governmental Organization
PHARE	Programme Haïtien d'Appui À la Réforme de l'Éducation
SOW	Scope of Work
TMG	The Mitchell Group
USAID	United States Agency for International Development
FPN	Fonds de Parrainage National
DEF	Basic Education Department
DPCE	Department of Planning and External Cooperation
DFP	Professional Training Department
DCQ	Curriculum and Quality Department
DAEPP	Department for Support to Private Education and Partnership
CIDA	Canadian International Development Agency
BDS	Bureau District Scolaire
BIZ	Bureau d'Inspection Zonal
EKLA	Edikasyon Kle Lavni
IRI	Interactive Radio Instruction

Introduction and Highlights

Since May 2008 and over the next three years, the *Programme Haïtien d'Appui à la Réforme de l'Education (PHARE)* will seek to improve access to quality primary education services in both formal and non-formal settings, improve the quality of teaching and learning and strengthen the Ministry of Education's (MENFP) capacity to regulate the system and plan, deliver and monitor education services.

The PHARE project has seven (7) key objectives:

1. Strengthen the MENFP capacity to plan, coordinate, deliver, monitor and evaluate school services in public and non-public schools;
2. Expand the MENFP capacity to regulate non-public schools through licensing;
3. Strengthen the MENFP capacity to improve professional training for teachers and school directors by advancing the certification system;
4. Improve MENFP capacity to analyze key education policy issues;
5. Expand the MENFP ability to increase education access for at-risk children and out-of-school youth;
6. Support the MENFP efforts to integrate age-appropriate reproductive and sexual health topics into primary school curriculum; and
7. Build MENFP capacity to engage the Haiti business community to support education improvements.

The PHARE project will implement its activities in areas devastated by political strife and environmental degradation. Geographical areas of interventions will include Port-au-Prince, Petit-Gôave, Les Cayes, Gonaïves, Saint-Marc, Montruis, Limbé and Cap-Haitien.

During its first 5 months, between May and September 2008, PHARE has focused its efforts on project start-up activities and securing MENFP buy-in. Numerous meetings were held between PHARE partners and the MENFP in an effort to develop a collaborative strategy to ensure the project's success. Technical directors of the Département de l'Education Fondamentale (DEF), Département de la Planification et de la Coopération Externe (DPCE), Département de la Formation Professionnelle (DFP), Département du Curriculum et de la Qualité (DCQ) and Département d'Appui à l'Enseignement Privée et du Partenariat (DAEPP) have shared their strategic objectives and discussed areas of collaboration and partnerships. The Director of the MENFP Cellule de Pilotage has been designated the PHARE focal person and is now coordinating PHARE related efforts within the MENFP.

In July 2008, sub-agreements with PHARE partners Catholic Relief Services (CRS) and The Mitchell Group (TMG) were finalized. During that same month, TMG fielded a Senior Organization Development Specialist who worked with PHARE staff and technical directors of the MENFP on the development of a *"Self-Assessment Guide for Institutional Strengthening and Capacity Building"* which will serve as the starting point in the elaboration of the MENFP Institutional Strengthening Plan.

In September 2008, the *Fonds de Parrainage National (FPN)* received a sub-grant from PHARE to provide 20,000 scholarships in 250 schools during the 2008-2009 school-year. This increase in funding brings the PHARE project total to $22,245,745.

As per its five-month start-up implementation plan for FY 2008, PHARE has secured its offices in Port-au-Prince and hired all technical and administrative staff. PHARE's Capacity Development Specialist arrived in Port-au-Prince in August while the Community Education Program Manager and Life Skills and Sexual Health Advisor were recruited. A security assessment of the offices was conducted by AIR's Security Specialist and a security firm hired upon his recommendation. However, due to lengthy negotiations with the MENFP, the storms that battered the country in August and September and the delay in the start of the school year, the PHARE launch (originally scheduled for September 4, 2008), regional offices set-up and planned technical activities have been postponed to begin in October 2008.

Section 1: Progress to Date

1.1 Progress to Date According to Defined Results, Requirements, and Standards

Requirement	Standards	Progress to Date
1.0 HBE Project Successfully Launched and MENFP's Capacity Assessed		
1.1 Project Stakeholders, Areas of Collaboration and Potential Conflict Identified	Stakeholders identified that include, at a minimum, representatives from the five targeted MENFP technical departments.	- Held numerous meetings with the Director General of MENFP, as well as with the Director of the MENFP Steering Committee (Comité de Pilotage) and MENFP Technical Directors. - Meeting held with five Technical Directors of MENFP for introduction to project. - Attended Groupe Sectoriel de l'Education meetings.
	Areas of collaboration identified and areas of potential conflict and resolutions identified.	- No potential conflicts identified to date. - Meetings held with World Bank, CIDA, and the European Union to discuss areas of collaboration and ensure synergy amongst interventions. - Met with FONHEP to discuss possible collaboration in areas of IRI and assessment. - Finalized agreement with USAID and FPN for the provision of 20,000 scholarships in 250 schools during the 2008-2009 school-year.
	Launch workshop within 45 days of award.	- USAID proposed to hold the official launch with the US Ambassador and Minister of Education on September 4, 2008. However, due to inclement weather, the event was postponed to October 2, 2008.
	Project steering committee formed to oversee and guide the project.	- Initial discussions were held with the MENFP Steering Committee Director; proposals from the MENFP include the formation of 2 committees: one to include the MENFP Director General and the Assistant Director General and one to include the five technical directors. - Final agreement will be reached during the next quarter.

Requirement	Standards	Progress to Date
1.2 Capacity of Key MENFP's Technical Departments Assessed and Strengths and Weaknesses Identified	A minimum of three representatives of MENFP participate in the capacity assessment.	- Senior Organization Development Specialist developed Self-Assessment Guide for Institutional Strengthening and Capacity Building. - Meeting held with five Technical Directors of MENFP for introduction to Self-Assessment Guide for Institutional Strengthening and Capacity Building; guide readjusted following feedback from technical directors. - Implementation of Self-Assessment Guide to begin during next quarter.
	Capacity Assessment conducted on all five targeted MENFP technical departments.	- Progress to begin next quarter
	Results of the capacity assessment are communicated in a report to the MENFP, which highlights strengths and weaknesses related to functional categories such as planning or conducting research.	- Initial report to MENFP expected towards the end of year 1
2.0 MENFP's Planning Capacity Strengthened		
2.1 Institutional Capacity Strengthening Plan for MENFP Collaborative Developed	Capacity Strengthening Plan is drafted and includes benchmarks that demonstrate performance improvement of five MENFP technical departments.	- Capacity Development Specialist arrived in Port-au-Prince
	Capacity Strengthening Plan includes strategies for sustaining capacity-building in five MENFP technical departments.	- Initial report to MENFP expected towards the end of year 1
	Capacity Strengthening Plan is submitted to MENFP for approval by the Minister of Education.	- Final report to MENFP for approval expected during year 3
2.2 Service Delivery Plan for School Clusters Collaborative Developed	Service Delivery Plan includes linkages to Institutional Strengthening Plan for MENFP for all five targeted technical departments.	- Initial Service Delivery Plan expected during year 1

Requirement	Standards	Progress to Date
	Target dates established for services to be provided.	- Progress to begin next quarter
	Service Delivery Plan includes target dates established for EGRA baseline data collection for PHARE and comparable non-PHARE schools.	- Progress to begin next quarter
	Service Delivery Plan is submitted to MENFP for approval by the Minister of Education.	- Initial Service Delivery Plan expected during year 1
2.3 Primary School Access and Retention Plan Collaboratively Developed	Plan includes a method for identifying out-of-school and at-risk (dropping out or not returning) primary school age children.	- Progress to begin next quarter - Initial Primary School Access and Retention Plan expected during year 1
	Transparent criteria included in the plan for selecting eligible children.	- Progress to begin next quarter
	The plan includes at least one school management committee oversight function.	- Progress to begin next quarter
3.0 HBE School Cluster Component Launched		
3.1 Primary School Clusters Collaboratively Selected.	80% of primary school clusters identified link to existing or planned EFACAPs.	- Progress to begin next quarter
	60% of the primary schools selected are non-public.	- Progress to begin next quarter
	School clusters selected are located in at least half of the eight geographic target zones.	- Progress to begin next quarter
3.2 School Management Committees Identified and Assessed	School management committees are defined by having at least three members.	- Community Education Program Manager recruited; will begin in October 2008
	Assessment results yield at least one recommendation that could positively effect the motivation of school management committees.	- Progress to begin next quarter

Requirement	Standards	Progress to Date
3.3 Primary School Access and Retention Plan Initiated	Plan for communicating school management committee oversight function of at least one intervention developed.	- Progress to begin next quarter
	Marketing messages for outreach plan created that target at least one type of business or organization for support.	- Progress expected before 2009-2010 school year
4.0 Licensing, Certification, and Monitoring Capacity of MENFP Strengthened		
4.1 MENFP's System to Regulate and License Non-public Schools Operational	Evaluation conducted of Department of Nippes pilot project in automated school licensing system that identifies major constraints and recommends ways to mitigate.	- Licensing Advisor hired - Initial terms of reference for Department of Nippes pilot evaluation developed
	Standard operating procedures for central and regional office functions on the use and application of school licensing instruments are revised and finalized by the end of Year 1.	- Progress to begin next quarter
	Official MENFP system for establishing a fully-operational and equipped licensing function developed.	- Progress to begin next quarter
	Licensing system submitted to Minister of Education for authorization.	- Progress expected during year 1
	Upon MENFP approval, licensing system implemented in two geographic departments down to t he BDS and BIZ levels.	- Progress expected during year 3
	A media information campaign is conducted nationwide to inform schools, community and education offices about licensing processes by end of Year 1.	- PHARE Communication Specialist hired - Progress expected during year 1

Requirement	Standards	Progress to Date
	50% increase in voluntary school applications for licensing within a year following the media information campaign.	- Progress expected during year 2
4.2 MENFP's New School Inspectors Equipped with the Skills to Monitor and Support Non-Public Schools	Training plan includes use of licensing system and standard operating procedures for licensing applications.	- Progress to begin next quarter
	90% of new school inspectors and additional SAEPP staff from all ten geographic departments trained in the use of the standard operating procedures and application.	- Progress expected during year 1
	50% of new school inspectors are trained in their roles and responsibilities for non-public schools in their geographic areas of responsibility by the end of Year 1.	- Progress expected during year 1
	50% of new school inspectors with oversight for USAID project cluster schools trained in their roles and responsibilities and informed of the school services provided through the project.	- Progress expected during year 1
	List of all school inspectors and SAEPP staff trained in the use of the licensing system and or new roles and responsibilities disaggregated by sex, geographic department, and specific public and non-public schools for which each has oversight.	- Progress expected during year 1
	List of all project trained school inspectors with geographic responsibility for USAID clusters schools disaggregated by type of training received.	- Progress expected during year 1

Requirement	Standards	Progress to Date
4.3 MENFP's In-Service Teacher Education and Certification Program Further Developed and Refined	Technical assistance provided to DFP to finalize reviews of teacher education programs by recognized providers by the end of Year 1.	- Progress expected during year 1
4.4 MENFP's School Director Training and Certification Program Advanced	Survey the status of the school director certification program and recommend three plans of action.	- Progress to begin next quarter
	School director profile developed.	- Progress expected during year 1
	School director training curriculum that aligns with certification requirements developed.	- Progress expected during year 3
5.0 Research and Analyses Capacity of MENFP Strengthened		
5.1 MENFP's Department of Planning and External Cooperation Capacity to Conduct Research and Analyses Developed	Training program on tracking policy reforms for at least 10 DPCE staff conducted.	- Progress to begin next quarter
	Data collection instrument for annual non-public school needs developed.	- Progress expected during year 1
5.2 MENFP's Department of Basic Education Capacity to Implement and Analyze Early Grade Reading Assessment (EGRA) developed	Training for at least 10 DEF and 10 staff form other MENFP departments, and 25 school inspectors on adapting, implementing, analyzing, interpreting and reporting the EGRA results.	- Progress to begin next quarter
	6 seminars and or workshops held to support MENFP's analyses and results reporting of the EGRA national baseline and annual samples of cluster schools (and comparable non project schools), and discuss remediation interventions.	- Progress expected during year 1
5.3 Grade One Student Performance Analyzed Collaboratively by MENFP's Department of Basic	Study on grade one achievement and impediments conducted by the DPCE and DEF and recommendations developed.	- Progress expected during year 1

Requirement	Standards	Progress to Date
Education and Department of External Cooperation, and Grade One Student Performance Intervention Strategy Developed	Desk study of existing successful approaches (best practices) for grade one student performance conducted.	- Progress expected during year 1
	MENFP Grade One Student Performance Intervention Strategy developed and submitted to Minister of Education for approval.	- Progress expected during year 1
6.0 Reproductive and Sexual Health Curriculum Modules Developed by MENFP and Stakeholders		
6.1 MENFP's School Health Unit Capacity to Analyze Reproductive and Sexual Health Education Materials Strengthened	Situation analysis and review of existing reproductive and sexual health materials conducted by the end of Year 1.	- Life Skills and Sexual Reproductive Health Advisor recruited; will begin in October 2008
	Background research on international best practices in R/SH and HIV/AIDS prevention education in schools conducted as a contribution to the National Strategy on School Health and Nutrition.	- Progress to begin next quarter
	Workshop for MENFP's School Health Unite and Multi-sectoral Committee on Integrated School Health on best practices in R/SH and HIV/AIDS prevention education held by the end of Year 1.	- Progress expected during year 1
6.2 Age-Appropriate Reproductive and Sexual Health Curriculum Modules for Grades 1-9 Developed and Pilot Tested	At least two age-appropriate reproductive and sexual health topics per grade level identified.	- Progress expected during year 1
	Curriculum mapping identifying key intervention points for inclusion of reproductive and sexual health topics into existing primary school curriculum completed.	- Progress expected during year 1
	At least two reproductive and sexual health prevention modules per grade developed.	- Progress expected during year 1

