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Report No: PAD4613

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT

PROGRAM APPRAISAL DOCUMENT

ON A

PROPOSED LOAN

IN THE AMOUNT OF US\$80 MILLION

TO THE

REPUBLIC OF COLOMBIA

FOR THE

PROGRAM FOR IMPROVING LEARNING OUTCOMES

AND SOCIOEMOTIONAL EDUCATION (PROMISE) PROGRAM FOR RESULTS (P176006)

MARCH 3, 2022

Education Global Practice
Latin America and Caribbean Region

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CURRENCY EQUIVALENTS
(Exchange Rate Effective February 16, 2022)

Currency Unit = Colombian Pesos (COP)

US\$1 = COP3,947

FISCAL YEAR
January 1 – December 31

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ABBREVIATIONS AND ACRONYMS

ACG	Anti-Corruption Guidelines
AEMP	Austerity and Environmental Management Plan
CGR	Colombia Supreme Audit Institution (<i>Contraloría General de la República</i>)
CPF	Country Partnership Framework
DDS	Social Development Directorate (<i>Dirección de Desarrollo Social</i>)
DLI	Disbursement-Linked Indicator
DLR	Disbursement-Linked Result
DNP	National Planning Department (<i>Departamento Nacional de Planeación</i>)
E&S	Environmental and Social
EMP	Environmental Management Plan
ESSA	Environmental and Social Systems Assessment
ETC	Certified Territorial Entity (<i>Entidad Territorial Certificada</i>)
ExA	Evaluate to Advance (<i>Evaluar para Avanzar</i>)
FM	Financial Management
FSA	Fiduciary Systems Assessment
GDP	Gross Domestic Product
GoC	Government of Colombia
GRID	Green, Resilient and Inclusive Development
GRS	Grievance Redress Service
ICFES	Colombian Institute for the Assessment of Education (<i>Instituto Colombiano para la Evaluación de la Educación</i>)
IPF	Investment Project Financing
IRI	Intermediate Results Indicator
IVA	Independent Verification Agent
LGBTQ	Lesbian, Gay, Bisexual, Transgender, and Queer or Questioning
M&E	Monitoring and Evaluation
MHCP	Ministry of Finance and Public Credit (<i>Ministerio de Hacienda y Crédito Público</i>)
MiPAE	Beneficiary Registry for the School Feeding Program (<i>Sistema de priorización y focalización del PAE</i>)
MoC	Memorandum of Collaboration
MoE	Ministry of Education (<i>Ministerio de Educación Nacional</i>)
NARP	Black, Afro-Colombian, Raizales, and Palenqueras (<i>Negra, Afrocolombiana, Raizal y Palenquera</i>)
PAEstar al Día	Social control and citizen participation system for the School Feeding Program (<i>Herramienta de participación y control ciudadano</i>)
PAP	Program Action Plan
PCU	Program Coordinating Unit
PDO	Program Development Objective
PFM	Public Financial Management
PforR	Program for Results
PIAR	Plan for Reasonable Accommodation (<i>Plan Individual de Ajustes Razonables</i>)
PISA	Programme for International Student Assessment

PND	National Development Plan (<i>Plan Nacional de Desarrollo</i>)
PPE	Personal Protection Equipment
PQRSD	Petitions, Grievances, Suggestions, and Complaints (<i>Peticiones, Quejas, Reclamos, Sugerencias y Denuncias</i>)
PTA	Program All to Learn (<i>Programa Todos a Aprender</i>)
SEIP	Indigenous Educational System (<i>Sistema Educativo Indígena Propio</i>)
SEL	Socioemotional Learning
SFP	School Feeding Program (<i>Programa de Alimentación Escolar</i>)
SFP Unit	School Feeding Program Unit (<i>Unidad Administrativa Especial de Alimentación Escolar - Alimentos para Aprender</i>)
SiGEPAE	School Feeding Program monitoring and evaluation system (<i>Sistema de seguimiento y monitoreo del PAE</i>)
SIMAT	Integrated Enrollment System (<i>Sistema Integrado de Matrícula</i>)
SiPAE	School Feeding Program Information Technology Ecosystem (<i>Ecosistema de información del PAE constituido por MiPAE, SiGEPAE y PAEstar al día</i>)
TA	Technical Assistance
UNESCO	United Nations Educational, Scientific, and Cultural Organization
UNGRD	National Unit for Disaster Risk Management (<i>Unidad Nacional para la Gestión del Riesgo de Desastres</i>)
VEPBM	Vice-Ministry of Preschool, Basic, and Secondary Education (<i>Viceministerio de Educación Preescolar, Básica y Media</i>)
WBG	World Bank Group
WEEE	Waste Electrical and Electronic Equipment
WMS	World Management Survey



TABLE OF CONTENTS

DATASHEET.....	1
I. STRATEGIC CONTEXT	6
A. Country Context.....	6
B. Sectoral and Institutional Context.....	6
C. Relationship to the CPS/CPF and Rationale for Use of Instrument.....	14
II. PROGRAM DESCRIPTION.....	16
A. Government Program.....	16
B. Theory of Change	18
C. PforR Program Scope.....	23
D. Program Development Objective(s) (PDO) and PDO Level Results Indicators.....	27
E. Disbursement-Linked Indicators (DLIs) and Verification Protocols.....	28
III. PROGRAM IMPLEMENTATION	33
A. Institutional and Implementation Arrangements.....	33
B. Results Monitoring and Evaluation	35
C. Disbursement Arrangements	36
D. Capacity Building.....	36
IV. ASSESSMENT SUMMARY	37
A. Technical.....	37
B. Fiduciary	40
C. Environmental and Social	40
V. RISK	42
ANNEX 1. RESULTS FRAMEWORK MATRIX	44
ANNEX 2. DISBURSEMENT LINKED INDICATORS, DISBURSEMENT ARRANGEMENTS AND VERIFICATION PROTOCOLS	71
ANNEX 3. SUMMARY OF TECHNICAL ASSESSMENT	80
ANNEX 4. SUMMARY OF FIDUCIARY SYSTEMS ASSESSMENT	81
ANNEX 5. SUMMARY ENVIRONMENTAL AND SOCIAL SYSTEMS ASSESSMENT	82
ANNEX 6. PROGRAM ACTION PLAN	86
ANNEX 7. IMPLEMENTATION SUPPORT PLAN	87
ANNEX 8. TARGETED LAGGING REGIONS	90

**DATASHEET****BASIC INFORMATION**

Country(ies)	Project Name	
Colombia	Program for improving learning outcomes and socioemotional education (PROMISE)	
Project ID	Financing Instrument	Does this operation have an IPF component?
P176006	Program-for-Results Financing	No

Financing & Implementation Modalities

<input type="checkbox"/> Multiphase Programmatic Approach (MPA)	<input type="checkbox"/> Fragile State(s)
<input type="checkbox"/> Contingent Emergency Response Component (CERC)	<input type="checkbox"/> Fragile within a non-fragile Country
<input type="checkbox"/> Small State(s)	<input type="checkbox"/> Conflict
<input type="checkbox"/> Alternate Procurement Arrangements (APA)	<input type="checkbox"/> Responding to Natural or Man-made Disaster
<input type="checkbox"/> Hands-on Enhanced Implementation Support (HEIS)	
Expected Project Approval Date	Expected Closing Date
24-Mar-2022	30-Jun-2026

Bank/IFC Collaboration

No

Proposed Program Development Objective(s)

To improve pedagogical and management practices in the education sector.

Organizations

Borrower :	Republic of Colombia
Implementing Agency :	Ministry of Education
Contact:	CONSTANZA ALARCON
Title:	VICEMINISTER OF BASIC AND SECONDARY EDUCATION



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COST & FINANCING

SUMMARY

Government program Cost	182.70
Total Operation Cost	111.30
Total Program Cost	111.30
Total Financing	111.30
Financing Gap	0.00

Financing (USD Millions)

Counterpart Funding	31.30
Borrower/Recipient	31.30
International Bank for Reconstruction and Development (IBRD)	80.00

Expected Disbursements (USD Millions)

Fiscal Year	2022	2023	2024	2025	2026
Absolute	15.00	15.00	20.00	15.00	15.00
Cumulative	15.00	30.00	50.00	65.00	80.00

**INSTITUTIONAL DATA****Practice Area (Lead)**

Education

Contributing Practice Areas**Climate Change and Disaster Screening**

This operation has been screened for short and long-term climate change and disaster risks

SYSTEMATIC OPERATIONS RISK-RATING TOOL (SORT)

Risk Category	Rating
1. Political and Governance	● Substantial
2. Macroeconomic	● Moderate
3. Sector Strategies and Policies	● Moderate
4. Technical Design of Project or Program	● Moderate
5. Institutional Capacity for Implementation and Sustainability	● Substantial
6. Fiduciary	● Moderate
7. Environment and Social	● Moderate
8. Stakeholders	● Low
9. Other	● Low
10. Overall	● Moderate

COMPLIANCE**Policy**

Does the program depart from the CPF in content or in other significant respects?

☐ Yes ☒ No

Does the program require any waivers of Bank policies?

☐ Yes ☒ No



Legal Operational Policies

	Triggered
Projects on International Waterways OP/BP 7.50	No
Projects in Disputed Areas OP/BP 7.60	No

Legal Covenants

Sections and Description

Schedule 2, Section I.A. of the Loan Agreement: Implementation Arrangements

1. The Borrower, through MOE and SFP Unit will implement the Program's activities. To this end, among others: The MOE shall maintain throughout Program implementation a Program Coordinating Unit (PCU); (2) The SFP Unit shall maintain its Sub-Directorate of Information; (3) The MOE and SFP Unit will appoint one key staff member each, to be designated as focal points.
2. The Borrower, through MOE and SFP Unit, shall ensure that the Program be carried out in accordance with the provisions of the Bank's "Guidelines on Preventing and Combating Fraud and Corruption in Program-for-Results Financing".

Sections and Description

Schedule 2, Section I.B. of the Loan Agreement: Program Operational Manual

The Borrower, through the MOE and SFP Unit, shall adopt and thereafter carry out the Program, in accordance with the provisions of a manual (the Program Operational Manual or "POM") in form and substance satisfactory to the Bank, and shall not amend or waive or fail to enforce any provision of said manual without the Bank's prior written approval.

Sections and Description

Schedule 2, Section I.C. of the Loan Agreement: Program Action Plan

The Borrower, through MOE and SFP Unit, shall implement the Program Action Plan agreed with the Bank, in a manner and substance satisfactory to the Bank; and refrain from amending, revising, waiving, voiding, suspending, or abrogating, any provision of the Program Action Plan, whether in whole or in part, without the prior written concurrence of the Bank.

Sections and Description

Schedule 2, Section III.B. of the Loan Agreement: Verification Protocols for the Program

The Borrower shall: (a) Through DNP, undertake a verification process, in accordance the Operational Manual, to certify the fulfillment of the Disbursement Linked Results; and (b) through MOE and SFP Unit, as applicable, furnish to the Bank the corresponding verification report(s), in form and substance agreed with the Bank.

