

OD-ABS-134
8-10-92

AGENCY FOR INTERNATIONAL DEVELOPMENT PROJECT DATA SHEET		1. TRANSACTION CODE <input type="checkbox"/> A = Add <input checked="" type="checkbox"/> C = Change <input type="checkbox"/> D = Delete	Amendment Number 1	DOCUMENT CODE 3
2. COUNTRY/ENTITY Haiti		3. PROJECT NUMBER 521-0190		
4. BUREAU/OFFICE USAID/Haiti		5. PROJECT TITLE (maximum 40 characters) Incentives to Improve Basic Education		
6. PROJECT ASSISTANCE COMPLETION DATE (PACD) MM DD YY 08 31 94		7. ESTIMATED DATE OF OBLIGATION (Under "B." below, enter 1, 2, 3, or 4) A. Initial FY 86 B. Quarter 3 C. Final FY 94		

8. COSTS (\$000 OR EQUIVALENT \$1 =)						
A. FUNDING SOURCE	FIRST FY 92			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(600)	(1,900)	(2,500)	(6,610)	(13,390)	(20,000)
(Loan)	()	()	()	()	()	()
Other U.S.						
1.						
2.						
Host Country					3,844	3,844
Other Donor(s)					1,703	1,703
TOTALS	600	1,900	2,500	6,610	18,937	25,547

9. SCHEDULE OF AID FUNDING (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) EHR				13,789		5,000		20,000	
(2)									
(3)									
(4)									
TOTALS				13,789		5,000		20,000	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)						11. SECONDARY PURPOSE CODE			
12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)									
A. Code									
B. Amount									

15. PROJECT PURPOSE (maximum 480 characters)

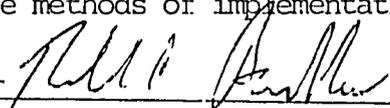
To improve quality of instruction and administrative efficiency in private primary schools serving rural and depressed urban areas.

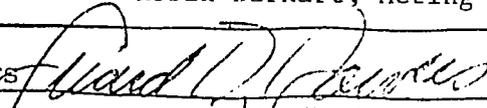
To help the private sector of Haitian primary education to organize itself on a more coherent basis.

14. SCHEDULED EVALUATIONS				15. SOURCE/ORIGIN OF GOODS AND SERVICES					
Interim	MM	YY	MM	YY	Final	MM	YY	MM	YY
						11	92	<input type="checkbox"/> 000	<input checked="" type="checkbox"/> 941
								<input checked="" type="checkbox"/> Local	<input type="checkbox"/> Other (Specify) CACM

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)

USAID/Haiti Controller Clearance:
I have reviewed and approved the methods of implementation and financing for this PP Supplement.

BEST AVAILABLE DOCUMENT

 Robin Burkart, Acting Mission Controller

17. APPROVED BY	Signature				18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
	Title	Acting Director/USAID/Haiti			
		Date Signed	MM	DD	YY
			12	10	92

PROJECT AUTHORIZATION
Amendment No. 1

Name of Country: Haiti
Name of Project: Incentives to Improve Basic Education
Number of Project: 521-0190

1. Pursuant to Section 105 of the Foreign Assistant Act of 1961, as amended, the Incentives to Improve Basic Education Project for Haiti was originally authorized on July 2, 1986. That authorization is hereby amended as follows:

Paragraph 1 of the authorization will be replaced by the following:

Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended. I hereby authorize the Incentives to Improve Basic Education Project for Haiti, involving planned obligations of not to exceed \$20,000,000 (Twenty Million Dollars) in grant funds ("Grant") over an eight year period from the date of initial obligation, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project.