Requirement	Standards	Progress to Date
	Teacher guide for reproductive and sexual health modules developed.	- Progress expected during year 2
	Pilot school selection methodology developed and recommended to MENFP for approval.	- Progress expected during year 2
	Upon MENFP approval, teachers and school personnel in pilot schools trained.	- Progress expected during year 2
	Assessment tool to determine whether students are absorbing the information developed.	- Progress expected during year 2
	Modules for grades 1-9 pilot-tested in selected cluster schools.	- Progress expected during year 2
	Reproductive and sexual health modules assessment in pilot schools conducted.	- Progress expected during year 2
	Revisions to reproductive and sexual health modules, based on assessment results, made.	- Progress expected during year 2
	Final modules that include recommendations for inclusion in the current primary school curriculum submitted to the MENFP for approval.	- Progress expected during year 2
6.3 MENFP's Plan for Production and Distribution of Reproductive and Sexual Health Curriculum Modules Developed	Plan for reproduction of materials developed that includes strategies for cost containment.	- Progress expected during year 3
	Plan for national distribution developed that includes delivery to all schools within on year, if not sooner.	- Progress expected during year 3
	National plan for reproduction and delivery submitted to Ministry of Education for approval.	- Progress expected during year 3

Requirement	Standards	Progress to Date
6.4 School Personnel Training Plan for Reproductive and Sexual Health Curriculum Modules Developed	National Teacher and School Director training plan that ensures training occurs within one year of approval of official reproduction and sexual health curriculum.	- Progress expected during year 3
	National School Inspector training plan that ensures training occurs within one year of approval of official reproduction and sexual health curriculum.	- Progress expected during year 3
7.0 Primary School Performance in Cluster Schools Improved		
7.1 School Support Material Package for Targeted School Delivered.	Primary school curriculum and teacher guides provided to 100% of the total number of targeted primary schools.	- Delayed due to postponed start of school year
	School supplies that include paper and pencils, at a minimum, are provided to 100% of targeted primary schools.	- Delayed due to postponed start of school year - Initial list of supplies to be provided to schools developed
7.2 School Support Training Package for Cluster Schools Delivered	90% of teachers are reported receiving in-service training aligned with certification requirements.	- Progress expected during year 3
	60% of teacher trained achieve Level 1 Certification.	- Progress expected during year 3
	95% of school directors are reported receiving training aligned with certification requirements.	- Progress expected during year 3
7.3 Primary School Math and Creole Reading in Cluster Schools Complemented by the Provision of Interactive Radio Instruction Programs	Delivery of IRI program for grades 2-4 in math and Creole reading in all cluster project schools.	- Attended IRI impact presentation organized by EDA - IRI materials received from EDA project for grades 2 to 4 - Distribution of materials delayed due to postponed start of school year; expected during next quarter - Meeting with DEF and Radio Educative to discuss broadcast options - Held meetings with FONHEP
	Personnel in 100% of cluster schools trained in use of IRI program.	- Progress to begin next quarter
	IRI program submitted to MENFP for official endorsement.	- Progress to begin next quarter

Requirement	Standards	Progress to Date
7.4 Grade One Access and Retention Program Implemented in Cluster Schools	Report on access to grade one reflects increase in cluster schools and is disaggregated by sex, age, school, and geographic area.	- Progress expected during year 2
	Report on drop-outs reflects decrease in cluster schools and is disaggregated by sex, age, school, and geographic area.	- Progress to begin during year 2
7.5 School Management Committees Assisted to Support Improved School Quality	40% of project primary schools have school management committees established by the end of year 1.	- Progress expected during year 1
	50% of the school management committees hold meetings to discuss a plan for improving school quality by end of year 1.	- Progress expected during year 1
	80% of project primary schools have school management committees established by the end of year 2.	- Progress to begin during year 1
	80% of school management committees trained in how to provide effective oversight for school improvements.	- Progress to begin during year 1
	50% of school management committees develop a school improvement plan.	- Progress to begin during year 1
	75% of school management committees with plans implement a school improvement project.	- Progress to begin during year 1
8.0 Student Performance in Cluster School Improved		
8.1 Reading Fluency and Comprehension in Early Grades Increased	EGRA baseline is conducted in 100% of cluster schools.	- Progress to begin next quarter
	EGRA baseline includes adequate sample size of comparable non-project schools.	- Progress to begin next quarter

Requirement	Standards	Progress to Date
	Annual EGRA conducted in cluster schools and comparable non-project schools.	- Progress to begin next quarter
	Results of EGRA reported to MENFP annually.	- Progress expected during year 1
8.2 Grade 5 and 6 Survival Rates Increased	Baseline data on grade 5 and 6 survival rates established for cluster schools.	- Progress expected during year 1
	Report Grade 5 and 6 survival rates for cohort grades (4 & 5) by end of Year 3	- Progress expected during year 3
8.3 Grade 6 Graduate Rate Increased	Baseline for grade 6.	- Progress to begin next quarter
	Grade 6 graduate rate as determined by results on primary school leaving examination, the CEP reported for 4th grade cohort by the end of year 3.	- Progress expected during year 3
9.0 Student Learning for Out-of-School Youth Improved		
9.1 Accelerated Learning Program for Out-of-School Youth in Geographic Target Areas Finalized and Delivered	EKLA Level 3 developed.	- Progress to begin next quarter
	EKLA Levels 1, 2, and3 piloted in selected geographic target areas.	- Progress to begin next quarter
	EKLA ALP program submitted to MENFP for approval.	- Progress expected during year 1
	Upon MENFP approval, EKLA is delivered in at least four of the eight geographic target zones.	- Progress expected during year 1
9.2 Primary School Equivalency for Out-of-School Youth in Geographic Target Areas Receiving the Accelerated Learning Program Achieved	EGRA baseline established for out-of-school target populations.	- Progress to begin next quarter
	Conduct annual EGRA.	- Progress expected during year 1
	At least 60% of youth participating in EKLA program read at Grade 6-level by the end of year 3.	- Progress expected during year 2
	Collect and report CEP pass rates for students receiving ALP.	- Progress expected during year 3

Requirement	Standards	Progress to Date
10.0 Haiti Business Community Supporting Education Improvements		
10.1 Mobilize the Haitian Business Community to Support Improving the Quality of Education in Haiti	Quarterly private public partnership coordination meetings held by MENFP and attended by representatives from the Haitian business community and donors.	- Progress to begin next quarter
	Regulatory framework for implementing private public partnerships established.	- Progress to begin during year 1
	600 scholarships supported from private sources by end of project.	- Progress expected during year 2
	At least 8 partnerships established between EFACAPs and Haitian private sector entities.	- Progress expected during year 2
	Successful private public partnership activities publicized.	- Progress expected during year 2
	At least 2 partnerships established between EFACAPs and Diaspora organizations.	- Progress expected during year 2

1.2 Progress to Date According to Performance Monitoring Plan

The PHARE Performance Monitoring Plan (PMP) has not yet been completed at the time of this report. Future quarterly progress report will reflect progress to date against the program's mandatory and custom indicators, as defined in the PMP.

The PHARE PMP is due to USAID in November 2008.

1.3 Detailed Narrative of Activities Accomplished During the Reporting Quarter, Including Identification of Problems or Delays and Suggested Ways Forward

Project Start-up

- PHARE technical and administrative staff for the Port-au-Prince office have been recruited and hired. The local staff team consisted of only 3 members in June. By September, the team grew to 17 with the majority of employee contracts negotiated between the months of July and September. Only three posts at Port-au-Prince Headquarters remain unfilled at the end of the reporting period: that of Finance Manager, Public Private Partnerships Specialist and a Monitoring and Evaluation Assistant. A candidate has been identified for the PPP post and interviews are currently being undertaken for the other two posts. It is expected that the Finance Manager and the Monitoring and Evaluation Assistant will be hired during the next quarter.
- The Port-au-Prince headquarters office has been set-up; all furniture and equipment are installed.
- The waiver request for the purchase of 10 vehicles was submitted to USAID for approval. Unfortunately, the delay in response caused setbacks and extended leases of needed vehicles.
- Security assessment of offices conducted.
- Sub-agreement finalized with TMG and CRS.

- Starting in October 2008, PHARE will focus on the establishment of regional offices and the recruitment of needed staff.
- The procurement of project vehicles (30 motorcycles and 1 vehicle) will be finalized during the next quarter.

Collaboration with MENFP and partners

- The PHARE project experienced a delayed start to collaboration with MENFP due to the uncertain political environment reigning during start-up. Changes in government were expected since April 2008 but confirmation of new Prime Minister and new cabinet, and thus the new Minister of Education, was only given in September 2008. The team adopted a strategy for interacting with the MENFP at several levels in an attempt to overcome this impasse and to further the planned activities. During the month of July, a meeting was held with Mr. Amary Joseph Noel of the Ministerial Cabinet during which the COP introduced the varying elements of the program. At the same time, the COP provided various officials, including Mr. Creutzer Mathurin of the Steering Committee

(Comité de Pilotage) and the Director General, with sets of project documents in French. The situation remained unchanged however until August 5 when the COP was advised to liaise with the Steering Committee which led to a fruitful meeting on August 19.

- Meetings held with 5 technical departments of MENFP as well as with Director General and Steering Committee.
- The COP attended GSE meetings in July and September; both meetings represented an excellent opportunity for an introduction of PHARE to other donors and for establishing a list of contacts.
- The COP, DCOP and the AIR Washington-based Program Manager introduced the PHARE project at a meeting with the Commission Présidentielle sur l'Education.
- The COP held meetings with other donors to discuss possible areas of collaboration and overlap:
    - Meeting with the IDB to discuss the development of the EMIS for the DPCE;
    - Meeting with the World Bank EFA team to discuss harmonization of activities and avoid duplication of efforts;
    - Meeting with PARQUE II during which it became apparent that there was would be little opportunity for collaboration with schools linked to PARQUE-supported EFACAPs;
    - Meeting with CIDA representatives who advised PHARE to work in BDS or BIZ rather than in EFACAPs because of their geographical closeness to schools;

- PHARE is planning a 3-day workshop scheduled during the month of October to discussion synergy between PHARE objectives and the MENFP's "Plan de Mise en Oeuvre" and to establish defined areas of collaboration.
- A Memorandum of Understanding between PHARE and MENFP is expected in November 2008.

Technical Activities

- One meeting held with the EDC led EDA project and two meetings held with FONHEP on IRI and EKLA components of the project. Before its closure EDC provided 7 sets of the IRI programs for grades 2 to 4 on CD and the printed accompanying materials for approximately 200 schools. However, materials have not been received for the EKLA programs. The lack of materials is delaying implementation and program development.
- A "Self-Assessment Guide for Institutional Strengthening and Capacity Building" was developed by the PHARE Senior Organization Development Specialist and shared with 5 technical directors of MENFP. However, the lack of recognition by the MENFP of the PHARE project design delayed implementation of self-assessment guide.
- PHARE received approval from USAID for additional funds for 20,000 scholarships in 250 schools during 2008-2009 school-year. AIR will collaborate with the Fonds de Parrainage National for the implementation of the scholarships program. The sub-agreement with FPN was approved by USAID in September for the "Rentrée Scolaire" scholarship program.
- August and September hurricanes delayed the start of school year and impeded the implementation of technical activities as regions of interventions were unreachable.

- The PHARE launch was delayed to October 2 due to inclement weather. The initial date for the official launch of the project was set for September 4 at the EFACAP at Kenscoff. A number of meetings took place in order to organize the launch, one of them at the site itself with the protocol and security personnel of the US Embassy and USAID. The PHARE team provided USAID with the factsheet and press release as requested on August 21.
- The PHARE technical team held phone conferences with AIR's Learning Standards and Assessment Specialist to discuss approaches and possible calendar of activities.
- AIR President and CEO, Sol Pelavin, presented the PHARE project during the Clinton Global Initiative conference in New York City the week of September 23. A commitment from AIR was made under PHARE Objective 10, Private Public Partnerships, for private donor support to schools.

- Short-Term Technical Assistance in EGRA and Standards-based activities are expected in November in Haiti; assistance to be provided by AIR home office team.
- Evaluation of certification project in Nippes to be conducted during next quarter.