**Conditions**

Type Effectiveness	Financing source IBRD/IDA	Description (a) that the Program Operational Manual has been adopted in a manner and with contents acceptable to the Bank; and (b) (i) that a Memorandum of Collaboration between the Bank and Contraloría General de la Republica, has been signed, or (ii) an alternative arrangement covering the compliance with obligations of auditing of the Program, and those related to Anti-Corruption Guidelines has been finalized, in a manner satisfactory to the Bank.
Type Disbursement	Financing source IBRD/IDA	Description Notwithstanding the provisions of Part A of this Section, no withdrawal shall be made: (a) on the basis of DLRs achieved prior to the Signature Date, except that, withdrawals up to an aggregate amount not to exceed \$15,000,000 (fifteen million dollars) may be made on the basis of DLRs #s 2, 3, and 5, achieved prior to this date but on or after October, 1, 2021. In case the potential prior results DLRs # 2, 3, and 5 are achieved after the Signature Date, the Bank may still recognize and authorize withdrawal for said results, as long as they are achieved before the end of Year 1; (b) for any DLR under Categories (1) through (6), until and unless the Borrower has furnished evidence satisfactory to the Bank that said DLR has been achieved.



I. STRATEGIC CONTEXT

A. Country Context

1. **After years of consistent gross domestic product (GDP) growth and poverty reduction, the COVID-19 crisis caused the first recession in 20 years in Colombia and the worst in more than a century.** As of December 6, 2021, Colombia had the fourteenth highest number of COVID-19 cases per million population in the world and the fourth in the Latin America and the Caribbean region.¹ Real GDP contracted by 7.0 percent in 2020, after growing an average of 3.8 percent per year over the last 10 years. Unemployment grew from 12.2 percent in February 2020 to an all-time high of 21.4 percent in May 2020 but has since decreased to 13.7 percent in December 2021.

2. **Poverty rose to 2012 levels, and inequalities have increased dramatically.** The poverty rate increased from 35.7 percent in 2019 to 42.5 percent in 2020. The income of the poorest quintile of urban households dropped by more than 45 percent. Furthermore, the COVID-19 crisis deepened the existing gender gaps in poverty and labor market access. In 2020, women's poverty and extreme poverty rates increased 8.5 percentage points (pp) and 6.7 pp, respectively, around 3 pp more than for men in both cases. Unemployment rate among women reached 25.5 percent, 8.5 pp more than for men, and labor participation dropped to 45 percent for women, while men's remained close to 69 percent.

3. **The pandemic has significantly deteriorated the country's fiscal situation.** As a result of weak revenue collection and higher spending to support the economy and lives, the overall deficit of the general Government of Colombia (GoC) increased to 7.2 percent of GDP in 2020, from a projected 2.6 percent of GDP before the start of the pandemic, and it is projected to increase slightly to 7.3 percent of GDP in 2021. After increasing to 66.9 percent of GDP in 2020, the gross public debt declined to 66.3 percent of GDP in 2021. Both Standard & Poor's and Fitch downgraded Colombia's credit rating below investment grade due to the expected deterioration in public finances. In September 2021, a tax reform was approved. The law aims to stabilize public finances in the medium term by increasing corporate income taxes, reactivate the economy, expand social programs and strengthen the macro-fiscal framework by reinstituting and improving the fiscal rule, and by instituting an autonomous fiscal council.

4. **The pandemic is also contributing to increased social unrest.** The social impacts of the pandemic have been compounded by almost two months of street protests, unrest, and violence in April and May of 2021. Some 42 deaths have been reported, 129 people have been missing, and hundreds of people have been injured. Talks between the GoC and protest leaders resulted in a draft pre-agreement in late May. As the 2022 presidential elections are approaching, social upheaval is expected to continue in the coming months.

B. Sectoral and Institutional Context

5. **The management of the Colombian education sector is highly decentralized and atomized; three levels of government share responsibilities in the management and financing of the sector, and schools have autonomy to design their own curriculum.** The Ministry of Education (*Ministerio de Educación Nacional*, MoE) is responsible for designing policies and financing the provision of educational services through fiscal transfers. The provision of services, on the other hand, is the responsibility of local

¹ <https://COVID-1919.who.int/table>.



governments through 96 Certified Territorial Entities (*Entidades Territoriales Certificadas*, ETCs).² In addition, 1,040 municipalities receive central government transfers for quality improvements in education. Local governments (both ETCs and municipalities) also contribute to education spending from their own resources, but these are limited compared to total resources provided by the Central Government and are much smaller in poorer regions. The management of schools is organized in networks of school sites (*sedes educativas*) that share a school management team (principal and management team, *Directivos Docentes* in Spanish).³ There is no national curriculum. Each school is responsible for designing its own curriculum using the MoE guideline documents, the national standards, and the Basic Learnings Rights (*Derechos Básicos de Aprendizaje*) for each grade level (Law 715 of 1994). Schools do not charge fees—they get a transfer from the Central Government to cover the provision of services.

6. Before the onset of the pandemic, Colombia had made significant progress in improving access to education but struggled with high repetition and premature dropout, especially in secondary education. Enrollment in primary education is almost universal, but the Observatory of Trajectories (*Observatorio de Trayectorias Educativas*, an early warning system to identify risk of dropout at the school level) shows that out of 100 children who start primary school, fewer than 60 complete upper secondary education. Dropout rates increase significantly in lower secondary education and are highest in upper secondary education, especially for boys. Repetition rate is high. In 2018, Colombia had the second highest repetition rate among the countries included in the Programme for International Student Assessment (PISA).

7. Low learning outcomes were the main challenge in the sector and one of the main contributors to incomplete educational trajectories. Before the pandemic, 49 percent of 10-year-old students were ‘learning poor’, meaning they could not read and understand a basic text.⁴ In PISA 2018, about half of the students attained the minimum level of proficiency (Level 2) in reading and science, and only 35 percent attained at least the same proficiency level in mathematics. Almost 40 percent were low achievers in all three subjects.⁵

8. There were profound inequalities in results between urban and rural areas, by income level, and for different ethnic groups. In 2019, 75 percent of students in rural areas were still enrolled in formal schooling at age 16, but that percentage fell to 38 percent by age 18 and 17 percent by age 20. The decline was similar for the poorest quintile. In rural areas, 45 percent of 18–22-year-old youths ended their schooling without completing upper secondary education (compared to 27 percent in urban areas). The differences by ethnicity are also salient: 45 percent of indigenous youth and 35 percent of Afro-descendants left education without completing upper secondary. Inequalities in learning outcomes follow the same pattern. The poorest 25 percent of 15-year-old students are the equivalent of two years behind

² These are municipalities with more than 100,000 inhabitants (Bogotá and 63 municipalities) plus the 32 *Departamentos* (or states) that are in charge of small municipalities.

³ *Directivos Docentes* refers to the school management team. A school principal manages an average of five school sites. The average number of sites per school is larger in rural areas (six) than in urban areas (two).

⁴ World Bank. (2019). *Colombia Learning Poverty Brief*. <https://thedocs.worldbank.org/en/doc/418651571223540969-0090022019/original/LACLCC4CCOLLPBRIEF.pdf>.

⁵ OECD (Organisation for Economic Co-operation and Development). (2019). *Colombia PISA Country Note*. https://www.oecd.org/pisa/publications/PISA2018_CN_COL.pdf.



in PISA scores compared to the richest 25 percent. Students in rural areas are about 1 year behind those in urban areas.⁶

9. **Gender gaps were also prominent in both enrollment and learning outcomes.** The gaps in repetition rates get larger throughout the educational trajectory: in 2020, rates for boys were 20 percent higher than for girls in primary, 30 percent higher in lower secondary, and 65 percent higher in upper secondary. Dropout rates are also systematically larger for boys (18 percent larger in primary, 41 percent higher in lower secondary, and 35 percent larger in upper secondary). The gap in dropout rates in secondary education has increased in recent years. In learning outcomes, boys underperform girls in language in all levels of education. The gender gap is reversed in math and science. According to the PISA 2018 results, girls scored, on average, 20 points lower in mathematics and 12 points lower in science than boys, differences that start in basic education.

10. **There were vast inequalities across regions arising from differences in socioeconomic conditions, availability of quality inputs, and management capacity of local governments.** Poorer regions tend to have lower teacher quality, higher teacher rotation, and a higher share of unfilled teacher posts.⁷ This leaves the poorest students, who need the most support, with access to low-quality teachers. These inequalities in the quality-of-service provision are compounded by the lack of a national curriculum.⁸ Additionally, local governments in poorer regions have fewer resources and lower management capacity. This means that students in poorer regions have access to lower-quality inputs and pedagogical practices, and their schools and local governments have less capacity to respond to their challenges. This creates a vicious cycle where inadequate inputs and insufficient support reinforce learning and equity gaps in the sector.

11. **These regional inequalities are further compounded by the impacts of climate change and natural disasters, which also tend to affect the poorest regions.** Nearly half of the schools in the country are frequently exposed to the negative effects of climate change and natural disasters, and the education system is not sufficiently adaptive. Colombia has the highest recurrence of extreme events in South America, with 84 percent of the population and 86 percent of its assets in areas exposed to two or more hazards, including flooding related to the La Niña phenomena. Rapid population growth in poorly planned urban areas, informal settlements, and densely populated coastal areas, coupled with the effects of climate change, are already exacerbating flooding and landslides in the country.⁹ World Bank estimates for 2017 show that, in general, only 45 percent of Colombians are resilient to climate change effects. Thus, 55 percent of Colombian households are not resilient to shocks, reducing their aggregate consumption (well-being) by around 3.04 percent of the GDP every year¹⁰. Not only does climate change reduce family consumption, but it may also limit the human capital accumulation of children through closure of schools and interruptions in the School Feeding Program (SFP) provision. Estimates from 2019 indicate that

⁶ Equity flagship, forthcoming.

⁷ Fundación Compartir. (2014). *Tras la Excelencia Docente: Cómo mejorar la calidad de la educación para todos los colombianos*. Colombia: Autores.

Forero, D. & Saavedra, V. (2019). *Los 10 pasos para hacer de Colombia la mejor educada de América Latina*. Colombia: Fedesarrollo.

⁸ OECD. (2016). *Education in Colombia, Reviews of National Policies for Education*. Paris: OECD Publishing.

⁹ World Bank Group Climate Change Knowledge Portal. Colombia. Accessed August 2021. <https://climateknowledgeportal.worldbank.org/country/colombia>.

¹⁰ Hallegatte, S., Vogt-Schilb, A., Bangalore, M., & Rozenberg, J. (2017). *Unbreakable: Building the Resilience of the Poor in the Face of Natural Disasters. Climate Change and Development*. Washington, DC: World Bank.



around 43.5 percent of schools in 80.4 percent of the municipalities in the country may be exposed to the negative impacts of climate change due to their location in dispersed rural areas.

COVID-19 Impacts

12. **The pandemic is exacerbating preexisting challenges.** Colombia has experienced one of the longest school closures in the world (17 months). Students with no connectivity had fewer hours of study in distance education and, among students without access to a device, 40 percent reported studying less than 4 hours per day.¹¹ There is also evidence of dramatically deteriorating socioemotional status of children due to school closures, with 44 percent of children stating that they felt sad, stressed, discouraged, or alone during the pandemic. While school closures due to the pandemic have been long and massive, disruptions to the education sector are likely to become more common in the near future due not only to potential new waves of the pandemic but to climate change-related impacts.

13. **The resulting challenge will be enormous and may have lasting consequences: more than two-thirds of students might be 'learning poor' by the end of 2021.** Although there is no information on the impact of the pandemic on learning outcomes in Colombia, the World Bank estimates that at the end of 2020, learning poverty may have increased from 53 to at least 60 percent, with poorer children being affected the most.¹² Considering the pace of school reopening in 2021,¹³ the rate may increase to close to 70 percent.