2. The authorization cited above remains in force except as hereby amended.

Clearance:

PPS:GSpence	<u>JS</u>	Date: <u>9/9/92</u>
SGregoire	<u>ST</u>	Date: <u>9/9/92</u>
LDowning	<u>LD</u>	Date: <u>9/9/92</u>
GDO:Kpoe	<u>KP</u>	Date: <u>9/9/92</u>
CONT:RBurkhart	<u>R</u>	Date: <u>9-7-92</u>

Approved: _____

Gerard Bowers
Acting Mission Director

Date: _____

Sept. 10, 1992

BEST AVAILABLE DOCUMENT

IIBE PP SUPPLEMENT

SUMMARY

This Project Paper (PP) supplement proposes increasing the life-of-project (LOP) funding of the Incentives to Improve Basic Education (IIBE) project by \$5 million for a new LOP total of \$20 million. This increased funding will enable continuation of critical support to Haiti's private primary school system, particularly in schools located in rural and depressed urban areas, and allow the Mission to maintain expertise in basic education through the continuation of a project funded PSC. The PP supplement further proposes extending the PACD through August 31, 1994, establishing a new LOP of 8 years 2 months, which will provide the project with adequate time to complete the program activities originally planned in the PP and those programmed in this PP Supplement.

I. BACKGROUND & RATIONALE

A. Background: The Incentives to Improve Basic Education (IIBE) project seeks to improve educational quality and efficiency in the private primary school system, particularly in schools located in rural and depressed urban areas. The project also aims to strengthen the institutional capacity of Haiti's private primary education system.

The IIBE project was authorized on July 2, 1986 with an LOP funding level of \$15 million and a PACD of August 30, 1992. The project was amended once on March 21, 1992, to extend the PACD to March 31, 1993. Cumulative obligations to date amount to \$13,788,883. Proposed obligations under this PP supplement amount to \$5 million, which brings the proposed revised LOP funding level to \$20 million. The project was being implemented by Florida State University (FSU) through a Mission buy-in to the centrally funded Improving the Efficiency of Education Systems (IEES) project. The second implementing agency, the Haitian Private Education Foundation (FONHEP) was created in April 1989, with two founding members: the Episcopal Commission for Catholic Education (CEEC) and the Federation of Protestant Schools (FEPH) to represent the big elements of a fragmented private sector primary education system. On July 27, 1989 USAID/Haiti signed a Cooperative Agreement (CA) with FONHEP for \$5,303,314. The CA was extended to March 31, 1993.

The military coup on September 30, 1991 triggered the immediate application of Section 513 of the Foreign Assistance Appropriations Act of 1991 (the "Act"). In early October 1991, both FSU and FONHEP received written instructions from A.I.D. to suspend project implementation immediately. It has become clear that Haiti's political crisis may be more protracted than anticipated. An assessment of the USAID/Haiti portfolio was undertaken to restructure it to best support the humanitarian needs of the Haitian people and promote the restoration of constitutional democracy, while not giving credibility to the illegal government

in power and maintaining maximum flexibility for the Agency to refocus its in-country programs as USG policy evolves over the months ahead. The assessment resulted in the following decisions regarding the IIBE project which were approved by the AA/LAC on March 4, 1992 under Section 123(e) of the FAA authority which allows for continued program support to PVOs and cooperatives which were already being supported before the prohibition on assistance went into effect:

- FSU contract DPE-5823-Z-00-9010-00 : Reduce the contract carrying costs to zero by May 31, 1992 and keep contract in place, i.e. for rapid reactivation, should the Haiti program be revitalized. FSU supports the program of FONHEP, a registered Haitian PVO. (The FSU activity is a centrally-managed worldwide contract of which the Haiti activities are only a part. The overall contract is thus not affected by any wind-up requirements of the Haiti activities.)
- FONHEP cooperative agreement 521-0190-A-00-9039-00 : Reduce cooperative agreement carrying costs to a minimum of \$65,000/month by May 31, 1992 for possible reactivation in the future, Incorporate essential FSU technical assistance team members in school administration, evaluation and research, and pre-primary education into FONHEP. FONHEP is a Haitian PVO registered with A.I.D.
- FSN/PSC project manager: Continue to fund the PSC in order to monitor program suspension and maintain basic education expertise within the Mission for possible project reactivation.