1.5 Accrued Expenditures and Pipeline Report by Line Items May – September 2008

Contractor: American Institutes for Research (AIR)
Mission: USAID/Haiti
Contract No.: EDH-I-06-05-00025-00
Task Order No.: 06
Project Title: "Programme Haïtien d'Appui à la Réforme de l'Education (PHARE)"

Summary Annual Financial Report

Reporting Period: May 5, 2008 - September 30, 2008

PROJECT SUMMARY

	1	2	3	4	5 = (3+4)	6	7
Line Item	Ceiling Price	Obligated Amount	Expenditure to Date (9/30/2008)	Accrued Costs through 9/30/2008	Cumulative Expenditures through 9/30/2008	Obligated Balance Remaining	Remaining Balance
Basic Education	20,617,500	8,795,792	825,215	134,514	959,730	7,836,062	19,657,770
PEPFAR	1,628,245	990,000	0	0	0	990,000	1,628,245
Total	**$22,245,745**	**$9,785,792**	**$825,215**	**$134,514**	**$959,730**	**$8,826,062**	**$21,286,015**

Section 2: Planned Activities and Anticipated Expenditures for Next Quarter

2.1 Planned Activities for October – December 2008

Activities	Oct	Nov	Dec
Contractual Start-Up			
Conduct program launch with USAID			
Finalize Annual Implementation Plan			
Finalize Performance Monitoring Plan			
Start-Up of PHARE Headquarters Office in Haiti			
Purchase of project vehicles			
Start-Up of PHARE Regional Offices in Haiti			
Identify and sign lease for office space for PHARE regional offices			
Solicit quotations for office equipment and services			
Conduct procurement assessments for office equipment and services			
Select vendors and place orders			
Delivery of office equipment			
Post job recruitment advertisement in local newspapers for regional positions			
Review candidates and select individuals for regional staff positions			
Prepare local hire contracts			
Sign contracts with regional staff			
Programmatic Start-Up			
Result 1: HBE Project Successfully Launched and MENFP's Capacity Assessed			
Requirement 1.1: Project Stakeholders, Areas of Collaboration and Potential Conflict Identified			
Hold planning workshop with MENFP to introduce PHARE expected results, and to discuss collaboration with other donors, modalities of collaboration between PHARE/MENFP, and planned activities for the Annual Work Plan			
Identify areas of opportunities for collaboration with other donors and resolve potential conflicts			
Establish the PHARE Steering Committee			
Provide requested inputs to the USAID mission for the organization of the Launch			
Requirement 1.2: Capacity of Key MENFP's Technical Departments Assessed and Strengths and Weaknesses Identified			
Conduct the assessment in key technical departments of MENFP: DEF, DFP, DEAPP, DCQ, DCPE			
Submit a report presenting conclusions and recommendations of the assessment			
Hold workshop with MENFP General Director and technical departments to introduce the Standards-Based Approach			
Result 2: MENFP's Planning Capacity Strengthened			
Requirement 2.1: Institutional Capacity Strengthening Plan for MENFP Collaboratively Developed			
Establish arrangements for embedding PHARE technical advisors in targeted MENFP technical departments (see workshop in 1.1)			
Requirement 2.2: Service Delivery Plan for School Clusters Collaboratively Developed			
Identify key cluster-level training needs and priorities in collaboration			

Activities	Oct	Nov	Dec
with MENFP			
Develop Service Delivery Plan TOT and TOD components			
Develop Service Delivery Plan Community Education component s			
Develop training guides			→
Develop calendar for Service Delivery Plan			
Submit Service Delivery Plan to Minister of Education			→
Requirement 2.3.: Primary School Access and Retention Plan Collaboratively Developed			
Identify stakeholder group, including cluster school representatives, to participate in plan development			
Identify key needs and challenges in the cluster school areas to be addressed by the plan			
Develop appropriate intervention strategies and selection criteria			→
Result 3: PHARE School Cluster Component Launched			
Identify in collaboration with MENFP the EFACAPs which will serve as a focus for the PHARE clusters (see 1.1)			
Requirement 3.1: Primary School Clusters Collaboratively Selected			
Establish criteria for school selection in collaboration with MENFP			
Select PHARE schools (including public and non-public schools) collaboratively with MENFP /DEF and local structures			
Launch the clusters			
Requirement 3.2: School Management Identified and Assessed			
Identify existing school management committees			→
Assess school management committees' capacities			→
Result 4: Licensing, Certification, and Monitoring Capacity of MENFP Strengthened			
Analyze results of MENFP capacity assessment and develop plan for PHARE support to DAEPP planning needs			→
Requirement 4.1: MENFP's System to Regulate and License Non-public Schools Operational			
Evaluate Pilot Project in Nippes			
Review, in collaboration with DAEPP, licensing standards and develop standard operating procedures			
Develop, in collaboration with DAEPP, a training plan for introducing standard operating procedures to DAEPP staff			→
Result 5: Research and Analysis Capacity of MENFP Strengthened			
Requirement 5.1: MENFP DPCE Capacity to Conduct Research Developed			
Analyze results of MENFP capacity assessment and develop training plan for tracking, monitoring, and assessing policy reforms			→
Requirement 5.2: DEF Capacity to Implement and Analyze EGRA Developed			
Develop EGRA implementation plan and DEF EGRA-training plan in collaboration with MENFP			
Conduct training on sampling and instrument revision			
Requirement 5.3: Grade One student Performance Strategy Developed			
Conduct desk study of successful approaches for Grade One student performance			→
Result 6: Reproductive and Sexual Health Curriculum Modules Developed by MENFP and Stakeholders			
Requirement 6.1: MENFP School Health Unit Capacity to Analyze R&SH Materials Strengthened			
Hold initial meetings with School Health Unit and GOH's Multi-			

Activities	Oct	Nov	Dec
sectoral Committee on Integrated School Health			
Conduct background research on international best practices			→
Conduct review of existing reproductive and sexual health materials			→
Result 7: Primary School Performance in Cluster Schools Improved			
Requirement 7.1: School Support Material Package for Targeted Schools Delivered			
Identify, in collaboration with MENFP, contents for school support materials package			
Result 9: Student Learning for Out-of-School Youth Improved			
Requirement 9.1: Accelerated Learning Program for Out-of-School Youth in Geographic Target Areas Finalized and Delivered			
Identify community centers accessible to PHARE			
Develop plan for developing and piloting EKLA			
Result 10: Haitian Business Community Supporting Education Improvements			
Requirement 10.1: Mobilize the Haitian Business Community to Support Improving the Quality of Education in Haiti			
Identify key stakeholders in the Haitian business community			→
Begin developing regulatory framework in collaboration with ONAPE			→
Rentrée Scolaire: Scholarships			
Identify schools and students to receive scholarships during 2008-2009 school year			→
First scholarship disbursements			→

2.2 Anticipated Expenditures for October - December 2008

		ANTICIPATED EXPENDITURES (OCTOBER-DECEMBER 2008)							
		OCTOBER		NOVEMBER		DECEMBER		TOTAL	
No.		BASIC ED ($)	PEPFAR ($)	BASIC ED ($)	PEPFAR ($)	BASIC ED ($)	PEPFAR ($)	BASIC ED	PEPFAR ($)
1	DIRECT LABOR	79,853		71,487		74,449		225,789	0
2	OTHER DIRECT COSTS	351,260	31,398	700,955	31,398	554,655	31,398	1,606,870	94,194
3	INDIRECT COSTS	84,065	3,680	120,555	3,680	104,999	3,680	309,619	11,040
4	FIXED FEE								
5	TOTAL ANTICIPATED EXP.	515,178	35,078	892,997	35,078	734,103	35,078	2,142,278	105,234
6	OVERALL TOTAL BASIC EDUCATION AND PEPFAR								2,247,511

Section 3: Appendices

3.1 Appendix 1: Success Stories

Due to the delay in activities implementation, the PHARE Communications Specialist has yet to compile success stories from the project. It is expected that success stories will be developed and submitted to USAID during the next quarter.

3.2 Appendix 2: Cité Soleil Reporting/PEPFAR Reporting

September 2008 PEPFAR Annual program report (May – September 2008)

Results achieved *via your program's activities during the period of October 1, 2007 through September 30, 2008.*

The PHARE project, Programme Haïtien d'Appui à la Réforme de l'Education, began in May 2008. During the first two quarters, May-June and July-September 2008, activities focused on project start-up activities and introduction of project mandates to the Ministry of Education (MENFP).

Due to the uncertainty reigning at the MENFP over the choice of a possible new Minister of Education following the change in government, and the hurricanes that hit the island in August and September, PHARE implementation of activities were delayed. An annual implementation plan is due to USAID in October 2008 for both basic education and PEPFAR activities.

Despite the uncertainties and difficult working environment, PHARE partner, Catholic Relief Services, in collaboration with AIR, finalized the recruitment of the key manager for the PEPFAR life skills component of the project. The Life Skills Technical Advisor will be working closely with the MENFP Sexual Health Unit in the design of Sexual Reproductive Health modules for grades 1 to 9 to be integrated into the curriculum. The Life Skills Technical Advisor will begin in October 2008.

Required reporting indicators*: Use the attached form to provide data on all activities financed or co-financed by the PEPFAR initiative as an HIV/AIDS activity. Report numbers for all indicators that are applicable to your program, even if you did not receive specific PEPFAR funding for that program area.*

Reporting on indicators will be done during next reporting period.

Wrap around activities: *If your organization implements USG programs in other sectors or coordinates with other partners that implement these programs (e.g. agriculture, micro-finance, nutrition, food distribution, education, etc.) or use other donor funding (e.g. The Global Fund, Canadian Cooperation, UNICEF) to better serve clients supported by the PEPFAR program, please provide in narrative form a brief description of the activities implemented, and any results achieved, e.g., the number of HIV infected people reached by these non-PEPFAR activities.*

Not applicable

***For training activities**, please provide in your narrative report the following information for each of your training activities:*

Progress will be described during next reporting period.

***Financial Information** Financial information is mandatory for this report. Specific guidance will be provided on a separate communication by the USG financial team.*

	1	2	3	4	5 = (3+4)	6	7
Line Item	Ceiling Price	Obligated Amount	Expenditure to Date (9/30/2008)	Accrued Costs through 9/30/2008	Cumulative Expenditures through 9/30/2008	Obligated Balance Remaining	Remaining Balance
Direct Labor (including Fringe)	$152,978				$0		$152,978
For Other Direct Costs	$1,231,532				$0		$1,231,532
Indirect Costs	$173,619				$0		$173,619
Fixed Fee	$70,116				$0		$70,116
Total	$1,628,245	$990,000	$0	$0	$0	$990,000	$1,628,245

***Success stories**: Each organization may provide more than one success story. Each story should be no longer than 300 words each.*

Progress will be described during next reporting period.

3.3 Other Reports, studies, info as needed

CONSULTANT'S REPORT

OBSERVATIONS AND SUGGESTIONS TO FRACILITATE THE IMPLEMENTATION OF THE "PHARE" PROGRAM'S INSTITUTIONAL STRENGTHENING ACTIVITIES

Draft Prepared by:

John Dalton
Senior Institutional Development Specialist
The Mitchell Group

SEPTEMBER 2008

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Executive Summary

USAID's *Programme Haitien d'Appui a la Reforme de l'Education* (PHARE) is being implemented by the American Institutes of Research (AIR) with technical contributions provided by Catholic Relief Services (CRS) and The Mitchell Group (TMG). This consortium is responsible for developing and implementing a broad range of interventions that will enable the Ministry of National Education and Vocational Training (MENFP – Ministere de L'Education et de la Formation Professionnelle) in Haiti to pursue the following objectives:

1. Improving capacity for planning, coordination, delivery, monitoring and evaluation of school services;
2. Regulating non-public schools through licensing of teachers and school directors;
3. Improving professional development of teachers and school directors through training;
4. Increasing education access for out-of-school and at-risk children and youth;
5. Developing and integrating age-appropriate reproductive and sexual health topics into the primary school curriculum; and
6. Engaging the Haiti business community to support education improvements.

One of the key strategies for accomplishing these objectives, as well as numerous sub-objectives and other associated activities, is to utilize the planned programmatic interventions as an opportunity also to strengthen MENFP's capacity at all levels, according to defined needs. Institutional strengthening, therefore, is directed linked to USAID, MENFP, and PHARE objectives. It is not an end in itself.

One of the other key variables that the PHARE program must recognize is the leadership role of the MENFP, as evidenced by the following preconditions:

- act within the parameters set by the PNEF and the draft Haiti EFA Strategy;
- use and coordinate with existing MENFP structures (e.g. inspectors, EFACAP networks);
- conform to MENFP regulations and standards;
- adopt and employ uniform approaches consistent with MENFP programs (e.g., teacher certification programs);
- plan and conduct activities with the full participation and approval of the MENFP; and,
- recognize fully the role and authority of the MENFP in planning, program development, supervision/monitoring and assessment of the education sector as a whole, including the public and non-public sub-sectors.

Within this framework, TMG deployed John Dalton as a Senior Institutional Development Specialist to assess institutional needs and prepare a plan for institutional strengthening. This document presents the results of that seven (7) week consultancy and transmits an institutional strengthening plan, which includes:

1. A standardized, uniform methodology to enable the MENFP, as represented initially by five key Directorates, to assess its own institutional needs and then incorporate capacity building efforts as an element of enhanced, PHARE-supported service delivery programs.
2. Training materials to enable the PHARE team to institutionalize a process that will help to build skills at PHARE and MENFP.
3. A basic, short-term institutional development work plan and task sequence for PHARE professionals.
4. Guidelines and concepts related to institutional strengthening (e.g., planning, training, and monitoring) presented as short topic overviews to build the competence and confidence of PHARE program professionals.
5. Other observations and recommendations.

These accomplishments are described and documented on the following pages. Copies of key deliverables, listed at Annex 1 have been presented separately.

These outputs are consistent with the Terms of Reference, which consisted of the following eight points:

1. Become acquainted with the various planning, and implementation documents associated with PHARE.

2. Become acquainted with the various documents related to MENFP's management and administration.

3. Develop tools and a participatory process that would enable MENFP to define its institutional development priorities.

4. Transfer the tools developed above to the PHARE team.

5. Assist in organizing and participating in meetings with MENFP stake-holders and start a process that would enable them to identify problems and make recommendations.

6. Assist in compiling and reviewing results from these meetings.

7. Develop a plan for institutional strengthening in consultation with MENFP.

8. Assist PHARE in other ways that may be required.

Because of the lack of "ownership" by MENFP of PHARE, itself, especially for a process involving fundamental changes such as those envisaged by a broad institutional strengthening initiative such as the one defined in the AIR proposal, the opportunity to meet with MENFP counterparts was limited to introductory meetings rather than the in-depth, joint meetings that

had been anticipated by steps 5, 6 and 7 above. Initially an off-site, 2-3 day "approbation" meeting between MENFP and PHARE was scheduled for the first week in August. Due to lack of commitment from MENFP that important session was postponed (now tentatively planned for late September). After several weeks of delay a general meeting was held on August 19, at which the consultant made the central presentation on the topic of institutional strengthening.