14. **The impact of the pandemic will be long-lasting if expected negative impacts on human capital accumulation materialize, limiting future growth and deepening preexisting inequalities.** Before the pandemic, Colombia's Human Capital Index was 0.51, indicating that a child born in Colombia could expect to be half as productive as he or she could be with full human capital accumulation.¹⁴ The index will decrease as a result of the pandemic, mainly because of learning losses, a foreseeable increase in dropout rates in the short and medium term, and reductions in expected years of schooling derived from school closures.

15. **Pre-pandemic inequalities will deepen because of the crisis and continue to deepen unless the system becomes more resilient to service disruptions.** Conditions for distance learning are highly uneven. In 2019, 97 percent of students in rural areas had no connectivity or access to a computer compared to 70 percent in urban areas.¹⁵ Those not connected tend to have other unfavorable conditions for distance learning. For example, half of the 15-year-old PISA 2018 takers without connectivity did not have a desk, and only 18 percent had one household member with at least upper secondary education. Results for learning poverty evidence these inequalities too. Learning poverty rates may reach 80 percent of the student population in lagging regions that are most vulnerable (Vichada, Vaupes, and La Guajira). Lagging

¹¹ World Bank survey on home learning practices in Barranquilla.

¹² Cerdan-Infantes, P., Suarez, J.C., Higuera, S., & Zavala, F. (2020). *Simulating the Potential Impact of COVID-19 School Closures on Learning and Schooling in Colombia*. Unpublished manuscript.

World Bank. (2021). *Acting Now to Protect the Human Capital of Our Children: The Costs of and Response to COVID-19 Pandemic's Impact on the Education Sector in Latin America and the Caribbean*. Washington, DC: World Bank Group.

¹³ The school year starts in February and by June 2021, only 17 percent of students had returned to in-person education. The pace has accelerated and by September 2021, the number is more than two-thirds.

¹⁴ Human capital consists of the knowledge, skills, and health that people accumulate throughout their lives, enabling them to realize their potential as productive members of society.

¹⁵ DANE. (2019). *Encuesta Integrada de Hogares*.



regions are likely to experience larger learning losses because they serve disadvantaged populations who are most affected by school closures. In addition, those areas are more prone to climate-change-related natural disasters such as flooding and landslides.

16. Gender gaps will also be affected by the pandemic. International evidence suggests that women and girls have faced increased socioeconomic vulnerability during the pandemic.¹⁶ In addition, they are more likely to be caring for children in the household, placing an additional burden on them in distance learning and limiting their likelihood of returning to in-person schooling. On the other hand, economic needs may also push more young boys into the labor market, also affecting their distance learning and return to in-person education. Whether gender gaps in both access and learning widen or narrow will depend on the level of income, rurality, and the economic impact of the pandemic, which will vary greatly across schools and regions. As children return to in-person education, it is crucial to monitor re-enrollment, repetition, dropout, and learning outcomes by gender to develop gender-specific interventions to address gaps. Thus, any pedagogical support provided to teachers and any leadership and management support provided for school principals and local government officials needs to include a gender perspective and provide guidance to address gender-specific challenges.

17. School closings and disruptions to the education service provision from climate change and natural disasters will continue to pose significant management challenges in many ETCs. The education sector in Colombia is affected by the occurrence of disaster events restricting access to educational facilities. For example, during La Niña 2010–2011, 3,083 educational institutions and 13,225 classes in 19 departments were affected. The damage to the infrastructure resulted in almost 800,000 students unable to receive educational services.¹⁷ In areas where flooding is recurrent, such as Bolívar or Guainía, children usually must leave their houses to look for shelter, schools are closed temporarily, and the SFP stops delivering meals to cope with the crisis. The lack of adaptiveness of schools to climate-related shocks contributes to learning losses in climate-affected areas. Children in areas such as Guainía only reach 4.3 years of education, adjusted by learning, which is less than 50 percent of the learning achieved by children in areas not severely affected by climate change, such as Bogotá. Therefore, improving the education sector's resilience to school closures is an urgent priority, especially in lagging regions that are more susceptible to these climate change-related natural disasters.

18. If unmitigated, large learning losses and negative socioemotional impacts will probably result in vast increases in dropout in the medium-term. If students do not meet the requirements for promotion to the next grade, schools and teachers traditionally face two options: repetition or automatic promotion of the student. Both options are likely to lead to dropout in the medium term, causing a social and economic loss.¹⁸ There is, therefore, a need for remedial actions focused on students' basic competencies and socioemotional learning (SEL). Remedial education programs are the most effective way to keep students on track to complete educational trajectories and, as evidence shows, are effective at leveling

¹⁶ Cuesta, J., & Pico, Ju. (2020). *COVID-19 Affects Everyone but Not Equally: The Gendered Poverty Effects of the COVID-19 Pandemic in Colombia*. Washington, DC: World Bank.

¹⁷ "Campos, A., Holm-Nielsen, N., Diaz, C., Rubiano, D., Costa, C., Ramirez, F., & Dickson, E. (2011). *Analysis of Disaster Risk Management in Colombia: A Contribution to the Creation of Public Policies*. Washington, DC: World Bank.

¹⁸ UIS (UNESCO Institute for Statistics). (2012). *Global Education Digest 2012: Opportunities Lost: The Impact of Grade Repetition and Early School Leaving*. Canada: UNESCO-UIS.

King, E., Orazem, P.F., Paterno, E.M. (2008). *Promotion with and without Learning: Effects on Student Enrollment and Dropout Behavior* (Policy Research Working Paper No. 4722). World Bank.



student competencies to get them back on track.¹⁹ Remedial education after the pandemic is necessary to recover from learning losses and accelerate learning outcomes in the medium term.

Government Recovery Plan

19. **The GoC's recovery plan for the education sector focuses on improving learning outcomes and SEL and ensuring complete educational trajectories.** The plan has four main pillars: (i) effectively using learning assessments, (ii) improving pedagogical practices through the Program All to Learn (*Programa Todos a Aprender*, PTA), (iii) improving school management practices through the Leadership School (*Escuela de Liderazgo*), and (iv) improving local government management practices through the School for Education Secretariats (*Escuela de Secretarías*) in local governments and an improved SFP. These pillars were included in the National Development Plan (*Plan Nacional de Desarrollo*, PND) approved in 2018 and were adjusted to respond to the challenges of the COVID-19 crisis. Overall, the GoC's recovery plan aims to support the recovery from the tremendous impact of the pandemic on the education sector while laying the foundations for addressing some longer-term sector challenges and building a more resilient education system.

20. **Pillar (i) Effectively using learning assessments (measuring both learning outcomes and SEL) is the foundation for designing effective responses in the classroom and the school in short- and longer-term.** The Colombian Institute for the Assessment of Education (*Instituto Colombiano para la Evaluación de la Educación*, ICFES) is responsible for the design and implementation of learning assessments. It does so through two main tools: the Pruebas SABER,²⁰ which measures learning outcomes nationally in grades 3 to 11, and a formative assessment called Evaluate to Advance (*Evaluar para Avanzar*, ExA) for grades 3 to 11.²¹ Both ExA and Pruebas SABER focus on essential learning in language, science, citizenship, and mathematics. ExA also covers socioemotional skills, environmental studies (including climate change), and English. ExA was piloted in 2020 and its use is voluntary for teachers and schools.

21. **Promoting the use of formative assessments is crucial in the recovery phase of the pandemic.** ExA is designed to help the teachers and principals identify the needs of students.²² This information, if used effectively, is crucial to adapt the pedagogical practices of teachers to those needs. ExA is fundamental to promote equity in the classroom and the school because it can also be used to identify children with high vulnerabilities in different areas who may be at higher risk of falling behind or dropping out. Designing remedial actions that address the needs of vulnerable populations can overwhelm teachers' capacity to respond. Thus, in addition to promoting the widespread use of ExA, there is a need to support teachers, especially those with vulnerable populations, in using this information effectively.

¹⁹ Schwartz, A. C. (2012). *Remedial Education Programs to Accelerate Learning for All*. Washington, DC: World Bank.

²⁰ Pruebas SABER is the standardized assessment in grades 3, 5, 7, 9 and 11 for assessing the performance achieved by students according to the basic competencies defined by the MoE. The test is mandatory in grade 11 as a prerequisite for accessing higher education. The Pruebas SABER 3 to 9 will be reinstated in 2021 after being discontinued in 2017.

²¹ ExA is a formative assessment tool for grades 3 to 11. It aims to provide teachers with information on the needs of children and youth and guide them through actions to accelerate learning and socioemotional development. Pruebas SABER 3 to 9, on the other hand, are standardized learning assessments for grades 3, 5, 7, and 9 in a sample of schools..

²² The use of the tool is voluntary and it is designed to be applied autonomously by teachers. The conditions of its application are not standard, and thus the tool does not allow monitoring of learning outcomes at the school or population levels. When the Program Appraisal Document mentions principals, it refers to the school management team or *Directivos Docentes*.



22. **Pillar (ii) Improving pedagogical practices through the PTA.** The PTA is a large-scale teacher mentoring program in preschool and primary education that seeks to improve students' learning in math and language by improving pedagogical practices and teaching competencies in the basic areas of the primary education curriculum (mathematics and language). The program was launched in 2012 and is operated directly by the MoE through 4,500 mentors selected in each ETC. The PTA is implemented in coordination with local governments and supports more than 4,400 schools and 84,000 teachers, benefiting more than 1.8 million students every year. It targets vulnerable schools using a combination of education outcomes and socioeconomic variables to select schools.²³

23. **The PTA is the main mechanism to support teachers in designing effective responses to the impacts of the pandemic and improve pedagogical practices to adapt them to the needs of students.** It reaches a large percentage of vulnerable primary schools, and the mentoring for teachers is intensive and includes in situ support throughout the school year. The program currently focuses on language and mathematics in primary education. The program played a fundamental role in the emergency response to the pandemic when it reoriented its efforts to support teachers in remote teaching. The PTA is also the main avenue to distribute textbooks in basic education. In 2020, the PTA distributed 8 million textbooks and teacher guides for use in the schools supported by the program. However, coverage of the PTA is still limited (51 percent of schools in primary education), so is its scope of work, which is bound to basic competencies in primary education.

24. **The PTA recently expanded its support to pedagogical leadership for principals and piloted the inclusion of SEL as an objective in teacher mentoring.** The PTA recently introduced support for school principals with the piloting of leadership and management support based on the well-known Principals, Leaders, and Transformers (*Rectores, Líderes y Transformadores*) program, which was evaluated in 2018 with positive results.²⁴ This new line of support is a crucial step in increasing the impact and sustainability of the PTA since strengthening the pedagogical leadership of principals is fundamental for sustained improvements in pedagogical practices of teachers in the classroom and for recovering from learning losses.²⁵ The PTA has also piloted the inclusion of programs for socioemotional development through the implementation of Emotions for Life (*Emociones para La Vida*),²⁶ a SEL program developed jointly by the Bogotá local government and World Bank and adopted nationally in 2021. Expanding the support in SEL will be crucial after the pandemic.