Consequently, the FSU Technical Assistance Division was closed out and ten (10) Technical Assistance Team members (formerly under FSU contract) were reassigned to FONHEP through an amendment to the program description. The project's original PACD was extended at no cost to March 31, 1993.

Since widespread primary education is considered one of the most important pre-requisites for the institutionalization of democracy over the long term in Haiti, the Embassy proposed in August 1992, to reactivate the IIBE project (521-0190) under the authority of Section 123(e) of the FAA, as amended, as a high priority activity under the intensified Humanitarian Assistance Program. That reactivation was authorized per STATE 288279, enabling USAID to proceed to amend the project to increase the LOP and extend the PACD to permit completion of the originally envisioned program activities plus those programmed in this PP Supplement.

B. Project Amendment: The Incentives to Improve Basic Education (IIBE) project relates directly to the LAC Bureau Objective to support the achievement of broadly-based, sustainable economic growth. In addition, it is consistent with AID policy objectives and country strategy by supporting the institutionalization of democracy over the long term in Haiti.

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The project seeks to stimulate and support improvement in educational quality and efficiency in primary schools serving rural and depressed urban areas. Over seventy percent of Haiti's private primary school students attend private schools operating on extremely low budgets. By working with the private education sector, the project is reaching the historically disadvantaged, developing their potential for increased participation in the economy. Improvement of the quality and efficiency of primary education is vital to economic, social, and political growth in a country that has the lowest literacy rate in the Western Hemisphere. Widespread primary education is one of the most important pre-requisites for the institutionalization of democracy over the long term in Haiti. Completing the development of a civic education curriculum and testing its use in the private primary school system will further support the evolution of a stable, democratic society in Haiti.

The private education sector suffered a setback as a result of the events of September 30, 1991. Schools have been unable to function for a large part of the first quarter. The IIBE project has been handicapped in its implementation and has not been able to complete activities consistent with the schedule set forth in the PP due to the project's suspension since October 1991 and school closings during FY91. FY92 was to have been the final year of the project during which time professional staff were to have gathered and analyzed research and evaluation data on every aspect of the project.

A pre-award survey completed on August 15, 1991 concluded that FONHEP had the management and financial capability of FONHEP to manage the activities of the IIBE project. The survey indicated that in general the internal control procedures established by FONHEP were generally adequate for project purposes except for four material weaknesses. At the time of the military coup on September 30, 1991, FONHEP was in the process of addressing those material weaknesses. An evaluation of the project was scheduled to take place in October and November 1991 as a follow-on to the mid-term evaluation. The recommendations from the planned evaluation were to be used in the preparation of a project amendment which would have expanded the civic education component, increased the LOP funding level from \$15.0 million to \$22.6 million and extended the PACD from August 30, 1992 to August 30, 1994.

This PP Supplement will provide adequate time and funding for the implementation of the pre-award survey recommendations, institutional strengthening of the financial management systems and personnel of FONHEP, the completion and testing of the civic education curriculum, and the completion of activities programmed in the original PP.

II. ACCOMPLISHMENTS TO DATE

1. Primary School Support: FONHEP has been very successful in providing annual training programs for about 1,500 teachers and school directors, and in distributing instructional materials, equipment and other material resources to 259 schools serving 60,000 school children. Preliminary results from a major research activity implemented by FSU indicate that the students in the IIBE schools perform better on achievement tests than students in non-IIBE schools and that overall, students in IIBE schools exhibit better academic performance with each passing year of project implementation.

2. Research and Development: The studies listed below, which were initiated under the research and development component of the project, were in their final phase at the time of the September coup:

- School Finance Survey. This study seeks to identify funding and expenditures of a national sample of private schools. The data have been collected, coded and transferred to a numerical data base which needs to be analyzed and reported.