Similarly, the purpose of institutional strengthening, and the means of achieving it, may not yet be fully appreciated by the PHARE team. This is due, in no small part, to the possibility that individual team members may have their own unique interpretation of the proposal's purpose and content.

Thanks and acknowledgements

The consultant worked as a member of the PHARE team, participating in planning sessions and providing suggestions and recommendations to reinforce the capacity of the PHARE program itself, including structure, management, service delivery and systems issues. The support of the senior management team (the COP Jean-Georges deHasse and DCOP Harold Narcisse) as well as the "pioneers", Jacques Reid and Raoul Fleurima who were already working when I arrived, is most appreciated. A special thanks for Jacques Reid for his skillful assistance in helping to translate and format the *"Self-Assessment Guide for Institutional Strengthening and Capacity Building"*. The administrative staff, including the Administrator herself, the financial and clerical staff under her supervision, as well as the drivers, were always ready to provide assistance.

1.0 Institutional strengthening as a strategy for sustainability

1.1 Coherence between PHARE and other initiatives

One of the core principles of the PHARE program, USAID's major educational intervention with MENFP, is that institutional strengthening is essential for sustaining the substantive educational initiatives to be implemented during the PHARE program (e.g., learning standards, EGRA, licensing). This strategy of combining substantive and process initiatives into a single package recognizes that the MENFP: a) is a very weak and highly vulnerable institution, b) has a poor record of sustainability for many past donor-supported initiatives, and c) lacks financial and human resources, among other concerns. By combining "what" is done with a specific set of actions to improve "how" it is done, the prospects for sustained reform will be improved.

Institutional strengthening is not, however, USAID's exclusive domain. Over the past decade the global initiative, Education For All, has also concentrated on the need for stronger educational institutions at all levels as a means meet its objectives concerning access, quality, performance management, and governance. The MENFP is fully aware of this approach to institutional strengthening and, for consistency, expects any other initiative to conform to it. Similarly, bi-lateral funding for institutional strengthening, especially from CIDA, is often used

to obtain a foothold at MENFP to affect policy and management changes. Currently, CIDA has an institutional strengthening initiative and is planning a more substantive program in the near future. Consistency, and hopefully cooperation and collaboration, with these, and other, other institutional strengthening efforts will be essential for PHARE.

Within that framework, the consultant developed a process for PHARE that was consistent with the Education for All institutional strengthening principles and, which, could be adapted to other initiatives launched by other donors. In fact, the process contained in the *"Self-Assessment Guide for Institutional Strengthening and Capacity Building"* – the main output of this consultancy may be seen as a way of operationalizing the relevant steps contained in the Education for All Fast Track Initiative: such as:

- Evaluate the deficits (gaps) in capacity
- Elaborate a strategy for institutional strengthening: mobilize resources and fix priorities
- Develop a mechanism for monitoring and evaluating the institutional strengthening process.

The consultant's recommendations are totally consistent with these standard principles and, in fact, move beyond them through the introduction of forms and procedures that will enable PHARE and MENFP to jointly evolve capacity building solutions.

The forms and procedures contained in the *"Self-Assessment Guide for Institutional Strengthening and Capacity Building"* are also very flexible. They may be adapted, as needed, to assure consistency with similar initiatives proposed by other donors. Toward that end, the Guide should be shared with other donor organizations and their consultants BEFORE they launch their own initiatives.

1.2 Characteristics of the Guide

Consistent with the overall strategy of the PHARE program, which is to use "standard" methodologies as a way to assure consistency and promote performance evaluation, the Guide has been prepared to be:

- Standardized – So as to assure that the same process is used in each of the target Directorates (i.e., DEF, DFP, DAEPP, DCPE and DCQ) the consultant developed a standard process, which has been incorporate into a document that can be used as a tool for facilitated self-assessment as well as for training PHARE and MENFP staff. This uniformity of approach may produce different outputs, but the standard categories will assure economies of scale and enable consistent evaluation of results.

- Participatory – The Guide is specifically NOT a procedure for conducting a diagnostic by external experts, the traditional approach used to identify "needs". Rather the Guide proposes a participatory approach in which the MENFP's concerned Directors,

individually and, as a group, define their own institutional strengthening priorities and then propose strategic interventions to produce the desired results.

- Supportive – The Guide is also a training and capacity building tool for the PHARE team members. Institutional strengthening activities require an understanding of public administration, strategic planning, performance management, and similar management practices. The list of 98 best practices in public management contained in the Guide's checklist will provide a useful tool by which PHARE professionals may become more informed about the coverage and content of the institutional strengthening process.

1.3 The institutional strengthening process

A ten step approach is recommended as the means of initiating and completing an effective institutional strengthening process, as follows:

1. Introduce a standard framework for institutional analysis.
2. Demonstrate how the planned activities of PHARE "fit" into this standard framework.
3. Identify the Directorates at MENFP responsible for the defined activities
4. Identify the levels within each Directorate at MENFP responsible for planning, managing, implementing, or supervising defined activities
5. Identify objectives for each Directorate
6. Conduct a SWOT analysis
7. Prepare a realistic annual plan for each Directorate.
8. Develop a realistic budget for each Directorate
9. Conduct a plan reconciliation and coordination meeting and, after approval, commence implementation.
10. Monitor and report progress; take corrective action, as needed.

This standardized, 10-step approach is summarized below and further elaborated in the *"Self-Assessment Guide for Institutional Strengthening and Capacity Building."*

- STEP 1 - Introduce a standard framework for institutional analysis.

The consultant has proposed a process called "12-S" to identify the uniform coverage of the institutional strengthening effort. The 12 – "S's" are as follows:

Fundamental Institutional Components	**Performance Guidelines for the Institutional Components**	**Plan for Institutional Performance**	**Targets/Beneficiaries for Institutional Performance**	**Feedback Mechanism To Measure Institutional Performance**
1. Statutes 2. Services			9. Schools	

3. Structure 4. Supplies 5. Systems 6. Staff	7. Standards	8. Strategy	10. Students 11. Society	12. Synthesis

This will apply initially to the five target Directorates in MENFP, but could be expanded to include all Ministry Offices (e.g., ONAPE) and other Directorates, as well as at deconcentrated levels where a coordinated plan for all Ministry functions may be developed.

- STEP 2 – Demonstrate how the planned activities of PHARE "fit" into this standard framework.

The PHARE program has proposed a broad range of initiatives that could have a great impact on the quality and coverage of educational services, the development of new systems and procedures and, to institutionalize each of these, an institutional strengthening program.

- STEP 3 – Identify the Directorates at MENFP responsible for the defined activities

To assure that the Ministry and its implementing units accept responsibility for each of these activities a methodology has been devised to identify specifically which Directorate will be responsible for planning and implementing each of the proposed interventions.

- STEP 4 – Identify the levels within each Directorate at MENFP responsible for planning, managing, implementing, or supervising defined activities

Once each Directorate has accepted its responsibility for specific PHARE programs, it will be necessary for that Directorate to then identify the specific responsibilities that are, or will be, implemented at each de-concentrated level of administration: i.e., central office, department, district, zone, school. The type of activities to be implemented (e.g., planning, data consolidation, inspection) will need to be clearly defined so that the proper intervention – from training to systems development – may be planned and implemented.

- STEP 5 – Identify objectives for each Directorate

The common understanding between PHARE and MENFP about joint implementation of defined programs and the identification of the roles and responsibilities at each level, prepares the way for a strategic planning process that begins with the identification of specific objectives for each Directorate, one of which MUST BE institutional strengthening. In September 2008, it is recommended that PHARE adopt the existing 2008 – 2009 objectives of the MENFP and simply record this information on the forms provided. The sole new area of emphasis will be for the institutional strengthening objective, a new dimension for each Directorate.

In subsequent years, commencing in June, a more intensive process may be initiated in which the basic strategic planning process – described below - may be implemented, resulting in a more integrated set of objectives and a plan for institutional strengthening.

- STEP 6 – Conduct a SWOT analysis

For each defined objective, PHARE and MENFP will jointly conduct a separate strategic assessment of the strengths, weaknesses, opportunities and threats that the implementing agency must take into account and then use as the basis for developing a strategic approach to pursue each objective. One of the specific tools provided in the Guide is a checklist of best practices in public administration for each of the institutional components of the 12-S process. In that way, the strategy will be focused on specific "strengths and weaknesses".

- STEP 7 – Prepare a realistic annual plan for each Directorate.
- STEP 8 - Develop a realistic budget for each Directorate

After a strategic intervention has been identified for each objective of each Directorate, an integrated annual plan and budget will be developed. Although these are separately identified as individual steps in the overall process, they are likely to be prepared concurrently in order to assure that funds are available to pursue the defined objective. An important feature of the planning and budgeting process is the identification of planned results as well as quantitative performance indicators for each. With this feature added to the plan the ability to monitor progress and evaluate performance will be greatly enhanced.

- STEP 9 – Conduct a reconciliation and coordination meeting and, after approval, commence implementation.

Since the annual plan for each Directorate will include a specific objective called institutional strengthening, it is assumed that there will be common areas (for example, staff development through training) where it will be possible for PHARE-MENFP to achieve maximum impact through a single intervention. These economies of operations will be identified when the Directors meet as a team to review their plans and compare their priorities for institutional strengthening.

- STEP 10 – Monitor and report progress; take corrective action, as needed.

In addition to the very simple progress monitoring form provided in the Guide, PHARE will design and implement a comprehensive monitoring and evaluation program. In that regard the actual monitoring of both progress and performance according to the planned results and the associated indicators contained in the annual plan will be conducted much more thoroughly than what is provided in the Guide.

By implementing a standardized system - in a uniform manner - over a specific time period, PHARE will be able to develop and implement a targeted program of institutional strengthening at the MENFP.

2.0 Developing and implementing standards

In addition to programs that strengthen capacity, there will be several PHARE initiatives that are intended to create competence and capacity in areas where none currently exists. This condition applies to several services and systems but, most importantly, it will apply to the use of standards. "Standards" is a term that is used in various similar, but not exactly the same, ways. This is apparent in the AIR proposal as well as in the USAID documents.

Since there is no single definition that will apply exactly to each situation where standards may be needed, I shared with the PHARE team a concept paper that included the following guidance.

- Improved service delivery by the MENFP according to agreed standards (these are called "service standards")

- Improved and standard administration of agreed services by selected Directorates at each level of performance (these are called "standard operating procedures")

- Licensing of schools and certification of teachers, principals and teachers based on conformance with agreed standards of competence or capacity (these are also called "competency or capacity standards")

- Improved performance by students, teachers and schools according to agreed standards (these are called "learning standards" or "performance standards")

Before, discussing these topics further, it may be useful to establish an historical framework for the development and evolution of the "standards movement" in education (notably in the USA but also in most education projects funded by the World Bank). Over the past two decades, the question *"what should a child know and be able to do"* became the central focus of educational leaders. The need to address this question in all its dimensions led down two paths: one devoted to pre-definition of specific learning standards followed by statistical measurement of actual performance (the OUTCOMES approach) and another devoted to developing the attributes, skills and general competency of students (the PROCESS approach). Although both have advanced to some extent, the adoption of specific learning standards and benchmarks (the OUTCOMES path) has become the predominant manifestation of the standards movement in education. This approach to standard setting and measurement has been endorsed and implemented by the US Department of Education and is used as part of the "No Child Left Behind" mega-program. In summary and for ease of understanding by the PHARE team, the

adoption of clear, measurable standards and post-learning tests constitutes the standards movement in education and for the PHARE program.

Even earlier, and with perhaps even more coverage and acceptance, was a general, multi-discipline standards movement in which Governments of all types and sizes have attempted to use service standards as a way to strengthen the overall governance framework (i.e., by building trust through transparency) while also controlling costs of service delivery. That program is part of a trend toward defining specific OUTPUTS that would be provided to a defined set of beneficiaries and then communicating those standards to the general population.

Both the educational OUTCOMES approach and the broader OUTPUTS approach demand rigorous data collection, reporting and monitoring. Without this ability to compare: the past with the present, program A to program B, district 1 to district 2, school x to school y, the standards movement, whether in education or in government loses value. Data is the mothers' milk of both standards movements. Accordingly, it is essential to have in place, not just the means of collecting the data but also a strong and inescapable commitment by leaders to use the data for decision making (e.g., planning, funding, training, sanctions).

A word of caution about how the collected, analyzed and reported data may need to regularly challenged by PHARE program specialists. In many instances (and one of the reasons why some of these "standards" initiatives have been either abandoned or scaled back) the OUTCOMES data is often a proxy for some other variable, whether poverty, demography, family status, or culture. Observed differences between students and schools often had little to do with student learning, teacher competence or other educational factors. Rather they measured other conditions that affected learning (e.g., early age parental reading). Similarly, the OUTPUTS approach to standard setting often did not account for "capacity" (i.e., clear statutory authority, specific service definitions – including management services, vertically-integrated organization structures, staff competence, integrity of systems) when monitoring, evaluating and comparing performance. And the role of leadership and strategy was often un-measured in either the OUTCOMES or OUTPUTS approach.

The PHARE program involves both OUTPUTS and OUTCOMES. It will require a transformation of the institution – MENFP - to provide better outputs so as to produce better outcomes. The institutional strengthening efforts of PHARE are a means to assure that outputs lead to more useful outcomes. The implementation of learning standards, for example, will depend on service standards that motivate more effective management, strengthen capacity (i.e., statutes, services, structures, supplies, staffing, and systems) and are guided by a strategy that encompasses both OUTCOMES and OUTPUTS.