25. **Pillar (iii) Improving school management practices through the Leadership School (Escuela de Liderazgo).** The Escuela de Liderazgo program, established in 2020, is the main mechanism for the GoC to support school principals and their management teams. The program organizes the existing supply of school principals' support programs around different types of support (in-service training, diplomas, masters, and PhDs) and works with local governments in designing and implementing training plans for principals according to their needs. While still in its inception, the program seeks to establish a coherent and structured support for school principals with practical support aligned with their needs.

²³ Low learning outcomes, high repetition rates in primary, rural, and Development Programs with a Territorial Approach (*Programas de Desarrollo con Enfoque Territorial*, PDET).

²⁴ Harker, A.; Herrera, D.; García, S. & Escallón, E. (2018). *Evaluación de Impacto del Programa Rectores Líderes Transformadores*. Colombia: Universidad de los Andes.

²⁵ Bambrick-Santoyo, P. (2018). *Leverage Leadership 2.0* (2nd ed.). San Francisco, CA: Jossey-Bass.

²⁶ See the Technical Assessment document that is part of the Program documents for more details about the Emociones para la Vida program.



26. **The program can be an effective tool for COVID-19 recovery if it focuses on promoting the use of information to design and implement school-level interventions that address the needs of students and develop robust plans for future disruptions to in-person schooling.** Schools develop yearly improvement plans, which are discussed and agreed at the beginning of the school year (January) and are monitored at the end (November). Yet the process is rarely driven by data or analysis. Improvement plans are rarely concrete, prioritized, and with measurable targets²⁷ and do not include provisions for adapting to climate change or mitigating the impacts of disasters on educational outcomes. Escuela de Liderazgo should promote a more integrated use of information and data in decision-making in schools, as well as the use of data to support the implementation and monitoring of actions, including remedial programs, and progress in schools. The promotion of equitable responses that are inclusive and explicitly address gender gaps is critical for the recovery from the impacts of the pandemic. In addition, Escuela de Liderazgo needs to guide principals in developing effective disaster mitigation plans as well as effective responses to any future disruptions to in-person education arising from climate change-related natural disasters.

27. **Pillar (iv) Improving local government management practices through the School for Education Secretariats (Escuela de Secretarías) in local governments and an improved SFP.** The technical assistance (TA) provided through Escuela de Secretarías includes tools to develop ETCs' capacity to use data effectively to increase achievement of quality education, strengthen cooperation between peers, and provide content and guides.²⁸ The SFP is a critical tool to promote school attendance, reduce school dropouts, and enhance the academic performance of the most vulnerable children.²⁹ SFP management units in local governments lack sufficient data to oversee service delivery, creating suboptimal implementation that affects the quality and timeliness of the provision. The School Feeding Program Unit (*Unidad Administrativa Especial de Alimentación Escolar - Alimentos para Aprender*, SFP Unit) is an autonomous institution adjunct to the MoE that aims to revert that. The SFP Unit provides financing and technical support to ETCs for the implementation of the SFP; its role is to provide information systems and TA to improve transparency, generating value for money of SFP procurement, reducing food waste, improving beneficiaries' satisfaction, and strengthening the monitoring capacity at the local level. The Unit also provides tools and guidelines to reduce food waste by adapting menus to children's preferences. The new SFP IT ecosystem, SiPAE (School Feeding Program Information Technology Ecosystem, *Ecosistema de información del PAE*) will significantly strengthen the monitoring capacity of local governments to measure, manage, and reduce food waste at the school level.³⁰

28. **The SFP responded to the pandemic with new food distribution modalities, reaching children and families directly at home (SFP At Home).** This reform was the first grand task for the newly created SFP Unit. An ongoing World Bank evaluation for the at-home SFP preliminarily shows high acceptability

²⁷ Cerdán-Infantes, P.; Zavala, F.; & Suarez, J.C. (2018). *Report of Results of the Application of the Training Strategy in Educational Leadership*. Unpublished manuscript.

²⁸ This may include specific content as requested by the ETCs or the schools, or as part of strategic national plans, like the National Program for Strengthening Skills in Foreign Languages, which is aligned with the NDP.

²⁹ The SFP in Colombia dates back to 1936 and is one of the oldest social programs in Colombia. The program was established to improve students' health and nutrition indicators, promote school attendance, reduce school dropouts, and enhance the academic performance of the most vulnerable children. In 2016, its operation was decentralized from the MoE to the 96 ETCs. From 2020, the SFP was transferred to the new SFP Unit, although it continued to be directly implemented by the ETCs. As of June 2021, the SFP covers more than 5.5 million children and teenagers studying in public educational institutions. According to the most recent impact evaluation, the SFP improves attendance by up to 1.7 pp, reduces dropout by up to 0.7 pp, fosters enrollment by 3 percent, and reduces repetition by 13.7 percent (Source: <https://www.centronacionaldeconsultoria.com/>)

³⁰ The SFP Unit is part of the technical committee that is building the National Policy to prevent and reduce food waste.



and impact perception among communities: 83.2 percent of parents are satisfied with the SFP received at home, 61.0 percent consider that the SFP has been critical for their children to continue school activities during the pandemic, and around 80.0 percent think that the SFP is important for fostering children's learning. The SFP At Home is a step in the right direction toward achieving an education sector more adaptive to climate change effects, particularly by ensuring a timely reaction of the SFP in moments of disruption to in-person education or in food delivery chains. The SFP Unit is working on establishing the SFP At Home as a permanent adaptive strategy to react in case of disasters or any type of crisis beyond COVID-19. SiPAE already includes the possibility of monitoring the SFP At Home model in times of crisis, thus ensuring that local governments have all the required tools and information to react on time during climate change-related natural disasters or other disruptions to regular service.

29. **This Program for Results (PforR) seeks to support a prioritized, coordinated, and equitable implementation of the recovery plan, prioritizing schools and local governments with the most vulnerable students.** The GoC's plan needs to prioritize the implementation of remedial actions throughout the entire trajectory (from preprimary to upper secondary education), articulating the support for teachers, principals, and local governments with a strong equity focus. The current plan has the ingredients to recover from the crisis and build a more resilient system by focusing on measuring learning and SEL and supporting teachers, principals, and local governments. The assessment of learning outcomes and SEL upon the return to in-person education is a fundamental step to building an effective response. But teachers and principals, who are at the front line of the response, will need coordinated support from local governments and the Central Government to implement effective pedagogical practices that adapt to the needs of all students.³¹ Introducing 'teach at the right level' pedagogical strategies in all levels of education according to the vulnerability levels of students will be crucial to recovering from learning losses in an equitable way. For vulnerable students, these should include 'remediation' to focus on foundational learning in basic competencies and SEL. In many vulnerable contexts, most students will fall into this category. For more heterogeneous student groups, 'differentiation strategies' by learning levels in the classroom and other targeted interventions to recover from individual learning losses (such as tutoring) have proven effective at improving learning.³²

C. Relationship to the CPS/CPF and Rationale for Use of Instrument

30. **This PforR supports the second pillar of the Country Partnership Framework for Colombia FY16-21 discussed by the Executive Directors on February 23, 2016 and its more recent Performance and Learning Review (April 23, 2019).** The CPF is built on three pillars: (a) fostering balanced territorial development, (b) enhancing social inclusion and mobility through improved service delivery, and (c) supporting fiscal sustainability and productivity. Under the second pillar, the CPF's fourth objective (Improved Access to and Quality of Education) aims to maintain and promote enrollment and quality of education from early childhood through tertiary education. The definition of strategies to foster a quick and inclusive recovery of education outcomes after the COVID-19 pandemic, proposed by this PforR, is entirely aligned with this objective.

³¹ Numerous studies highlight key constraints to improving outcomes in the education sector under the current circumstances. These studies include extensive work from the World Bank on the management of the education system at all levels (schools, local government, and central government), the financing of the system, the implementation of socioemotional skills programs, the involvement of parents in school management, and school feeding programs, among others.

³² <https://www.teachingattherightlevel.org/>.



31. **The operation is also well aligned with best practices in education at a global level and with the recent global experience in response to COVID-19 impacts on education.** This PforR builds on significant institutional knowledge of education, specifically on the importance of assessing learning outcomes and supporting students and teachers with effective tools and programs. World Bank reports have estimated the expected profound impacts on learning poverty as a result of the crisis and provide proposals for the recovery process to start as soon as possible.³³ The PforR is also aligned with the World Bank Group (WBG) corporate goals and commitments, including climate change, gender, and citizen engagement; and with the Saving Lives and Livelihoods while Supporting Green, Resilient and Inclusive Development (GRID) Agenda.

32. **The proposed PforR builds on a long, strong, and broad engagement on education in Colombia with the MoE, the SFP Unit, and other key actors in the sector.** The World Bank's long-standing engagement in Colombia includes an Investment Project Financing (IPF) with the Colombian Institute for Educational Credit and Technical Studies Abroad (*Instituto Colombiano de Crédito Educativo y Estudios Técnicos en el Exterior*) (P160446).³⁴ On basic education, the World Bank has supported the GoC through multiple Advisory Services and Analytics activities (P167048, P169584, P172178, and P174652).³⁵ The engagement has also included numerous Reimbursable Advisory Services with the MoE, the SFP Unit, and local governments, including the District of Bogotá (P171181, P171330, P174330, and P175418).³⁶

33. **The range of diagnostics, design of programs, and evaluations in key areas has been the cornerstone of a productive dialogue and has provided a strong basis for the technical design of the current PforR.** Examples of relevant areas include determinants of successful trajectories, improvement of management of the education sector (with specific activities at the school, local, and central government levels), use of data for effective management with the design and implementation of a results-based monitoring system such as the School Monitor (*Monitor Escolar*),³⁷ improvement of SEL (including the design of an innovative program for basic education *Emociones para La Vida*), reform of upper secondary education, and design of parental education programs. With the MoE, the World Bank's previous engagement focused on developing the capacity of the education system to provide more efficient and effective education services. With the SFP, the World Bank has supported the consolidation and modernization of the program with a focus on improving service delivery and monitoring to achieve outcomes more effectively. Furthermore, through local governments, the private sector, community-

³³ Saavedra, J., Aedo, M.C., Arias, O.S., Pushparatnam, A., Gutierrez, M., & Rogers, F. (2020). *Realizing the Future of Learning: From Learning Poverty to Learning for Everyone, Everywhere*. Washington, DC: World Bank Group.

World Bank. (2021). *Acting Now to Protect the Human Capital of Our Children: The Costs of and Response to COVID-19 Pandemic's Impact on the Education Sector in Latin America and the Caribbean*. Washington, DC: World Bank Group.

World Bank. (2020). *Guidance Note on Remote Learning and COVID-19*. Washington, DC: World Bank Group.

World Bank. (2020). *The COVID-19 Pandemic: Shocks to Education and Policy Responses*. Washington, DC: World Bank Group.

World Bank. (2020). *The Human Capital Index 2020 Update: Human Capital in the Time of COVID-19*. Washington, DC: World Bank Group.

World Bank. (2020). *Education in LAC: COVID-19 Impact and Bank Response*. Internal dashboards (various editions).

³⁴ Access and Quality in Higher Education Project – PACES (P160446)

³⁵ REACH KLI4: RESULTS-Based Monitoring System (P167048); Supporting Education Sector Policy in Colombia (P169584); Colombia Equity Flagship (P172178); Improving equity and effectiveness of the Colombian Programa de Alimentación Escolar (PAE) (P174652).