- Household Income Survey. This national assessment of selected households seeks to identify income and spending patterns in Haiti, with particular respect to the disposition of income spent toward schooling. The instrumentation has been completed, the data needs to be analyzed and the findings reported.

- Pre-School Program (PEP) Analysis. The PEP program is completing nearly seven years of research to assess which of three pre-school models is the most effective and appropriate for broader replication in Haiti. Final computer analysis is required.

- Integrated, Cross-Sectoral Early Childhood Development Program. This study seeks to assess the feasibility of integrating a range of donor-sponsored services and programs in a series of pilot projects. The study has gathered service delivery data from across Haiti. The final report needs to be completed.

- Teacher Diagnostic Study. This research effort seeks to identify teacher skills among the faculty of IIBE schools. The tests were created and administered during the summer of 1990, and now need to be analyzed.

- Analysis of IIBE Intervention Strategies. This study is the project's major research effort. It examines the menu-approach to school development which the IIBE project has used from the inception, and seeks to identify the most effective strategies in terms of student retention and academic success, and teacher retention.

Curriculum Development. FONHEP has begun development of a civic education program as a result of its decision to increase its

involvement in the students' social development. Through this program, FONHEP aims at preparing young Haitians to live in a democratic environment while contributing to the development of such an environment. Completing the development of a civic education curriculum and testing its use in the private primary school system will further support the evolution of a stable, democratic society in Haiti.

3. Institutional Development: The IIBE project has achieved one of its institutional development objectives by creating FONHEP. The project has thus provided the various segments of the private primary education system with an institutional infrastructure to support their improvement efforts.

III. PROGRAM DESCRIPTION

A. Goal & Purpose: The proposed PP Supplement will not change the goal or purpose of the IIBE project. The goal of the IIBE project is to promote Haitian economic development and popular participation in development activities by strengthening the country's human resource base. The project has two purposes: (1) improve the quality of instruction, administrative efficiency and equity of access in private primary schools serving rural and depressed urban areas; and (2) provide the necessary support for Haitian private primary education to organize itself on a more coherent basis and to take ongoing responsibility for quality improvement efforts. Under the PP Supplement, the IIBE project will have the opportunity to complete the attainment of the original objectives set forth in the three major components: 1) provision of material and pedagogical resources to private primary schools; 2) research and development to improve effectiveness of instructional and financial resources; and 3) provision of resources and assistance to private sector Haitian organizations to develop institutional infrastructure for private education.

B. Outputs: The originally targeted project outputs plus those programmed under this PP Supplement, are as follows:

1. Primary School Support: Support will be provided to 259 (Protestant, Catholic and lay) schools operating in both rural and urban depressed areas. A menu of key pedagogical and material resources will be offered to each school on the basis of a performance contract with the project. The 17 month extension will permit the last two cohorts of schools to receive a full four years of support, as originally envisioned in the project design.

2. Research and Development: The research component of the project aims at evaluating and prioritizing instructional resources for private primary education and at improving their effectiveness. Large quantities of data have been accumulated and analytical work has been carried out. However, the coup and subsequent application of Section 513 of the Foreign Assistance Appropriation Act of 1991, interrupted data collection and analysis activities. This amendment will allow the project to complete the research work and

perform the analyses of the collected data. Major research activities will resume and will focus on school financing, household income, pre-primary program analysis, early childhood development, teacher skills diagnostics and analysis of the menu approach to school development. These studies are described in more detail in Section II, above. Research results, particularly from the qualitative research survey, will be incorporated in the project implementation.

Civic Education has always been an intended element of the broader curriculum development activity of the Research and Development component of the IIBE project. The development of the civic education curriculum is under way but will require more resources than originally anticipated. The amendment will support FONHEP efforts to fully develop the civic education curriculum for primary schools to instill democratic values among primary school children and facilitate the institutionalization of democracy in Haiti. This activity is expected to reach approximately 200,000 students and out-of-school youth.