2.1 Develop a typology of standards

2.1.1 Service standards

The primary focus of the institutional capacity building consultancy was the following: developing/strengthening/creating the capacity of the MENFP to produce quality outputs that contribute to better outcomes for schools, students and society. One of the specific requirements of the recommended process is to identify the planned service results…the outputs—for each objective for each Directorate. For sustainability purposes, this new methodology will need to be an integral part of the MENFP's internal management approach.

The recommended methodology does not presume to replace the standard, government-wide approach for budgeting, accounting and general management that applies to all Ministries and Agencies in the Haitian Government. Rather it proposes a methodology that will add clarity and specificity to the internal education program planning, budgeting and implementation procedures of the MENFP. Poor (some would say non-existent) planning is one of the greatest weaknesses of the MENFP, and its lack may account for many of its other poor performance indicators. Consequently, the culmination of the capacity building methodology is an annual action plan and budget for concerned Directorates. Planning must drive the institutional strengthening process.

Service standards typically use the following measures:

- levels of service
- timeliness
- responsiveness
- quality
- efficiency
- effectiveness
- unit cost

2.1.2 Standard operating procedures

To promote uniformity in the manner of administering and delivering services, step-by-step procedural guides are prepared and promulgated as a "standard" operating procedure. These can be very useful in establishing consistent actions by all those involved in a multi-level, multi-step procedure carried out by staff with different skills and experiences. However, standard operating procedures (SOPs) work best when compliance and efficiency are the goals. When actions and decisions involve discretionary authority, SOPs may be too rigid and non-productive, since considerable energy may be devoted to circumventing the rules.

The types of documents that may be found in SOPs are:

- rules
- procedures
- checklists
- forms
- guidelines

2.1.3 Competency/Capacity standards

Standards under this heading typically apply to both the criteria for entry (e.g., certification of teachers/principals and licensing of schools) as well as the means of appraising/evaluating performance. These competency/capacity standards are closely aligned with OUTCOME standards (i.e., student learning) but utilize factors uniquely appropriate to their specific areas. Unfortunately (and incorrectly, I propose) many performance appraisal systems project student learning outcomes onto either the school or the teacher/principal, assuming that student performance is attributable to these external factors. PHARE should guard against this type of confusion.

Developing standard procedures for applying competency/capacity standards will require close coordination between the technical specialists and the capacity building team. In addition, the decentralized "school support" staff will need to provide continuous feedback about the actual conditions on the ground so that the recommended standards are honed and shaped to bring about real change.

PHARE will propose standards for schools, teachers and principals/directors. Among the most important factors typically used for licensing and certification are the following:

- Schools
  - school buildings
  - classrooms
  - facilities (e.g, gymnasia, health office, restrooms)
  - equipment, especially computers
  - furniture
  - materials
  -other resources

- Teachers
  - educational attainment
  - evaluations of past performance
  -length of service
  - other relevant training or preparation
  - other applicable skills (e.g., art, dance, vocational skills)

- Principals/Directors
  - educational attainment
  - experience as a manager
  - length of service in comparable positions
  - level of investment (for school operators)

2.1.4 Performance standards

Since the objective of the PHARE program is to create an "evidence-based" educational system in Haiti that will conform to uniform and universal standards of performance, a very significant transfer of competence from the PHARE program to the MENFP will be needed. Perhaps the most critical intervention will be the development by PHARE and MENFP of a system for monitoring and evaluating progress and results based on quantitative performance indicators. In addition, the PHARE program must recognize, and perhaps even adopt, the performance indicators developed by other donor-assisted programs which have been accepted by MENFP.

The coverage of the performance management system could include the following factors for each component:

Schools
- graduation rates
- drop-out rates/persistence
- test scores

Teachers
- attendance
- classroom performance
- command of curriculum

Directors
- leadership
- management
- communication

Students
- learning
- reading
- general achievement
- test scores

This is a huge challenge.

3.0 A strategic focus for PHARE

3.1 Conduct a SWOT analysis

A 'strategy" is a means of achieving a specific purpose in light of two variables: the resources available and the obstacles to be overcome. This short definition makes it clear that any plan, methodology, or approach which proposes to be a "*strategic*" way of achieving something specific, must reflect an in-depth prior consideration of all resource issues as well as a recognition and understanding of the factors that could prevent its achievement, even if resources are available.

Once the PHARE objectives and planned results have been defined (i.e., the specific purpose) PHARE should carry out a SWOT Analysis. *(SWOT is an acronym meaning Strengths and Weaknesses; Opportunities and Threats. Strengths and weakness are internal factors, while Opportunities and Threats are aspects of the external environment that could affect prospects for success).*

The SWOT for each PHARE objective then becomes a basis for determining whether there is a positive balance of "resources" available after identifying and measuring internal strengths and weaknesses. This is not merely a list…it is a balance sheet of sorts and answers the question…*"**with the resources available or obtainable does PHARE actually have the means of pursuing this objective"?*** The answer to that question must be tempered by the second part of the SWOT, which looks at the Opportunities and Threats in the external environment that will counter the residual net balance of Strengths and Weaknesses. That reality check answers the question***…"will PHARE resources outweigh the obstacles we face and is there enough positive energy available to enable our resources to be effective"***. Based on the answers to those questions PHARE will be able to develop a more practical, implement-able strategy that has the potential to achieve success.

3.2 PHARE needs to plan and act strategically

The PHARE program is not yet "strategic". Planned results have not yet been defined based on a clear understanding of the resources that may be available to achieve them. In fact, the opposite is true for activities related to institutional strengthening: the anticipated interventions have no specific resources allocated for their attainment.

The new institutional arrangement for PHARE (2 groups and 3 units) represents an opportunity to align PHARE's structure with both: a) USAID's broad and challenging mandate, including its 10 point results framework and b) AIR's proposal that offered a unifying principle – standards – as the way to meet USAID's conditions while also reinforcing MENFP's institutional capacity.

These organizational units have been named as follows:

GAM: Groupe d'Appui MENFP
GAT: Groupe d'Appui Terrain
USE: Unite de Suivi et Evaluation
UCP: Unite Communication et Partenariat
UGAF:Unite de Gestion Administrative et Financiere

I am suggesting to the COP that each of the PHARE organizational units should prepare a strategic plan – not an "action" plan, which in PHARE terms seems to be a long list of minor activities unrelated to any real purpose - based on its own internal capacity (number and skills of assigned personnel as well as available resources) to pursue USAID's objectives. This emphasis on strategic choices will force each organizational entity to be realistic about planned results while enabling program management to achieve a greater level of accountability for performance.

3.2 Using the strategic planning tools

The consultant's *"Self-Assessment Guide for Institutional Strengthening and Capacity Building"* contains a planning methodology for the MENFP. The plan follows a SWOT analysis so that resources are a key consideration in plan preparation. The consultant recommends that each PHARE unit prepare a 3 year strategic plan using the forms provided. Current PHARE planning is not focused on results. The recommended process entails a more rigorous approach, including specifically the identification of three-year results and performance indicators.

In addition, by using the recommended strategic planning process the entire PHARE team will be introduced to the methodology for institutional strengthening of MENFP. While the primary responsibility for institutional strengthening will still rest with the GAM team, each other unit must be aware of the institutional impacts of their own programs. For example:

> The GAT will need to assess the decentralized institutional requirements needed for the vertical integration and management of educational programs. Teacher certification; school licensing; data generation, reporting and management; IRI; performance appraisals; and inspection will require a clear map of decentralized functions and responsibilities and specific interventions to improve operations and promote sustainability. By developing three-year, results-based strategic plans that assess the capacity of MENFP to sustain PHARE initiatives the GAT will be better able to deliver its own programs as well as guiding GAM specialists to priority areas for institutional strengthening. (*Ideally, the consultant would have initiated this activity during this first phase of work. However, relations with the MENFP had not yet evolved to a point where that would have been permitted or productive).*
>
> The USE's monitoring and evaluation responsibilities also pre-suppose extensive capacity development in the field. By requiring the development of a strategic plan, the USE will be able to distinguish those activities that are MENFP-related (such as

developing an effective framework for data collection and analysis) from those that are required for PHARE's own management purposes.

A similar observation may be made about the UCP, since communications' capacity at MENFP will require a well-planned strategic (i.e., practical in light of resources) intervention to create capacity to use media more effectively.

The consultant recommends that by the end of September, 2008 all PHARE units should have prepared for the COP's review a three year strategic plan using the process and format contained in the Guide.

4.0 Use training as an implementation strategy not a "perq"

4.1 Performance based training

Once 3 year strategic plans are developed for PHARE and corresponding one year plans are developed for each of the five Directorates at MENFP the types of planned interventions by PHARE can be identified more clearly. One of these interventions is training. Training could be an effective tool for building capacity at MENFP, especially when there is a direct connection between the training offered and the specific work of MENFP – PHARE to be accomplished.

This type of training, i.e., directly linked to planned results, is called performance-based training. Performance-based training accelerates the pace of change in situations where the planned results are defined and the trainers understand what the trainees need to do in order to achieve these results. When the results are not clear, or if either the trainee or the trainer is not clear about the steps to be taken to achieve the planned results, performance-based training may not be effective. But when the conditions exist – or can be created in a short time – performance based training has a much greater return on investment than knowledge-based training. Adult learners also find performance-based training an effective use of their time since it has direct application to workplace needs.

Accordingly, PHARE should adopt a performance-based-training standard and assure that training modules are developed to support the introduction of new systems or procedures. As institutional strengthening plans are prepared by MENFP and strategic implementation plans are prepared by PHARE, it will be possible for PHARE professionals to develop (or refine) their associated training programs. This will be the most effective way to assure that training is actually performance-based. That is to say: "Do the plan, define the desired result, train to help achieve the results."

In that context, therefore, performance-based training is always planned and scheduled after the Directorate action plans have been prepared and approved. It becomes a tool for implementation. Training programs will, therefore, enable a Directorate to achieve its objectives and planned results. Training on general topics by outside experts will not contribute directly to

a performance-based, results-oriented program, which PHARE must be in order to be successful.

4.2 Re-examine and re-allocate the training budget

Conferences, meetings, training and other information-sharing events are a key part of the AIR proposal. In some cases these events are intended to emphasize the importance of the issues to be discussed, e.g., standards, teacher certification, etc. With an effective communication strategy and plan closely linked to these events, the benefits may exceed the costs. But this concept must be defended in light of two factors: 1) no funds are available specifically for institutional strengthening and 2) MENFP leaders have indicated that they have no interest in conducting a mere "exercise" to define unfunded needs.

Reallocating money out of the budget should not be too difficult. There appear to be items that would be difficult to justify such as incentive payments or other perquisites that could be more productively spent in other areas. A full review of all line items in the total budget should be able to identify a reallocation target of say, $375,000 ($125,000 for each of three years).

5.0 Mobilize resources

5.1 Present USAID with a SAF proposal

Special Activity Funds (SAF) are a very useful and practical tool, if authorized by USAID, to mobilize resources for initiatives that support program objectives. A SAF for Haiti, where conditions on the ground are very changeable, would be easily justified and very effective.

The SAF that the consultant proposes would provide the disbursement mechanism for the reallocated savings (see 4.2 above) and thereby provide funds to "incentivize" institutional strengthening and improve prospects for action and sustainability. By using a SAF to facilitate the manner of obligating and committing funds to PHARE objectives, there is greater likelihood that progress in this area can be obtained.

Therefore, I am recommending that the contractor, through the COP and others, develop and submit a proposal to create a SAF, primarily for institutional strengthening activities but for other worthy objectives, as well.

5.2 Develop a program to attract private capital to primary education

Involving the Haitian business community to support Government-sponsored primary education is more challenging than engaging that sector in efforts to strengthen secondary or vocational education where the direct link between schools and employment can be described and demonstrated. In addition, it may be argued that the private sector is already deeply involved in support to primary education through the network of private schools that operate

in Haiti. Finally, efforts to obtain funding from the private sector need to be carefully crafted so as to show quick results – and thereby encourage broader and more sustained participation by other private sector individual and companies. One-off, ad-hoc efforts are not likely to be sustainable.

Accordingly, the PHARE program needs to develop a "tool kit" of initiatives that will be geared to a target audience interested in primary education in Haiti. Each tool (e.g., diaspora meetings, donation of used computers, internships) must encourage private sector participation (PPP) in primary education. In many other countries the private sector has been oriented to equipping schools, hosting or covering the cost of field trips or other educational supplements, participating in "career days", or making direct contributions to specific schools. Whatever the tool selected, however, it is very important – from PHARE's perspective – to align public-private partnership activities with primary education rather than with a system-wide approach.

The consultant recommends this targeted effort because it has direct implications for institutional strengthening strategies. Each additional resources contributed by the private sector will need to be managed in a careful, transparent and results-oriented manner. This requires systems, staffing and service coordination to cite just the obvious linkages. In addition, it requires a review of accounting and accountability procedures and assurances that the benefits of the contributed resources affect the students. Any hint of corruption could kill the PPP baby in its cradle.

6.0 Other considerations

6.1 Decentralization

The PHARE program – initially at the policy level by the COP and then operationally by the GAT team - should look for opportunities to align its locally-administered education efforts with other decentralization and local government development efforts by USAID and other donors. Centralization of authority and decision-making, as well as the absence of effective local funding or participatory mechanisms has traditionally been structural impediments to education reform. Advocating policies and practices that will bring about more local (both governmental and private) responsibility, accountability and funding will create space for a more comprehensive and realistic discussion about Education for All in Haiti.

6.2 Public and educational administration

Reinforcing capacity means reinforcing capacity in the fields of public and educational administration. PHARE's experience and expertise in these disciplines seems to be very thin. With the exception of the GAM team leader, it appears that the knowledge, skills and experience to design and implement capacity building measures may not be sufficient for such an integral initiative as capacity strengthening in five Directorates at multiple levels. The

solution may be to recruit individuals for the PPP position that can make a substantive contribution in this area as well.