³⁶ Families, quality and efficiency of Education in Colombia (P171181); Improving Quality of Education in Bogotá (P171330); Strengthening Bogota's Education Management System (P174330); Multidimensional Education Quality Evaluation System for Bogota (P175418).

³⁷ See the Technical Assessment document that is part of the Program documents for more details about the Monitor Escolar.



based key actors, and other development partners in the sector, the World Bank is well-positioned to support an inclusive PforR with attainable and measurable impacts in the midterm. Additionally, during the COVID-19 pandemic, the World Bank has leveraged significant global knowledge as inputs to the many technical discussions with the GoC to support children, youth, and their families during the crisis. As a result, the World Bank has been invited to participate in the definition of the post-pandemic recovery policy measures and the design and evaluation of the at-home SFP model.

34. **The broad and deep engagement with the GoC, the focus on improving a government program that provides a strong basis for proposed interventions, and the importance of focusing on results make the PforR an ideal instrument for this operation.** The PforR instrument is appropriate for the proposed operation, as the GoC has defined a well-articulated program with extensive consultation of the main counterparts. The goal of the operation is directly aligned with the education policy goals of the PND. Colombia has relatively sound institutions and procedures. Linking disbursements to the achievement of tangible, transparent, and verifiable results could become an effective instrument to shift focus toward the achievement of results. After the first use of the PforR instrument in the health sector through the Improving Quality of Health Care Services and Efficiency in Colombia Program (P169866),³⁸ the GoC has been keen to use it again as this instrument will ensure that priority is given to key goals of the GoC, helping shield critical policies and programs from political uncertainty. Furthermore, the PforR instrument will also allow for improvements, as necessary, in the implementation of the GoC's own technical, fiduciary, and safeguards systems.

II. PROGRAM DESCRIPTION

A. Government Program

35. **The Government program supported by this PforR is part of the education policy line within the PND's Equity Pillar.** The education policy line "quality education for a future with better opportunities for all" includes 10 policy actions to improve quality of education in the medium term. The GoC's response described above is included in three of these actions, as follows: (a) the promotion of complete high-quality educational trajectories for all children and youth, from early childhood to tertiary education; (b) the promotion of modern and effective management practices within the education sector, both at the national and subnational levels; and (c) the improvement of the service delivery and impact of the SFP. Pillars (i), (ii), and (iii) of the GoC's strategy described above (assessments, PTA, and Escuela de Liderazgo) are included in activity (a), whereas Pillar (iv) (support for local governments) is divided in the Escuela de Secretarías (b) and the specific support for the SFP (c). Each of these policy targets has a budget line associated with it (Table 1).

³⁸ Improving Quality of Health Care Services and Efficiency in Colombia (P169866).



Table 1. Government Program in the PND

PND Policy Line	PND's Policy Action	Policy Action Description	Implementing Agency	Policy Action Associated Budget Line	GoC Pillars for the Response
Quality education for a future with better opportunities for all	(a) Promotion of complete high-quality trajectories for all children and youth	Comprises all public interventions aiming to ensure complete and high-quality education trajectories for children in preschool, primary, and secondary education	MoE	Complete Education Trajectories	Assessments (i), PTA (ii) and Escuela de Liderazgo (iii)
	(b) Promotion of modern and effective management practices within the education sector	Contains the TA provided by the MoE to subnational governments and other school-level actors, for improving the sector's management		Support to subnational governments	Escuela de Secretarías (iv)
	(c) Improvement of the service delivery and impact of the SFP	Provides financing for (i) the implementation of the SFP and (ii) the TA provided by the National Government to the subnational governments to ensure adequate management of the program	SFP Unit	SFP	Actions related to improving the SFP (iv)

Source: PND 2018-2022 Pacto por Colombia, Pacto por la Equidad/SPI.

36. **This PforR will support only activities related to the four pillars of the GoC's response to the COVID-19 crisis described above.** The MoE's consolidated budget lines do not map directly to pillars, and the three budget lines include a broad range of activities not related to the recovery pillars or the objectives of this PforR. The activities included in the Government program are thus selected from these three budget lines. The included activities are those related to (a) improvement of the measurement of learning outcomes (financing the implementation of assessments by ICFES), (b) implementation of the PTA and Escuela de Liderazgo (provision of materials, trainers, and logistics), (c) implementation of Escuela de Secretarías (provision of materials and trainers), and (d) development and improvement of information systems and data use for the SFP. The selected activities map to the government budget lines (Table 1). Activities related to these pillars have been common to all PNDs since at least 2010 and are structural priorities in the sector that are likely to be included in these documents and the Government's budget. Two agencies are responsible for implementing these pillars and will also be covered by this PforR: the MoE and the SFP Unit.



B. Theory of Change

37. **The Program supports the recovery phase of the pandemic and seeks to build a more resilient system for future crises.** It has as an overarching objective the improvement of learning outcomes, SEL, and educational trajectories of children and youth (Figure 1). To achieve these objectives, the Program supports improving pedagogical practices of teachers and management practices in schools, local governments, and the Central Government. The improvements in pedagogical practices are centered on using assessments to introduce 'teach at the right level' pedagogical strategies in disadvantaged schools, particularly remedial education and SEL for the most vulnerable to recover from learning losses and improve SEL. The improvement of pedagogical practices is anchored in the coordinated support for teachers, principals, and local governments provided through the PTA. The improvements in management practices at the school, local government, and central government levels aim to use data and remedial strategies more effectively to target actions, monitor progress, and promote a more adaptive education system that can respond timely to future crises, including climate-change-related.

38. **The Program is organized in two results areas: Results Area 1 focuses on improving pedagogical and management practices at the school level; and Results Area 2 focuses on improving management practices in local governments and the Central Government.** Logic behind the Program is that, in order to improve learning outcomes, SEL and education trajectories, the Colombian education system needs to improve its pedagogical and management practices. To do so, the Program introduces the systematic use of formative assessments to inform students learning and socioemotional needs. This information will be later used for the definition or adaptation of strategies to improve learning outcomes and SEL, such as the increased coverage of the PTA, the introduction of a new remedial education and SEL program, and the creation of a new line of support for ETCs; and is a key input for the adaptation of management practices at the school level (Results Area 1), and in local governments and the Central Government (Results Area 2). Results Area 1 supports the (a) implementation of assessments (SABER and ExA); (b) use of assessments for pedagogical support and introduction of remedial education and SEL to vulnerable schools in preprimary, primary, and secondary education through the PTA; and (c) improvement of the pedagogical leadership skills of school principals. Results Area 2 supports the (a) use of data for decision-making at the local level and (b) TA for the management of the SFP with differentiated support from the Central Government to the most vulnerable ETCs. The Program estimates to benefit 2,502,420 students by the end of the Operation, 1,226,186 of them female.

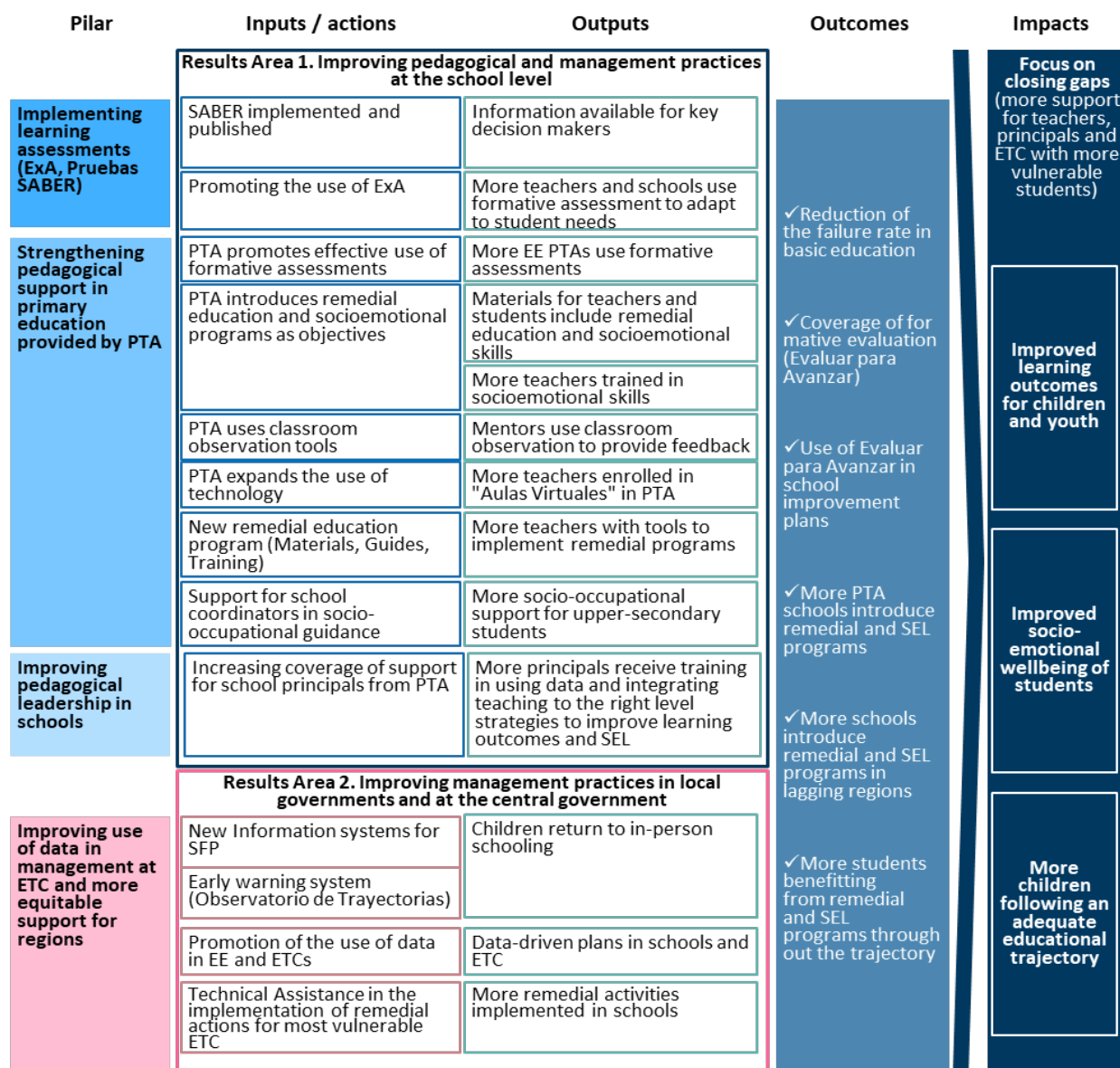
39. **Results Area 1. Improving pedagogical and management practices at the school level.** This area aims to improve pedagogical and leadership practices at the school level by providing teachers and principals with the required resources to address needs identified after the application of learning assessments. The impact of activities under this area will be measured through the Program Development Objective (PDO) indicator 1 (PDO 1), the failure rate in basic education; the school coverage of the ExA (PDO2); the use of ExA in school yearly planning (PDO 3); and the introduction of remedial education, SEL programs, and other 'teach at the right level' techniques (PDO 4). This area will conduct three activities.