3. Strengthen Private Primary Education Infrastructure: As a means of enhancing the capacity of the private sector to sustain educational improvement efforts, the project has supported the development of an institutional infrastructure for the various segments of Haiti's private primary education system. Institutional development has been a particularly successful aspect of the project, surpassing PP objectives. The Haitian Private Education Foundation (FONHEP) created in 1989 with two founding members (Catholic and Protestant sectors) is a concrete example. A third sector representing independent (non-religious) schools has emerged. The amendment will allow the independent sector to more fully develop to reach the strength of the two other sectors, and FONHEP to strengthen the recently incorporated technical units (school administration, evaluation and research, and pre-primary education) formerly under FSU management. The amendment will also strengthen the financial management capability of FONHEP by adding a Director of Finance and Administration to FONHEP's professional staff and supporting technical assistance to enhance FONHEP's financial management systems and practices in response to the pre-award survey recommendations and preliminary results of the audit currently being undertaken by Price Waterhouse.

IV. IMPLEMENTATION

The existing Cooperative Agreement 521-0190-A-00-9039-00 with FONHEP will be amended to add \$5,319,118, bringing the new LOP to \$10,622,432 and extending the PACD through August 31, 1994.

Florida State University (FSU) which has been providing Technical Assistance to FONHEP since the inception of the project will be instructed to reactivate Contract DPE-5823-Z-00-9010-00. Under this contract, FSU still holds a balance of \$510,000 from the \$2,221,417 obligated earlier. An additional obligation of \$840,000 will be required in FY93 to fully fund the FSU contract through

August 31, 1994. These resources will provide for 1 full-time consultant (17 person/months), 12 person/months per year of short term TA, logistics support (procurement of equipment), short term training to FONHEP staff, etc. Technical Assistance will include activities such as the implementation of an Education Management Information System, the development of a Test Item Bank to evaluate students' achievement, curriculum design, assistance in management and accounting, etc.

Project monitoring will be provided by the USAID General Development Office including the continuation of a project-funded PSC under the supervision of the Education, Training and Community Development Unit Chief (GDO/ETC), who reports directly to the GDO Chief. Fifty-two thousand dollars (\$52,000) will be obligated under this contract.

As a follow-on to the mid-term evaluation, a final evaluation will be carried out during FY 93 to provide analysis for follow-on project design. That follow-on project design process will be undertaken during FY 94.

V. BUDGET

AID funding under this PP Supplement totals \$5 million which brings the total life of project authorized level to \$20 million. The financial plan is summarized as follows:

A. Project Component	Current (\$000)	Proposed (\$000)	TOTAL (\$000)
School Support	5,621	1,183	6,804
Inst. Development	8,804	3,467	12,271
Research and Development	<u>575</u>	<u>350</u>	<u>925</u>
TOTAL	15,000	5,000	20,000

B. LOP Obligations	PLANNED LOP OBLIGATIONS	PREVIOUS OBLIGATIONS	PROPOSED OBLIGATIONS	TOTAL LOP OBLIGATIONS
Technical Assistance	1,618,000	306,677	937,878.34	1,244,555.34
Professional Staff	885,576	2,825,856	915,860	3,741,716
Support Personnel	449,583	648,294	439,000	1,087,294
Training	300,000	1,285,123	118,143.25	1,403,266.25
Commodities	437,770	899,297.20	385,406.01	1,284,703.21
Operations	788,036	3,512,901	1,090,865.70	4,603,766.70
School Resource Grants	5,168,468	4,046,234	2,229,964.50	6,276,198.50
Supervision	1,551,502	264,500	94,000	358,500
Inflation	2,123,250			
Contingency	1,677,815			
TOTAL	15,000,000	13,788,882.20	6,211,117.80	20,000,000.00

In the fourth quarter, \$38,218 was obligated. An additional \$2,461,782 will be obligated in FY92 in the fourth quarter. All LOP obligations will be completed within the revised PACD of August 31, 1994.