6.3 The PHARE mission

In conclusion, I believe that it is critical to the success of the PHARE program that all members of the team understand uniformly what the program aims to achieve. This foundation needs to be created, regularly verified, and demonstrated by specific actions that can be evaluated in this context.

ANNEX 1

Deliverables/Outputs Produced

1. *"Self-Assessment Guide for Institutional Strengthening and Capacity Building"*
2. Summary Presentation
3. Power Point Presentation to the Ministry of Education
4. Training Guide for PHARE
5. Occasional Papers
    a. Strategic Planning
    b. Matrix Management
    c. Performance-based Training
    d. Monitoring
6. Planning and Implementation Guidelines

MINISTRY OF EDUCATION AND VOCATIONAL TRAINING

A Uniform System for Self-Directed Institutional Strengthening in Haiti's Ministry of Education and Vocational Training

July 2008

This Guide will enable teams of educational specialists from the Ministry of Education and Vocational Training (MENFP) in Haiti and PHARE professionals to employ a uniform, standardized, and transparent process to identify opportunities for institutional strengthening, service improvement, and standard setting. Students, teachers, administrators, parents, and business leaders will be able to see a marked, measured improvement in the overall quality of educational services and performance when the activities emanating from this process are fully achieved.
The planning and management tools contained in this Guide are intended for annual, and sometimes more frequent, application so that the process itself is ingrained into the finance and management cycles of the MENFP.

As a precondition to the introduction of the framework for institutional analysis, PHARE and MENFP should accomplish the following:

- Obtain approval and commitment ("appropriation") from the Minister and other key MENFP officials to employ the procedure for institutional strengthening contained in this Guide and to work closely with PHARE on a collaborative and coordinated approach to implementation.
- Appoint a Leadership Committee/Committee on Standards, to guide a process leading to an action plan and budget that will be totally consistent with MENFP priorities, the principles of Education for All, and the strategic direction of the MENFP.
- Agree on a timetable of participatory, consultative meetings with the Leadership Committee/Committee on Standards and, subsequently at each of the five target Directorates: DAEPP, DEF, DFP, DPCE, and DCQ
- Establish a final review and confirmation meeting to review the results of a process that will establish shared objectives for PHARE and MENFP, including specifically an institutional strengthening objective.

The standardized process follows this sequence:

STEP 1 - Introduce a standard framework for institutional analysis.
STEP 2 – Demonstrate how the planned activities of PHARE "fit" into this standard framework.
STEP 3 – Identify the Directorates at MENFP responsible for the defined activities
STEP 4 – Identify the levels within each Directorate at MENFP responsible for planning, managing, implementing, or supervising defined activities
STEP 5 – Identify objectives for each Directorate
STEP 6 – Conduct a SWOT analysis
STEP 7 – Prepare a realistic annual plan for each Directorate.
STEP 8 - Prepare a realistic budget for each Directorate
STEP 9– Hold a plan reconciliation and coordination meeting and, after approval, commence implementation.
STEP 10 – Report progress and take corrective action, as needed.

This Guide explains each of these steps and provides the forms and procedures to implement the actions associated with each step.
STEP 1: Introduce a standard framework for institutional analysis and performance improvement

A standard framework has been provided to assure consistency among each MENFP Division involved in the process of defining achievable objectives and then crafting a plan to achieve the planned results. The five concerned MENFP Divisions are DAEPP, DEF, DFP, DPCE, and DCQ. However, since the

process is a standardized institutional strengthening framework, all other Divisions and levels may utilize the same process and tools to define their strengths and weaknesses and develop action plans.

The specific framework is presented on the following page. It is called the 12-S process (in English) and is a useful term to assure that all twelve items are covered during the course of the planning process.

The 12 – "S's" are as follows:

Fundamental Institutional Components	**Performance Guidelines for the Institutional Components**	**Plan for Institutional Performance**	**Targets/Beneficiaries for Institutional Performance**	**Feedback Mechanism To Measure Institutional Performance**
1. Statutes 2. Services 3. Structure 4. Supplies 5. Systems 6. Staff	7. Standards	8. Strategy	9. Schools 10. Students 11. Society	12. Synthesis

The MENFP will use this framework to assure that planning and implementation in all target Directorates are following a uniform process. This will apply initially to the five target Directorates in MENFP, but could be expanded to include all Ministry Offices (e.g., ONAPE) and other Directorates, as well as at deconcentrated levels where a coordinated plan for all Ministry functions may be developed.

FRAMEWORK FOR INSTITUTIONAL ANALYSIS

STEP 2: Demonstrate how the planned activities of PHARE "fit" into this standard framework

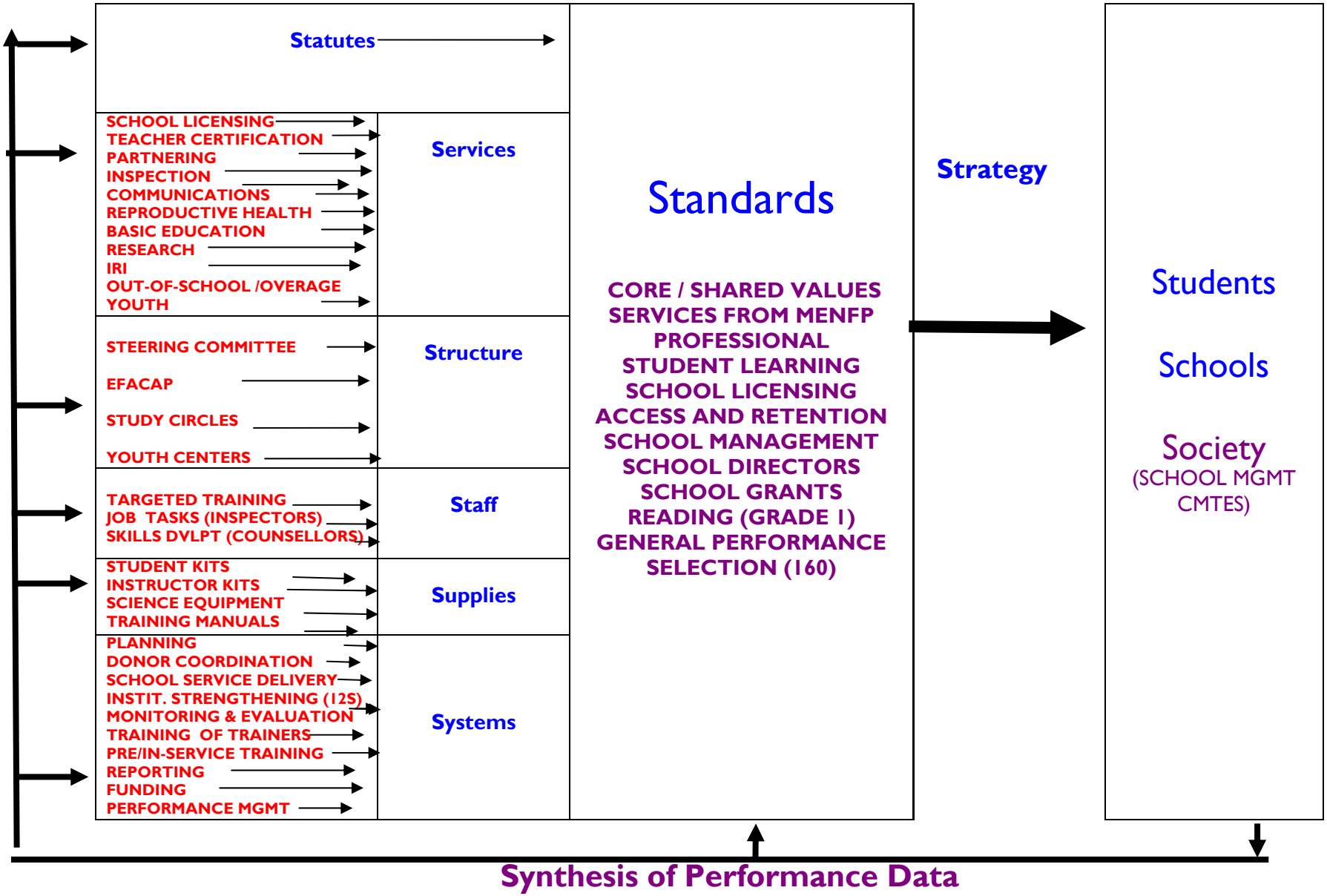
The PHARE project will provide support and/or invest in strengthening each of the 12-S items, as depicted on the following page. The range of support and investment reveals a comprehensive effort to assist the MENFP to develop the capacity to more effectively serve the entire education sector in ways that build the trust of those served and demonstrate competencies that will encourage potential partners in the business community to more fully engage with MENFP.

PHARE's planned contribution to MENFP's fundamental institutional components of statutes, services, structure, staff, supplies, and systems is extensive. In addition, one of the key strategic elements of the PHARE project is the use of "standards", i.e., uniform and measurable criteria to guide service delivery and evaluate service impact. Standards are a means of strengthening the MENFP's evolving process of self-improvement and creating a means of evaluating its performance. Finally, a strategic approach will be developed for each of the five target Directorates within MENFP. These Directorate strategies will be derived from MENFP's global; strategy for education in Haiti. This is consistent with MENFP's principles, as follows:

- Work within the parameters set by the PENF and the draft Haiti EFA strategy
- Use and coordinate with existing MENFP structures
- Conform to MENFP regulations and standards
- Adopt and employ uniform approaches consistent with MENFP programs
- Plan and conduct activities with the full participation and approval of the MENFP
- Fully recognize and accept the role and authority of the MENFP in planning, program development, supervision/monitoring and assessment of the education sector as a whole, including public and non-public sub-sectors

The recommended approach – participatory, inclusive, uniform – will facilitate the development of plans and strategies that can lead to accelerated action, higher quality performance and, eventually, development of a coordinated and cohesive national educational program.

12-S: Un Processus Stratégique pour Realiser le Coordination entre **MENFP** et le **Projet Phare**



STEP 3 – Identify the Directorates and levels at MENFP responsible for planning, managing, and implementing defined activities

PHARE will help to develop the capacity of five "institutions" within the MENFP:

DAEPP Direction d'Appui a l'Enseignement Prive et du Partenariat
DCQ Direction du Curriculum et de la Qualite
DEF Direction de l'Enseignement Fondamental
DPCE Direction de la Planification et de la Cooperation Externe
DFP Direction de la Formation Professionnelle

In STEP 2, above, PHARE inputs were aligned with the key institutional components of the MENFP, not with the individual targeted Directorates. Therefore, by working collaboratively with a small team of MENFP professionals – the Leadership Committee/ Committee on Standards - PHARE professionals will assist in aligning inputs with a specific Directorate.

In many cases, several MENFP Directorates will need to work together to convert PHARE inputs into the intended results. This shared responsibility will be noted on the form provided, with "P" denoting primary responsibility and "S" used to denote a supportive role.

Some of the planned PHARE interventions represent new challenges for the MENFP. Most important of these are standard setting and data management/reporting. Since these tasks will depend on the design and implementation of a uniform approach, it is assumed that these tasks will require new management skills at the central office level of MENFP. The Leadership Committee/Standards Committee, using this process of allocating responsibilities among the five target Directorates, will identify those tasks that do not fall within their mandate. These "orphans" will require more analysis to determine how they should be implemented within the existing framework.

The Leadership Committee/Committee on Standards will need to be expanded in future years to include representatives from other sectors, such as private school directors, private businessmen/businesswomen, NGO's, other concerned civil society organizations. In that way the annual action planning, plan reconciliation, and budgeting can be more effectively coordinated.

DES RESPONSIBILITES

Each of the proposed PHARE inputs will be implemented by one (or more) of the five identified MENFP entities. The MENFP team, in collaboration with PHARE professionals, will be guided to "accept" their role as primary implementer. If responsibility for implementation is shared between entities, the primary entity will be noted and others will be assigned a complementary role.

PHARE INPUTS	DAEPP	DEF	DPCE	DCQ	DFP
SCHOOL LICENSING					
TEACHER CERTIFICATION					
PARTNERING WITH PRIVATE SECTOR					
INSPECTION					
COMMUNICATIONS					
REPRODUCTIVE HEALTH					
BASIC EDUCATION					
RESEARCH					
IRI					
OUT-OF-SCHOOL/ OVERAGE YOUTH					
STEERING COMMITTEE					
EFACAP STRENGTHENING					
STUDY CIRCLES					
YOUTH CENTERS					
TARGETED TRAINING					
JOB TASKS (INSPECTORS)					
SKILLS DVLPT (COUNSELLORS)					
STUDENT KITS					
INSTRUCTOR KITS					
SCIENCE EQUIPMENT					
TRAINING MANUALS					
DONOR COORDINATION					
SCHOOL SERVICE DELIVERY					
INSTITUTIONAL. STRENGTHENING					
MONITORING & EVALUATION					
TRAINING OF TRAINERS					
PRE/IN-SERVICE TRAINING					
REPORTING					

PHARE INPUTS	DAEPP	DEF	DPCE	DCQ	DFP
FUNDING					
PERFORMANCE MGMT					
CORE / SHARED VALUES					
SERVICES FROM MENFP					
PROFESSIONAL					
STUDENT LEARNING					
SCHOOL LICENSING					
ACCESS AND RETENTION					
SCHOOL MANAGEMENT					
SCHOOL DIRECTORS					
SCHOOL GRANTS					
READING (GRADE 1)					
GENERAL PERFORMANCE					
SELECTION (160)					

STEP 4 – Identify the levels within each Divisions at MENFP responsible for planning, managing, implementing, or supervising defined activities

After the five entities have accepted responsibility for each of the proposed PHARE inputs, and the PHARE team has agreed that this distribution is valid, the PHARE professional staff will meet independently with each of the Divisions and identify the levels at which the MENFP proposes to conduct the defined activities. Generally the planning and monitoring will be centralized and the supervision and implementation – the actual delivery of service – will be through some deconcentrated/decentralized unit of the responsible entity.