- (a) **Use of assessments.** ExA and Pruebas SABER are valuable tools for identifying students' needs in terms of learning outcomes and SEL. The Program will support two main activities for this: (a) implementation of a sustainable strategy of Pruebas SABER in grades 3, 5, 7, and 9 every two years; and (b) large-scale use of ExA. The information from both assessments will be used in the Program to guide teacher efforts toward the students most in need and adapt the type of support they give these students. Additionally, given the timing of the Program, resulting information will allow the



establishment of a baseline level on learning outcomes after school closures and the monitoring of progress in improving learning outcomes. This is expected to generate significant changes at the classroom level, and the information from these assessments will be the foundation for articulating a response nationwide. Given the importance of this step for the success of the Program, the percentage of all public schools that implement ExA is the PDO 2.

Figure 1. Theory of Change



- (b) **Strengthening of the PTA.** The Program aims to increase the number of teachers supported by the existing line of support of the PTA, as well as improvements to the PTA with five main activities: (a) promotion of the use of assessment information in the mentoring provided to teachers and the support for principals; (b) introduction of 'teach at the right level' strategies to accelerate learning and address the needs of students, including introducing remedial education and SEL programs in



study plans; (c) promotion of the use of classroom observation tools by mentors to provide more effective feedback to teachers and measure pedagogical practices; (d) provision of pedagogical guidelines and materials; and (e) use of technology to reach more teachers. This support is expected to result in schools using assessment data (ExA) for their yearly planning to target actions (PDO 3) and introducing remedial education, SEL programs, and other ‘teach at the right level’ techniques (PDO 4). The introduction of these techniques in implementation protocols in the PTA is a fundamental step in this process and is captured by the explicit inclusion of these techniques in the updated protocols and the Action Plan for the PTA (previous results).

The PTA will also support the implementation of a remedial education program and ‘teach at the right level’ strategies in secondary education through a new line of support for ETCs. The program will: (a) provide guidelines for teachers and training virtual sessions to understand the methodology along with the scope and sequence that supports the program; (b) support the same five activities introduced for the strengthening of the PTA (see above) to improve pedagogical practices, including a specific focus on secondary education to promote completion of educational trajectories; (c) provide support to targeted teachers on using ExA in the design of additional intra and extra mural remedial activities to prevent early dropout; (d) increase number of schools that provide support of socio-occupational guidance for students; and (e) support the evaluation of the Upper-Secondary Eco-systems (*Ecosistemas de Media*), a pilot initiative to improve the relevance of upper secondary education by linking it more effectively to the local context. The program will be implemented by local governments with the support of the MoE through a central-level TA team. The TA provided for the program will monitor and coach the TA team and liaise with the PTA tutors, and, where possible, these teams will coordinate with external partners to support the implementation. Altogether, the new program and the strengthened PTA will improve pedagogical practices that are expected to increase learning outcomes, recover socioemotional well-being, and reduce dropout.

- (c) **Strengthening of pedagogical and management leadership skills for principals.** The Program will improve school management through the Escuela de Liderazgo strategy and a training program for school management teams participating in the new remedial education program. The Program will support the increase in the number of principals trained through the Escuela de Liderazgo program and improvements to the Escuela de Liderazgo. In particular, it will promote the use of data (especially learning assessments), the introduction of remedial education and SEL programs, the provision of tools for a more effective involvement of parents and caregivers in schools. The support will be gender-sensitive and focus on actions that promote inclusion in schools. Escuela de Liderazgo will develop programs to support principals in developing contingency plans for any future disruption of educational services, including those related to climate change, particularly in high-risk areas. The relevance of this strategy is also captured through PDO2 and PDO3, which measure improved management practices through the use of ExA and remedial education in school yearly planning, and Disbursement-Linked Indicator (DLI) 4: Improved leadership and management skills for principals (see section II.H).

40. **The Program will carry out an impact evaluation of all the lines of support of the PTA in its last year.** The PTA is currently being evaluated by the World Bank and the National Planning Department (*Departamento Nacional de Planeación*, DNP), and the results from the evaluation will be a key input to the Action Plan for strengthening the PTA under this Program. In its last year, the Program will evaluate the direct support provided to primary education teachers through mentoring, the support for



pedagogical leadership skills for school principals, and the support for the implementation of remedial education in secondary education through ETCs. The evaluations will be designed in the first year of the Program in coordination with ICFES, to rely on Pruebas SABER to measure the impact of the PTA on learning outcomes, complemented with classroom observation tools and tools to measure management practices – the World Management Survey (WMS). The implementation of this rigorous evaluation is crucial to learn lessons and make any necessary adjustments to the program and its importance is recognized in disbursement-linked result (DLR) 3.2.

41. Results Area 2. Improving management practices in local governments and at the Central Government. This area aims to improve local government management practices while focusing on promoting equitable support and resilience to future crises, including climate disasters. Therefore, this area will conduct two main activities:

- (a) **Use of data for diagnosis, targeting, and pedagogical support.** The Program will support the effective use of the Observatorio de Trayectorias Educativas, an early warning system for student dropout that allows for a prioritization of actions in schools with a high risk of dropout. To complement this data system, the Program will support the implementation of low-cost collection of information from school communities (principal, teachers, students, and parents) using technology in participating ETCs through the Monitor Escolar. Because the information is anonymized, parents and students can provide feedback freely and easily, and it allows tracking of the quality-of-service provision from the viewpoint of students and their families. These information systems, together with learning assessment data, will be the basis to develop effective interventions to re-enroll children, ensure they attend school, and foster adequate school-level responses in crisis and will be key during the implementation of activities under Results Area 1. These effective interventions, which capture improvements in management in local governments and pedagogical practices, will be measured by the percentage of school sites, including remedial education and SEL programs (PDO-level indicator 6).
- (b) **Development of information systems to improve the efficiency and quality of the SFP.** The Program will conduct four main activities for this purpose: (i) support the SFP Unit in promoting the use of data to improve the targeting, efficiency, and quality of the SFP at the local level by developing the new IT ecosystem SiPAE that collects, validates, and organizes administrative information collected by all SFP stakeholders (captured through DLI 6); (ii) provide gender-sensitive training to local government staff on the use of SiPAE; (iii) ensure the inclusion of a permanent crisis-response SFP model into SiPAE to ensure an adequate reaction of the SFP in crisis and climate disasters; and (iv) generate reliable sources of information in SiPAE to measure, manage, and reduce food waste at the school level. All four activities are aligned with the GoC's milestone of ensuring a paperless operation of the SFP.

42. To provide the foundations for an effective, equitable response, Results Area 2 will target the support to regions with the most vulnerable populations. This Program will focus on reducing equity gaps by improving learning outcomes and SEL in students who need it the most. To this end, the Program will focus on children and youth located in lagging regions (PDO 6), which are also the most affected by climate disasters and the least resilient to crises. These regions are defined as ETCs with higher expected learning losses given high pre-pandemic learning poverty rates and poor socioeconomic and fiscal situations (See Annex 8 for further detail). The Program will provide TA to targeted ETCs for the implementation of the new remedial education and SEL program in secondary education to be developed



through the support of the PTA to ETCs (in Results Area 1). Participation in the program is voluntary for both schools and ETCs since they are autonomous; the relevance of its design and targeted implementation for the most vulnerable is highlighted by including an indicator (DLI 5) that aims to gradually increase participation throughout the operation's lifecycle. As implementation of this strategy will set the grounds for its expansion, the Program will conduct an impact evaluation in Year 4.

43. A key aspect of the support for lagging regions will be climate change mitigation strategies.

Targeted ETCs have twice the prevalence of natural disasters per capita compared to non-targeted ETCs. They also tend to have worse infrastructure and are more prone to school closures because of natural phenomena. Improving the resilience to climate change impacts in these regions is urgent. These actions should include: (a) developing infrastructure plans that reduce the risk of negative impacts from natural disasters (including earthquakes, river overflows, landslides, and drought); (b) supporting resilience through pedagogically explicit content, either in classroom or hybrid models that can be implemented, with or without connectivity, in coordination with parents/caregivers; (c) supporting dissemination strategies to develop awareness of the impact of climate change effects on communities; (d) ensuring equity in the ETCs' plans, through the inclusion of mechanisms to identify disabled students to be part of regional development plans with specific actions and targets (where administrative data on disabilities are not available, the Monitor Escolar will be used to track the inclusiveness of school plans and the implementation of specific actions); and (e) the SFP by reducing food waste and establishing a first-of-its-kind digital system for measuring program outcomes, including indicators linked to climate change.

44. A transversal principle of the Program will be the inclusion of activities to reduce gender gaps in school retention and learning and promote inclusiveness.

A gender focus is included in all activities, and to monitor progress around closing gender gaps in school retention and learning, the operation will track, among other relevant indicators, promotion rates among boys in lagging regions as well as the difference in promotion rates between boys and girls in lower secondary. In learning assessments, the use of ExA to adapt teaching to the level of the student will contribute greatly to adapting pedagogical practices to the differences in learning of girls and boys and of different ethnic groups and students with disabilities. Activities aimed to improve pedagogical practices, either the PTA or the new remedial education and SEL program will include actions to improve classroom and institutional climate, reduce early grade dropout for boys, improve learning foundational skills for girls, and foster inclusiveness in schools, either through teacher training or materials. In addition, the stronger focus on socioemotional skills will promote inclusion, respect for differences, multiculturalism, and gender sensitivity in schools and classrooms. The PTA will seek to address unconscious or conscious biases in its support to tutors and in materials. Materials will be available in different formats to ensure disabled populations also have access to the program. Finally, the implementation of SiPAE will require a definition of gender-sensitive training to local governments with three main objectives: (a) ensuring that all women participating in the SFP implementation can access the program's information while improving their IT skills; (b) promoting that the women within each community, particularly beneficiaries' mothers, have access to the tools provided by SiPAE for social control and monitoring of the meals; and (c) empowering women in rural areas to get involved more actively in the labor and economic inclusion opportunities provided by the SFP implementation at the local level, particularly by the SFP rural model.³⁹

³⁹ The SFP Unit is creating a new rural SFP model that allows the community to operate the program directly. This model opens labor and economic inclusion opportunities for rural women, including, but not limited to, becoming food providers (sell their



C. PforR Program Scope

45. **The boundaries of the Government program supported by this PforR are defined by including only those programs that are key to ensuring a timely and effective post-pandemic response in education.** From the Complete Education Trajectories budget line, the Program includes expenses related to: (a) the PTA implementation of the teacher training program, which covers the support for school principals; (b) the design and implementation of mechanisms to assess learning outcomes; (c) the TA provided by the MoE to subnational governments to improve access, quality, and attendance; and (d) the implementation of the new remedial education and SEL program. From the support to subnational governments budget line, the Program includes only those expenses linked to the TA provided by the MoE to the subnational governments and school principals to improve the overall management of the sector. From the SFP budget line, the Program includes only the expenses associated with the development and implementation of SiPAE. These boundaries are consistent with the proposed Theory of Change and Results Framework (Table 2).

Table 2. Link between Government Program Objectives and PforR Results Areas

PND Policy Line	Implementing Agency	PND Policy Action	Budget Line	PforR Results Areas
Quality education for a future with better opportunities for all	MoE	(a) Promotion of complete high-quality trajectories for all children and youth	Complete Education Trajectories	Improving pedagogical and school management practices
		(b) Promotion of modern and effective management practices within the education sector	Support to subnational governments	Promoting equitable support to regions
	SFP Unit	(c) Improvement of the service delivery and impact of the SFP	SFP	Promoting equitable support to regions

46. **Government program.** The total public resources assigned for the Government program considered in this PforR are approximately COP 708,073 million (approximately US\$182.7 million) for January 2022–June 2026. The MoE manages 96.3 percent of the funds allocated to the Government program and the SFP Unit manages 3.7 percent. The expenses associated with activities considered under each budget line are as follows:

- (a) **Complete Education Trajectories budget line:** the budget items represent COP 630,167 million (approximately US\$162.6 million, 89 percent). The budget is distributed in three main policy objectives: (i) strengthening the management of the education system (COP 260,000 million or approximately US\$67 million, 41.2 percent); (ii) promoting better teaching practices (COP 232,000 million or approximately US\$59.8 million, 36.7 percent); and (iii) providing learning and

agricultural products directly to schools), becoming service providers (directly managing the funds allocated by the local government for the school's SFP), and providing services as cooks or cleaners. For this, the operation of the rural model, in parallel with the SiPAE implementation, will ensure that gender-sensitive trainings are available for all women interested in engaging directly with the SFP.



pedagogical materials to schools (COP 138,167 million or approximately US\$35.8 million, 22.1 percent).

- (b) **Support to subnational governments budget line:** the budget item included represents an investment of COP 51,788 million (approximately US\$13.3 million, 7.3 percent), related to the TA provided by the MoE to the subnational governments and school principals.
- (c) **SFP budget line:** the budget item included represents COP 26,177 million (approximately US\$6.7 million, 3.7 percent), related to the SFP implementation support for subnational governments.

47. **PforR size.** Based on the selection of programs and activities included in the Government program, this PforR is delimited to include only those specific budget items, within the three budget lines, that are necessary for the achievement of the PforR results. The proposed size of the operation is COP 431,421 million (approximately US\$111.3 million) for June 2022–June 2026. The Program is defined by four budget items: three from the MoE (PTA implementation, learning assessments, and local governments support) and one from the SFP Unit (support to SFP implementation at the local level). The Program represents around 61 percent of the Government program. The Government's contribution to the Program is around COP 121,308 million (approximately US\$31.3 million, 28 percent) and IBRD financing is around COP 310,080 million (US\$80 million, 72 percent). The MoE is in charge of 93.7 percent of the PforR, distributed in all three budget items, and the SFP Unit is in charge of 6.3 percent, allocated into a single budget item.⁴⁰

- (a) From the PTA implementation budget item, the funds allocated are invested in: (i) the implementation, administration, and monitoring of the PTA; (ii) the purchase of materials for the PTA; and (iii) the wages and other labor contributions of the trainers involved in the implementation of the PTA. These activities have a total budget of COP 84,341 million per year (approximately US\$21.76 million).
- (b) From the learning assessments budget item, the funds allocated are invested in (i) the purchase of evaluation services for ICFES; (ii) the implementation, administration, and monitoring of the new remedial education and SEL program for lagging regions; and (iii) the implementation, administration, and monitoring of Escuela de Liderazgo. These activities have a total budget of COP 14,884 million per year (approximately US\$3.84 million).
- (c) From the support to local governments budget item, the funds allocated are invested in the TA provided by the MoE to the subnational governments and school principals and the travel expenses incurred by the MoE staff in the provision of the TA. These activities have a total budget of COP 1,845 million per year (approximately US\$0.48 million).
- (d) From the SFP implementation support to local governments budget item, the funds allocated are invested in the development, administration, monitoring, and implementation of SiPAE. These activities have a total budget of COP 6,776 million (approximately US\$1.75 million).

48. **The total amount of the Program is US\$111.3 million, of which IBRD financing total US\$80 million** (Table 3). Table 4 summarizes the PforR Program Expenditure Framework limits. Table 5 summarizes the main differences between the Government program and the PforR:

⁴⁰ The portion of the Program linked to the MoE is divided into five budget items. In 2022, these budget items will be consolidated into three to ensure simpler monitoring of the PforR. This has been discussed and cleared by the MHCP.


Table 3. Program Financing 2022–2025

Source	Amount (US\$, millions)	Percentage of Total
Government	31.3	28
IBRD	80.0	72
Total program financing	111.3	100

Table 4. Limits of the Program Expenditure Framework

PND Policy Line	Implementing Agency	Budget Line	Budget Items Included in the PforR	Expenses to Be Financed
Quality education for a future with better opportunities for all	MoE	Complete Education Trajectories	PTA implementation	Includes only the expenses related to (a) the implementation, administration, and monitoring of the PTA; (b) the purchase of materials for the PTA; and (c) the wages and other labor contributions of the teachers involved in the implementation of the PTA
			Learning assessments	Includes only the expenses related to (a) the purchase of evaluation services for ICFES and any other expenses related to ExA; (b) the design, implementation, administration, and monitoring of new remedial education and SEL programs for lagging regions; and (c) the implementation, administration, and monitoring of Escuela de Liderazgo
		Support to subnational governments	Support to local governments	Includes only the expenses related to (a) the TA provided by the MoE to the subnational governments and school principals and (b) the travel expenses from the MoE staff involved in the TA provided to the subnational governments and school principals
	SFP Unit	SFP	SFP implementation support to local governments	Includes only the expenses related to the development, administration, monitoring, and implementation of SiPAE



Table 5. Differences between the Government Program and the PforR

Government Budget Line	Budget Items Included in the PforR	Implementing Agency	Program Supported by the PforR	Reasons for Nonalignment
Complete Education Trajectories	PTA implementation	MoE	Includes only the expenses related to (a) the implementation, administration, and monitoring of the PTA; (b) the purchase of materials for the PTA; and (c) the wages and other labor contributions of the teachers involved in the implementation of the PTA	This PforR does not include expenses related to other budget lines, budget items, or programs implemented by either the MoE or the subnational governments to improve access to quality education. It does not include individual consultants or firms that provide services to programs or activities not related to the PTA. Finally, the Program does not finance any kind of construction or civil works or acquisitions unrelated to the PTA.
	Learning assessments	MoE	Includes only the expenses related to (a) the purchase of evaluation services for ICFES, and any other expenses related to ExA; (b) the design, implementation, administration, and monitoring of new remedial education and SEL programs for lagging regions; and (c) the implementation, administration, and monitoring of Escuela de Liderazgo	This PforR does not include expenses related to other budget lines, budget items, or programs implemented by either the MoE or the subnational governments to conduct learning assessments. It does not include individual consultants or firms that provide services to programs or activities not related to the new remedial education and SEL program, the ICFES evaluation services, and Escuela de Liderazgo. It does not include individual consultants or firms that provide services to programs or activities not related to the new remedial education and SEL program, the ICFES evaluation services, and Escuela de Liderazgo.



Government Budget Line	Budget Items Included in the PforR	Implementing Agency	Program Supported by the PforR	Reasons for Nonalignment
Support to subnational governments	Support to local governments	MoE	Includes only the expenses related to (a) the TA provided by the MoE to the subnational governments and school principals and (b) the travel expenses from the MoE staff involved in the TA provided to the subnational governments and school principals	This PforR does not include expenses that are not related to the TA provided by the MoE to the subnational governments of school principals. These expenses may include procurement of consultancy services if they are related directly to the objective of improving pedagogical and management practices at the subnational level. It does not finance any kind of construction or civil works or acquisitions unrelated to the TA provided by the MoE.
Support to the implementation of the SFP	SFP implementation support to local governments	SFP Unit	Includes only the expenses related to the development, administration, monitoring, and implementation of SiPAE	This PforR does not include transfers to the implementing local governments for the operation of the SFP. It does not include individual consultants or firms that provide services not related to SiPAE. Finally, the Program does not finance any kind of construction or civil works or acquisitions unrelated to SiPAE.

Source: World Bank.

D. Program Development Objective(s) (PDO) and PDO Level Results Indicators

49. **The PDO is to improve pedagogical and management practices in the education sector.**

50. **Achievement of the PDO will be measured through a set of 6 PDO-level indicators, as follows:**

- Percentage of basic education students in PTA schools who do not meet the minimum academic requirements to continue to the following grade (Failure Rate)
- Percentage of all public schools that implement formative evaluation Evaluar para Avanzar
- Percentage of PTA schools including Evaluar para Avanzar in their School Improvement Plan
- Percentage of PTA schools introducing remedial education and/or socioemotional skills programs in their School Improvement Plan
- Students benefiting from direct interventions to enhance learning
 - Students benefiting from direct interventions to enhance learning - Female
- Percentage of school sites (*sedes*) in lagging regions participating in remedial education and/or socioemotional skills programs.

51. **The PDO indicators are mapped to the PDO statement.** All PDO indicators capture improvements in pedagogical and management practices, ultimately leading to improved learning outcomes, SEL and



education trajectories. The failure rate in basic education in PTA schools (PDO-level indicator 1) captures improvements in pedagogical practices and allows yearly monitoring. The use of formative assessments (PDO-level indicator 2) is a fundamental step to inform and adapt pedagogical and management practices. PTA schools have experience improving pedagogical practices, and by including these assessments as part of their plans (PDO-level indicator 3), they are able to inform teachers, principals, and government (at all levels) about students' needs. This knowledge is conducive to the introduction of remedial education and/or SEL programs (PDO-level indicator 4) throughout the educational trajectory, representing a significant upgrade in pedagogical practices, with a focus on teaching at the right level to improve learning outcomes in the short and long run. School improvement plans informed by assessment results and integrating teaching strategies at the right level are both a powerful management tool and evidence of improved management practices. As these programs are key to improved learning outcomes and SEL of children and youth (PDO-level indicator 5), the new line of support for ETCs will be targeted to students in lagging regions. Lagging regions are defined as ETCs with the highest learning poverty rates and lowest socioeconomic characteristics of students in the pre-pandemic phase. The percentage of school sites in these regions that include remedial education and SEL programs captures improvements in management in local governments and pedagogical practices and a focus on lagging regions (PDO-level indicator 6). The Program also includes an impact evaluation of the PTA to be made public, which will evaluate all lines of support of the Program on learning and other education outcomes (repetition and dropout) in a representative sample of participating schools.

E. Disbursement-Linked Indicators (DLIs) and Verification Protocols

52. **The selection of DLIs seeks to incentivize the most important activities in the Program.** The importance of the improvement in pedagogical practices is measured by the introduction of remedial education and SEL programs in schools, which is included in DLR 1.1 and DLR 1.2. The importance of the effective use of assessments in the PTA is captured by DLR 2.0 (previous result, issuing protocols to use ExA in the PTA) and DLR 2.1, which establishes that at least 20 percent of PTA schools use ExA in the first year of the Program. The strengthening of the PTA is captured by DLI 3. The previous result, DLR 3.0, the publishing of a Strategic Action Plan for a strengthened PTA, is a fundamental step in improving the PTA. DLR 3.1 provides funding based on the number of teachers supported by the PTA up to 100,000. The improvements in the management skills of principals are captured by DLI 4, which includes an assessment and Action Plan for Escuela de Liderazgo (DLR 4.1) to be completed during the first year of the Program and a fixed amount per school principal trained, up to 600 principals. The importance of the introduction of the new line of support for ETCs focused on remedial education in secondary education and its implementation is captured by DLI 5. DLR 5.0 (previous result) is associated with the launch of the line of support for ETCs and DLR 5.1 with supporting the first 10 ETCs with training about the Program and DLR 5.2 once the Program has supported 30 ETCs. The improvement to the availability of information systems to support the management of the SFP at the local level is captured by DLI 6 (development of information systems to support local management of the SFP).