Identifying the distribution of roles within each Division is a key input to the strategic planning steps that will follow.

It is proposed that the PHARE team – not just the embedded staff – meet with each Directorate both to assure that crosscutting and shared activities are defined, but also to gain a comprehensive understanding of the entire PHARE project. Building this foundation among all the professional staff will pay dividends as PHARE moves into more detailed stages of implementation.

At the same session where the levels are being defined, it will be necessary to collect certain baseline data about schools and student enrollments, at minimum for the 8 areas where PHARE will be active. This data will help in the following stages of analysis, especially during the assessment of strengths and weaknesses for each Directorate and its capacity to deliver quality services throughout the country.

INSTITUTIONAL LEVEL FOR SERVICE DELIVERY IN HAITI

List the agreed PHARE inputs under each of the target MENFP "Directions". The PHARE team will then meet with the Director and other selected staff to identify the general roles for each of its deconcentrated/decentralized levels.

ENTITY	NIVEAU				
	Centre	Departement	District	Zone	Ecole
DAEPP					
DEF					
DPCE					
DCQ					
DFP					

PRIMARY SCHOOLS BY DEPARTEMENT

This data will help to determine the scope and scale of the planned PHARE – MENFP activities

DEPARTEMENTS	PUBLIC PRIMARY SCHOOLS	NON-PUBLIC PRIMARY SCHOOLS			
Port au Prince					
St. Marc					
Petit Goave					
Gonaives					
Les Cayes					
Cap Haitien					
Montrouis					
Limbe					
TOTAL					
Rest of the System					
TOTAL					

STUDENT ENROLLMENT BY DEPARTEMENT /PRIMARY SCHOOLS

This data will enable the PHARE/MENFP combined team to correlate roles with capacities on the ground

DEPARTEMENTS	**ENROLLED IN PUBLIC SCHOOLS**	**ENROLLED IN NON-PUBLIC SCHOOLS**			
		Private	Religious	Community	Communal
Port au Prince					
St. Marc					
Petit Goave					
Gonaives					
Les Cayes					
Cap Haitien					
Montrouis					
Limbe					
TOTAL					
Rest of the System					
TOTAL					

ADMINISTRATIVE PERSONNEL AND TEACHERS BY DEPARTEMENT
This data will enable and facilitate more in-depth analysis of capacity

DEPARTEMENTS	ADMINISTRATORS	PUBLIC SCHOOL TEACHERS	NON-PUBLIC SCHOOL TEACHERS
Port au Prince			
St. Marc			
Petit Goave			
Gonaives			
Les Cayes			
Cap Haitien			
Montrouis			
Limbe			
TOTAL			
Rest of the System			
TOTAL			

STEP 5 – Identify objectives for each Division

After the initial allocation of activities to Directorate has been achieved and the inventory of schools and students in the target area has been completed, the PHARE-MENFP team will now identify 2 - 3 key objectives for each Division. The intention is to work with each Directorate to focus on priority objectives that are **SMART**, an acronym that means that each objective must be: **S**pecific, **M**easurable, **A**chievable, **R**esults-based, and **T**ime-bound.

Specific means that the objective relates directly to the mandate of the Direstorate, not general goals or principles
Measurable means that the objective can be objectively defined in quantitative terms, or subjected to a uniform test.
Achievable means that the objective is within the competence and capacity of the Directorate

Results-based means that the objective has an educational purpose
Time-bound means that the objective must have a clear deadline or time-period for its achievement.

The PHARE- MENFP team must be very clear about these objectives. Once candidate objectives have been defined they will be subject to a detailed SWOT analysis and further refined. However, for the SWOT to serve its intended purpose, the initial selection of candidate objectives must conform to SMART principles.

The process of selecting appropriate objectives should take into account the wide range of "objectives" contained in other planning documents. For example, Education for All has proposed a set of macro-objectives that may be used as a point of reference. In addition, the MENFP has published educational goals and objectives in the PNEF and then again in its Strategy. The PHARE project also has its objectives, intended both to energize concerned MENFP Directorates as well as to set the baseline against which performance may be measured.

As a guide for setting objectives for each of the five target Directorates. These reference points are provided on the following page

CANDIDATE OBJECTIVES

Education for All/Haiti	PHARE	PNEF	Others

STEP 6 – Conduct a SWOT analysis

After objectives have been recommended, the PHARE-MENFP team will conduct a SWOT analysis on EACH objective. The SWOT technique is a very useful introduction to strategic planning at the Directorate level. It will enable the joint PHARE-MENFP team to achieve greater clarity about what will be done and in what sequence.

However, many SWOT analyses fail to develop effective strategies for two major reasons: First, the SWOT analysis is not focused on accomplishing specific objectives. This often leads to strategies that are not designed to achieve a purpose other than institutional strengthening. Secondly, the internal assessment of "strengths" and "weaknesses" are often based on general impressions of perceived "deficits" not on an analytical approach that defines internal strengths and weaknesses against defined standards.

The SWOT analysis proposed for use by the PHARE-MENFP team will have the following characteristics:

- The SWOT analysis will be based on specific objectives, jointly developed by the PHARE-MENFP team
- A standardized self-assessment checklist will be used as a tool to clearly identify internal strengths and weaknesses and target strengthening activities while also enabling more realistic planning and resource mobilization to achieve the standards proposed for service delivery.
- An institutional strengthening index will be completed to facilitate measurement of progress during the course of the PHARE project since this assessment should be conducted annually.

In addition to the above identification of internal strengths and weaknesses, the SWOT methodology also takes into account how external factors may either provide opportunities or pose threats that could affect then ability of a Directorate to achieve its objectives. Although this may lead, inevitably, to the introduction of some subjectivity, the fact that these external factors are considered in relation to the achievement of specific objectives will introduce more realism into the SWOT process. The five external factors that will be considered are: financial, economic, social, institutional (for Government as a whole), and political

The definition of Strengths, Weaknesses, Opportunities and Threats will be done in a workshop setting. The process will be facilitated by PHARE professional staff, who will assist in explaining the checklists and helping to record the results. The work itself – the SWOT assessment - will be performed by MENFP, in keeping with the expressed principles of MENFP that it should play the lead role in developing priorities and plans of action.

SCHEMA POUR FAIRE L'ANALYSE DE "SWOT"

This summary posting sheet is used to record the decisions reached by MENFP professionals.

FACTORS	STRENGTHS/FORCES		WEAKNESSES/FAIBLESSES
STATUTES SERVICES STRUCTURE STAFF SUPPLIES SYSTEMS STANDARDS STRATEGIES			
	OPPORTUNITIES/OPPORTUNITES		THREATS/MENACES
FINANCIAL ECONOMIC SOCIAL LEGAL INSTITUTIONAL POLITICAL			

Self-Rating System to Identify MENFP Performance Gaps

SCORE EACH FACTOR WITH A "1" IF IT NEEDS IMPROVEMENT OR NEEDS TO BE IMPLEMENTED OR A "O" IF IT IS WORKING EFFECTIVELY OR IS NOT A PRIORITY AT THIS TIME

These Policies, Principles, and Practices Promote Effective Performance	Exists Works Effectively	Exists **Needs Improvement**	Does Not Exist. **Needed**	Does Not Exist. Not Needed	**SCORE**
STATUTES AND REGULATIONS					
1. The enabling law of MENFP and this Department is clear and sufficient concerning its lawful authority and responsibility to deliver specific services.					
2. Written policies and regulations are used by MENFP management and this Department to communicate service levels and assign responsibilities for implementation.					
3 Delegation of authority and responsibility within the Department are made through written regulations or operational order and published/posted conspicuously.					
4. Personnel policies, including the right to appeal, are clear, formalized, published/posted, and uniformly applied					
5. Budget policies and guidelines are clear, formalized, published/posted, and uniformly applied					
6. Accounting policies and procedures are clear, formalized, published/posted and uniformly applied.					
7. The public's right to have access to information is a clear, written policy of the MENFP. A public information officer or similar has the specific delegated authority to release public documents, subject to specific, defined conditions only.					
8. The Minister is responsible, by law, for informing the public of the MENFP's progress and results.					
TOTALS					

These Policies, Principles, and Practices Promote Effective Performance	Exists Works Effectively	Exists **Needs Improvement**	Does Not Exist. **Needed**	Does Not Exist. Not Needed	**SCORE**
SERVICES					
1. Educational service priorities have been established, and standards for delivering defined services have been developed through a consultative process that includes principals and teachers.					
2. Service levels for MENFP, its Departments and all levels of education have been adopted and published					
3. The commitment of the MENFP to provide student-focused, quality service is communicated from senior management to all employees.					
4. Administrators and teachers are trained, monitored, and recognized for delivering quality services.					
5 Service descriptions are posted at all service delivery locations (central departments, district and zonal offices) and at all schools.					
TOTALS					
STANDARDS					
1. Educational services are standardized and expressed in quantifiable and measurable terms.					
2. Service standards are monitored by the MENFP and adjusted at least annually.					
3. Services delivered (e.g., # of hours of instruction) and associated unit cost data are reported to appropriate Government authorities and to the public.					
4. Services are delivered in the most cost-efficient and effective manner, considering the needs of schools, teachers and students.					
5. Service standards for all levels and all schools are transparent (i.e., parents and students know what they need to do to obtain the service and what rights they have to obtain the services offered).					
6. Schools are certified and licensed according to clear standards of performance.					
7. Administrators and teachers who fail to meet the defined standard are recognized as non-performers by their peers; poor performance is reported					

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by peers to supervisors. Poor performance may be the basis for dismissal.					
TOTALS					
STRUCTURE					
1. The organization structure of the MENFP (or the authority to create one or adapt it to new conditions) is defined by law and is appropriate to the service delivery requirements.					
2. The organization structure is documented, including any decentralized offices, and a copy of the organization chart ("organogram") is made available to all staff and posted at all MENFP offices and at all schools.					
3. The services to be delivered are clearly linked to the organizational structure (i.e., there is no duplication, overlap or unclear assignment) to assure responsible, accountable management.					
4. Vertical and horizontal management and supervisory responsibilities and reporting relationships within the established MENFP hierarchy and that of this Department are clearly defined and accurate.					
5. Decentralized offices are under the direct control of one technical manager with delegated authority to act on behalf of the MENFP.					
TOTALS					
SYSTEMS					
1. In general, all management_systems are documented (in manuals) so that MENFP staff can easily follow the flow.					
2. Systems are designed so as to require the least number of steps to achieve a result. Timeliness is a design value.					
3. Whenever possible service delivery management systems are computerized and operated by trained employees.					
4. To the extent possible e-mail is used for two-way information sharing and communications, with a policy and strategy in place at the MENFP to expand electronic communications.					
5. Senior managers are systems-oriented and computer literate. Computer					

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literacy is a factor in recruitment and promotion in MENFP.					
TOTALS					
Planning					
1. Annual action plans for each Department are prepared and approved by the Department Head, DG, and Minister prior to July 31st of the plan year.					
2. Annual plans are results-based, i.e., they are designed to accomplish defined, achievable objectives.					
3. Annual plans indicate who/what office will be responsible for achieving the defined results					
4. The format for annual action plans and budgets is uniform for all MENFP Departments.					
5. Annual plans include all of the resource commitments from the Government as well as all donors.					
6. Each activity/task in each Departmental annual plan has an individual assigned by name, who is responsible for its implementation and is accountable for results.					
TOTALS					
Budgeting					
1. The budget for each Departmental action plan includes cost estimates for priority activities and funding commitment from all sources.					
2. The Department's budget for its annual action plan has an "Activity" line item, including funding commitments, for the following 4 key activities : training, data management, research/measurement, and reporting.					
3. The Department's annual work plan and budget, including the 4 key activities noted above, is reviewed with key external partners and a signed agreement is obtained to document their intention to provide funding/support to the Department.					
4. The approved Department budget is posted and a copy is provided to all employees…preferably by electronic means.					

These Policies, Principles, and Practices Promote Effective Performance	Exists Works Effectively	Exists **Needs Improvement**	Does Not Exist. **Needed**	Does Not Exist. Not Needed	**SCORE**
5. A copy of the total "gross" Department budget, including all outside sources of funding, is provided to all partners, donors, and grantors so as to avoid duplication and/or conflict.					
TOTALS					
Communications					
1. School fees are defined, publicized/posted, and communicated by all available means (including the web)					
2. Positive articles (i.e., success stories) are prepared internally and published as news (not paid advertising) in local media					
3. Top management shares information about the policies, challenges, successes of the MENFP and its Departments with partners and Government officials.					
4. An informative, user friendly web page has been developed and is maintained/updated so as facilitate teacher, parent, student and partner access to information.					
5. Brochures, handouts and other information-sharing materials are prepared and distributed to partners.					
TOTALS					
Services/Complaints Processing					
1. Comments and complaints by service beneficiaries (e.g., parents, teacher, non-public school representatives) are proactively requested by the Minister, Department Head and other senior staff at central, regional, district and zonal levels.					
2. Standard procedures exist to enable top MENFP management to solicit, record, analyze, and respond to all comments and complaints, from whatever source.					
3. Satisfaction surveys are conducted by Departmental staff and the analyzed data is submitted to the Minister and other senior managers.					
4. Service beneficiaries – parents and students - are provided with telephone					

These Policies, Principles, and Practices Promote Effective Performance	Exists Works Effectively	Exists **Needs Improvement**	Does Not Exist. **Needed**	Does Not Exist. Not Needed	**SCORE**
numbers and other information about "How-To" submit a comment or complaint to MENFP and its Departments.					
5. All comments and complaints are documented, summarized for reporting, and its receipt by MENFP is acknowledged to the person who submitted it.					
TOTALS					
Accounting Controls					
1. "Budget-to-actual" financial reports are prepared on a quarterly basis and reviewed by top MENFP management.					
2. All expenditures must be consistent with and recorded against an approved budget activity.					
3. Departmental management correlate the budget data with their own annual work plans and budgets.					
4. Authority to expend funds and the actual approving documents for expenditures are transparent and subject to co-signature controls (i.e., no single individual can authorize an expenditure, sign a check or approve any commitment document).					
5. All revenues are documented (i.e., verified by receipts), posted daily, and reported monthly to the Head of Department and Minister.					
6. Irregularities in either the process or the amount of any individual transaction are documented by the MENFP's senior financial officer and communicated to the Minister and Head of the Department					
7. Accounting records (including all source documents) are maintained on-site for a minimum of three years. Appropriate space and facilities are made available for this task.					
TOTALS					
Grants/Donor Coordination					
1. Donor funds, whether in the form of budgetary support or funds expended on behalf of the MENFP are subject to the same control, documentation, and procedure as other MENFP funds.					

These Policies, Principles, and Practices Promote Effective Performance	Exists Works Effectively	Exists **Needs Improvement**	Does Not Exist. **Needed**	Does Not Exist. Not Needed	**SCORE**
2. A written MENFP policy requires that donor programs supplement and support the core mission and strategy of the MENFP.					
3. Programs and activities funded by donors are implemented transparently and according to contract.					
4. Travel, training opportunities, and other benefits are invested in the MENFP organization by allocating them on the basis of merit to individuals who will return the most benefit to the MENFP and its beneficiaries.					
5. Financial records of donor-funded projects are required from the donors and then posted/published quarterly by the MENFP.					
TOTALS					
Management Reporting					
1. The Head of Department demands monthly reports from mid-level managers and deconcentrated supervisors that track progress toward defined objectives contained in the annual action plan and budget.					
2. Reports are standardized as to form and quantitative as to content, with explanatory text minimized					
3. The Minister and other MENFP senior managers meet at least monthly to review progress reports and propose corrective action.					
4. Quarterly progress reports, summarizing the results of individual monthly reports are published/posted and provided to partners.					
5. Annual statistical and progress reports are published by the MENFP and provided to partners.					
TOTALS					
Procurement					
1. All purchases of goods and services, including those funded by donors, are made through a transparent, competitive process (including sealed bids when appropriate).					
2. MENFP participates in all tendering, selection and procurement decisions.					
2. An MENFP policy exists, and is rigorously implemented, concerning conflicts					

These Policies, Principles, and Practices Promote Effective Performance	Exists Works Effectively	Exists **Needs Improvement**	Does Not Exist. **Needed**	Does Not Exist. Not Needed	**SCORE**
of interest, nepotism and cronyism related to purchases of goods and services.					
3. The lowest, responsive bid is always selected to deliver the goods or provide the services to MENFP.					
4. Past performance records of all bidders and vendors is maintained.					
5. Vendors with poor past performance records may be blacklisted.					
TOTALS					
Human Resources/Personnel Management					
1. The MENFP has a HR policy that is consistent with national law but seeks also to emphasize open, advertised, competitive, and merit based approaches to appointment and promotion in order to attract and retain the best qualified teachers and administrators.					
2. All new teachers receive induction training that includes service delivery (Pedagogy), as well as student-centered learning.					
3. Teachers are certified based on standards related to academic achievements, classroom performance and tested competency.					
4. The MENFP promotes on the basis of merit and the potential contribution of the appointee to achieving MENFP goals. Duration of tenure is a secondary factor.					
5. Appointments to supervisory positions or above are audited.					
6. Rewards, commendations and similar recognition programs exist and are supported by the Minister.					
Management Auditing					
1. The MENFP regularly (e.g., 3 times /year) conducts internal management audits to identify financial irregularities, management problems, deficiencies in teacher performance and issues related to student learning (e.g., time-on-task, teacher absenteeism).					
2. Findings are reviewed by the Minister, reviewed with Department Directors, and then published/posted conspicuously to inform all staff.					
3. Financial audits of revenues/receipts are conducted monthly.					

These Policies, Principles, and Practices Promote Effective Performance	Exists Works Effectively	Exists **Needs Improvement**	Does Not Exist. **Needed**	Does Not Exist. Not Needed	**SCORE**
TOTALS					
SUPPLIES					
1. Sufficient computers, printers and other technology tools exist and are operational so as to facilitate productive work and internal communication.					
2. Basic materials are available to enable staff to do their work efficiently and effectively.					
3. Supplies intended for distribution to schools are inventoried, stored in a safe place and released under strict property management controls.					
4. Requests from schools for supplies are treated as a priority and are attended to promptly.					
5. School inventories of supplies are required annually, before the start of each school year.					
STAFF					
1. Job descriptions containing clearly defined duties and reporting relationships exist for all positions, including central and deconcentrated staff					
2.. MENFP has – and follows - a clear and transparent policy that appointment and promotion of staff will be on the basis of merit and suitability for the position to be filled					
3. Management decisions on personnel are documented and published in a MENFP "gazette" or similar					
4. Staffing levels are formally and uniformly assessed regularly (e.g., 2 times/year) and adjusted according to demand and service requirements.					
5. Staff assigned to an organizational entity at any level (e.g., Department, District, Zone) report to and are accountable to the head of that entity.					
6. All employees – including teachers and administrators - are trained to deliver the defined services in a student-centered, customer-oriented and ethical manner.					
7. The performance of teachers and principals is appraised formally, openly, and accurately against defined outputs and performance levels. Student					

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performance (scores, drop-out rates, etc.) is a means of evaluating competence of teachers and leadership of the principal.					
8. Teachers' contribution to improving classroom performance (by, for example, augmenting the standard curriculum with innovative materials or techniques) is recognized and rewarded via the performance appraisal process.					
9. Education champions are identified and rewarded for their integrity, competence, commitment and the performance of their students.					
TOTALS					
STRATEGY					
1. An accurate, realistic and current five year strategic plan exists for the MENFP and each Department that considers both obstacles and resources available to achieve the vision.					
2. Standards, and performance indicators have been developed and adopted as a means of promoting accountability for service delivery.					
3. Partnerships with NGOs, CSOs, or other professional associations/groups have been formalized.					
TOTALS					

SUMMARY RECORD OF INSTITUTIONAL STRENGTHENING OPPORTUNITIES

FACTORS	A SCORE	B Number of Policies, Principles and Practices	C Institutional Needs Index (A/B)
STATUTES AND REGULATIONS		**8**	
SERVICES		**5**	
STANDARDS		**7**	
STRUCTURE		**5**	
SYSTEMS		**5**	
• Planning		**6**	
• Budgeting		**5**	
• Communications		**5**	
• Services/Complaints Processing		**5**	
• Accounting/Control		**7**	
• Grants/Donor Coordination		**5**	
• Management Reporting		**5**	
• Procurement		**5**	
• Human Resources/Personnel Management		**6**	
• Management Auditing		**3**	
STAFF		**9**	
STRATEGY		**3**	
TOTALS		**93**	

STEP 7 – Prepare a realistic annual plan for each Division.

PHARE professionals should first determine if each of the Directorates has already developed an annual plan and budget, and whether it covers both an institutional strengthening component as well as an action plan tied to service delivery. Those two objectives – what to do and how to do it – are central to the process contained in this guide. Strengthening an institution to DO something – plan, manage, delivery services – is the key objective. If the Directorate has an existing annual plan it may be a fairly simple process for the PHARE-MENFP team to reformat the existing plan and then filling in the gaps to meet the agreed objectives. It may also be preferable to make incremental changes in the format this year and concentrate instead on the actual service delivery…the substantive work is more important than the format of the plan.

If, however, no plan exists, the recommended methodology and plan format will be very useful.

The format for the annual plan and budget are designed to capture information from the previous analyses – e.g., the SWOT, the Institutional Strengthening checklist, the allocation of PHARE tasks/inputs to MENFP Directorates – and develop a plan for each objective that identifies the planned results and allocates available funds to their achievement. PHARE professionals will need to know how much the project has budgeted for each of the planned activities so that the budget matches the aspirations of the MENFP Directorates. PHARE professionals will need to be prepared and informed so that the planning process does not create frustration of having a theoretical, un-implementable plan and budget.

Note that an institutional strengthening activity is required as an activity under each objective. This is to assure that the Technical Directorates strive to improve the service delivery system at that same time that service standards are being used to allocate resources and implement planned activities. This dual approach, i.e., carry out institutional strengthening as a component of the joint PHARE-MENFP basic education program will provide the basis for a continuous performance improvement effort that will improve MENFP's capacity to manage the education program in Haiti.

PHARE – MENFP Planning Framework for 2008-2011

Directorate: _____

Objectives to be achieved this period (2008 – 2011):
1.
2.
3.
4.
5. **INSTITUTIONAL STRENGTHENING**
Key Factors Affecting Implementation (Refer to SWOT)

Summary of Activities in 2008/2009 to Pursue Objectives

Objective:

2008-2009 Activities	Title/ Description	Planned Results

Institutional Strengthening Activities for 2008/2009

Component (What)	Activities (How)	Standards (When/How Much)	Implementer (Who)
Statutes - Law and Regulation			
Structure - Organization and Management			
Systems and Procedures			
Staffing and Skills			
Services and Programs			

Component (What)	Activities (How)	Standards (When/How Much)	Implementer (Who)
Standards of Performance			
Strategy			
Summary of Planned Results: 1. 2. 3. 4. 5.		Quantitative Indicators	

MENFP ACTION PLAN PER DIRECTORATE FOR 2008

Directorate: _____

Objective:

	Activities	S	O	N	D	J	F	M	A	M	J	J	A	Responsible
1														
2														
3														
4														
5														
6														
7														

STEP 8 – Prepare a realistic budget for each Directorate

This step is conducted in concert with STEP 7, which should result in an annual plan for the Directorate based on the objectives defined as a result of the SWOT analysis. Determining that resources are available to implement the plan is a reality check on the overall process. Direct budgetary support from the Government is programmed by Directorate. Based on the objectives and planned accomplishments, the first requirement is to allocate resources to the defined objectives. Usually, this will be well below what is needed to meet the required standards.

Fortunately, other sources of funds, including PHARE, will be available to enable MENFP to pursue its objectives. Usually these funds will not be in the form of budgetary support (a direct infusion of cash

into the MENFP budget, but, rather, is spent by the donor on activities that support the mission of the MENFP.

In the past, there was not a single, cohesive, comprehensive and standardized gross budget document that was inclusive of all funding available for educational purposes. This initiative is therefore intended to support MENFP's objective of increasing its command over the individual funding sources that support education in Haiti.

Collecting data from all donors and then allocating it to activities within each of the five target entities will require close cooperation between the Ministry of Finance and the Ministry and its Technical Directorates, especially the Direction de Planification et Cooperation Externe. This activity may take several weeks to complete, but should not be an impediment to implementing other parts of the institutional strengthening program at MENFP.

INTEGRATED ACTIVITY BUDGET PER DIRECTORATE

DIRECTORATE: _____

OBJECTIVE:

LINE ITEMS/ACTIVITIES	GOH	OTHER SOURCES					TOTAL	UNITS OF SERVICE

STEP 9 Hold a plan reconciliation and coordination meeting and, after approval, commence implementation

After all of the previous steps have been completed, the Leadership Committee/Committee on Standards will need to review the five standardized, but separate, plans developed by the Technical Directorates. The purpose of this reconciliation exercise is:

- Identify possible conflict, duplication, or overlap among the five annual action plans and their related objectives.
- Improve coordination and task sequencing among the programs to be launched.
- Focus attention on the institutional strengthening activities proposed by each of the Technical Directorates and identify commonalities and potential for joint action to improve the statutes, structures, systems, staff, standards and strategies proposed.

A small roundtable discussion among the members of the Leadership Committee/Committee on Standards should be convened in August each year to reconcile the different plans. Once this has been done, the Committee should present the consolidated annual action plan to the Director General and the Minister. This will provide needed information about institutional issues that may be addressed by policies initiated at the top level in the Ministry.

For the up-coming 2008 – 2009 school year, the goal will be to complete this initial process by mid-September, with working groups initiated as soon as possible.

STEP 10 – Report progress on institutional strengthening and take corrective action, as needed

The PHARE project will initiate a variety of programs to improve services. Each of these will use standards and performance indicators to facilitate monitoring, evaluation, and reporting. For the institutional strengthening activity, a very simple progress reporting system is recommended.

An Institutional Strengthening Scorecard is recommended as a way for each Directorate to manage institutional activity at all levels. The Scorecard will enable each Directorate to monitor the progress of a capacity building and to take corrective action as required.

The Scorecard is meant to be very simple. Reporting must become a regular habit throughout the Ministry. Since there are many levels at which institutional strengthening will occur, it will be necessary to assign responsibility for data collection at a level below the central office. It is recommended that a senior manager at the District level prepare the Scorecard (capturing any zone or school level progress or delay) and submit it to the Department. Since each objective will be rated according to the simple scoring system (-1, 0, +1) there could be many individual Scorecards submitted. The Department will review and consolidate the reports into a Summary Scorecard and submit it to the concerned Directorate.

Institutional Strengthening Scorecard

Directorate: _____ Quarter: _____

Objective:

Components	**Q1**	**Q2**	**Q3**	**Q4**	**Rating**
Statutes, policies and regulations					
Structure					
Standards					
Staff					
Supplies					
Systems					

+ = Exceeds Expectations 0 = On Schedule - = Behind Schedule

PHARE Program
34 Rue Debussy
Port-au-Prince, Haïti