53. **Table 6 provides an overview of each DLI.** It includes the rationale for each DLI and the details of each related DLR, including the timeline for measurement and verification responsibilities. It also highlights the link to mitigation and adaptation to climate change-related disasters.


Table 6. DLRs and Related Disbursements

DLI #	DLIs	DLRs	Disbursement (US\$, millions)				
			Previous Result 2022	Yr 1 2023	Yr 2 2024	Yr 3 2025	Yr 4 2026
1	Introduction of remedial education and SEL in PTA schools	1.1	At least 15% of all PTA schools introduce remedial education or socioemotional skills programs		4.3*		
		1.2	At least 25% of all PTA schools introduce remedial education or socioemotional skills programs				7.0
2	Use of assessments for pedagogical support	2.0	Operational guidelines and protocols have been updated with use of formative assessments and introduction of remedial education and socioemotional skills	5.0			
		2.1	At least 20% of all PTA schools using formative assessments since project inception		5.0		
3	Pedagogical support to teachers	3.0	A Strategic Action Plan for the PTA is approved, based on the results of the impact evaluation	5.0			
		3.1 (scalable)	Number of teachers supported by the PTA since project effectiveness up to 100,000 teachers		15.0		
		3.2	Impact evaluation of the PTA including all lines of support (teacher mentoring, principals, and ETCs) disclosed				7.3
4	Leadership and management skills for principals	4.1	Assessment of Escuela de Liderazgo and the Action Plan disclosed		5.0		
		4.2 (scalable)	Number of school principals supported by the pedagogical leadership line of the PTA in a given year			9.3	
5	Development and implementation of a new line of support from the PTA to ETCs focused on remedial education and SEL	5.0	The line of support for ETCs has been adopted by the PTA with pedagogical guidelines and materials	5.0			
		5.1	10 out of 96 ETCs have been trained in the implementation of the remedial education program		4.3		
		5.2	30 out of 96 ETCs have been trained in the implementation of the remedial education program			5.0	
6	New management and evaluation	6.1	At least one of the four SiPAE subsystems has been developed and deployed		0.7		



DLI #	DLIs	DLRs	Disbursement (US\$, millions)					
			Previous Result 2022	Yr 1 2023	Yr 2 2024	Yr 3 2025	Yr 4 2026	
	IT system for the SFP developed and deployed	6.2	At least two of the four SiPAE subsystems have been developed and deployed			0.7		
		6.3	At least three of the four SiPAE subsystems have been developed and deployed				0.7	
		6.4	The four SiPAE subsystems have been developed and deployed					0.7
Total disbursement expected (US\$, millions)			80.0	15.0	15.0	20.0	15.0	15.0

*Note: Disbursement against this DLR is expected to take place in the second half of calendar year 2024.

DLI 1: Introduction of remedial education and SEL in PTA schools

Linked indicator: PDO-level indicator - Percentage of PTA schools introducing remedial education and/or socioemotional skills programs in their School Improvement Plan

54. **Rationale.** The effective use of assessment data can transform pedagogical practices to adapt to the needs of students. A fundamental change in pedagogical practices is the introduction of remedial education and SEL in schools, as reflected by their school improvement plans. This indicator will measure progress in the coverage of remedial programs and SEL in schools. The SEL materials will promote inclusion and respect for differences, gender equity, and respect and protection of the environment. The targeting of remedial actions will be gender-sensitive to ensure that girls improve learning in math and science and boys in reading to reduce existing gaps.

55. **Link to climate change.** The SEL learning materials and teacher training include a module on environmental protection, climate change, and resilience to raise awareness of its importance with students. In addition, the introduction of tools for remedial education helps school communities mitigate the impacts of any future disruption of in-person educational services due to climate change-related disasters, which may lead to temporary learning losses. The introduction of these tools thus helps mitigate climate change impacts by increasing students' awareness and adapting to climate change by providing teachers with tools to recover learning and socioemotional development of children after any future service disruption.

56. **Description.** DLRs 1.1 and 1.2 set targets for the progressive increase in the number of PTA schools that introduce remedial education and/or SEL in their school improvement plans. The PTA will collect data through a new monitoring system. Measurement will take place every year, and the verification of results will be undertaken by the Social Development Directorate (*Dirección de Desarrollo Social, DDS*) of the DNP as per the mandate of that entity and according to the Operations Manual.

DLI 2: Use of assessments for pedagogical support

Linked indicator: Intermediate results indicator (IRI) - Percentage of PTA schools that implement formative assessments



57. **Rationale.** One of the key characteristics of successful teacher mentoring programs is the specificity and adaptability to the needs of teachers and the diagnostic of students; the PTA currently lacks that specificity. Effectively integrating the use of assessments in the implementation protocols of the program is expected to increase its impact significantly.

58. **Link to climate change.** ExA, which focuses on basic competencies and foundational learning, has a module on environmental science and protection, including aspects related to climate change and its impacts. This places environmental protection, climate change, and resilience at the center of the core competencies that students are supposed to have and is a big step in systematically including environmental protection and climate change in education. It also guides teachers to materials and actions to improve environmental protection and climate change knowledge. Thus, the implementation of ExA directly affects mitigation measures for future climate change impacts by increasing students' awareness and providing tools to improve that knowledge and awareness.

59. **Description.** DLR 2.0 would recognize the guidance issued for using assessments in the teacher mentoring program during the piloting of ExA. DLRs 2.1 would set a target of 20 percent of PTA schools using ExA. Data from PTA will be merged with the list of schools implementing ExA, coming from ICFES. Measurement will take place every year, and the DDS of the DNP will undertake the verification of results as per the mandate of that entity and according to the Operations Manual.

DLI 3: Improved pedagogical support to teachers

Linked indicator: IRI - Improving pedagogical support to teachers

60. **Rationale.** The increase in coverage of the PTA's support for teachers is crucial in this context and will need to be achieved through efficiency improvements and the use of technology.

61. **Link to climate change.** ExA, which focuses on basic competencies and foundational learning, has a module on environmental science and protection, including aspects related to climate change and its impacts. This places environmental protection, climate change, and resilience at the center of the core competencies that students are supposed to have and is a big step in systematically including environmental protection and climate change in education. It also guides teachers to materials and actions to improve environmental protection and climate change knowledge. Thus, the implementation of ExA directly affects mitigation measures for future climate change impacts by increasing awareness of students and providing tools to improve that knowledge and awareness.

62. **Description.** DLRs reflect the minimum number of teachers the PTA needs to support in a given year. Measurement will take place every year, and the DDS of the DNP will undertake the verification of results as per the mandate of that entity and according to the Operations Manual.

DLI 4: Improved leadership and management skills for principals

Linked indicator: IRI - Number of school principals supported through the PTA in pedagogical leadership

63. **Rationale.** Escuela de Liderazgo is an important step in organizing the support for principals. It currently has a number of interventions related to teacher training (the PTA, online courses, diplomas,



master's, and PhD, among others). It is important to evaluate the strategy to propose ways to increase the effectiveness of school principal training programs. In addition, the PTA is planned to be scaled up. This support is based on a program with evidence of its success and will be evaluated as part of the evaluation of the PTA. The training program will be gender-sensitive and promote inclusion in schools. In addition, it will support school principals to adapt to future crises that disrupt education services, such as climate change-related natural disasters.

64. **Link to climate change.** Escuela de Liderazgo will support school principals with developing contingency plans for any service disruption, and thus it will support adaptation to climate change. In addition, it will support principals with using data to develop effective recovery plans after any service disruption, thus helping to mitigate climate change impacts.

65. **Description.** DLR 4.1 captures the importance of evaluating the Escuela de Liderazgo strategy to increase effectiveness. DLR 4.2 recognizes a minimum target of principals supported by the improved program. Measurement of the number of school principals will take place every year, and the DDS of the DNP will undertake the verification of results as per the mandate of that entity and according to the Operations Manual. The impact evaluation is expected to be completed in the last year of the Program.

DLI 5: Development and implementation of a new line of support from the PTA to ETCs focused on remedial education and SEL

Linked indicator: IRI - Developing and promoting the support line for ETCs in the PTA

66. **Rationale.** The new remedial education program is crucial for an effective response in the entire educational trajectory, as the PTA only supports a sample of primary schools. This DLI recognizes the development of the program and the support from the MoE to ETCs in its implementation. As in DLI 1, the remedial and SEL program materials will promote inclusion and respect for differences and gender equity, as well as respect and protection of the environment.

67. **Link to climate change.** Similar to the remedial education and SEL programs in primary education (DLI 1), the support to the SEL learning materials and teacher training includes a module on environmental protection, climate change, and resilience to raise awareness of its importance with students. In addition, the introduction of tools for remedial education helps school communities mitigate the impacts of any future disruption of in-person educational services due to climate change-related disasters, which may lead to learning losses. In addition, because this line will support local governments (in charge of service provision) and will target the most disadvantaged ETCs (which are also more vulnerable to climate change-related disasters), the PTA will support the development of pedagogical contingency plans in case of any future disruptions to service. The introduction of these tools thus helps mitigate climate change impacts by increasing awareness of students, teachers, principals, and local governments, as well as adapting to climate change by providing teachers, school principals, and local governments with tools to implement contingency plans in case of any future service disruption.

68. **Description.** DLR 5.0, a previous result, would recognize the design of the Program with an Operations Manual. DLR 5.1 and DLR 5.2 recognize the scale-up of the support for ETCs. It measures the number of ETCs that have been trained in the implementation of the Program. The data will come from



MoE monitoring, and the DDS of the DNP would undertake the verification of results as per the mandate of that entity and according to the Operations Manual.

DLI 6: New management and evaluation IT system for the SFP developed and deployed

Linked indicator: IRI - New management and evaluation IT system for the SFP

69. **Rationale.** To improve the value for money, transparency, and impact of the SFP, the SFP Unit structured a robust IT ecosystem called SiPAE, which must be developed and deployed in the 96 local governments in charge of the Program's implementation. SiPAE has four subsystems: (a) a beneficiary registry called MiPAE (Beneficiary Registry for the School Feeding Program, *Sistema de priorización y focalización del PAE*); (b) a SFP monitoring and evaluation (M&E) system called SiGEPAE (*Sistema de seguimiento y monitoreo del PAE*); (c) a social accountability and citizen participation system called PAEstar al día (Social control and citizen participation system for the School Feeding Program, *Herramienta de participación y control ciudadano*); and (d) an administrative and operational app called PAE a la mano.

70. **Link to climate change.** SiPAE will directly measure food waste related to the SFP at the school level, aiming to identify those regions and schools that need support for reducing waste. It is the first IT system specifically related to the SFP in over 80 years. It aims to materialize the Government's commitment to creating a paperless SFP over the next few years. It is also expected that SiPAE allows for quicker and more effective identification of those schools and students most affected by natural disasters and climate change and will allow local governments to engage in the adaptive SFP model *PAE para aprendizaje en casa* in case of school closures. By adjusting the SFP operation in response to natural disasters, SiPAE will allow the SFP to become more adaptive to climate change impacts.

71. **Description.** DLRs 6.1 to 6.4 would recognize the successful development and deployment in all 96 local governments of at least one of the subsystems every year. Measurement will take place every year, and the DDS of the DNP will undertake the verification of results as per the mandate of that entity and according to the Operations Manual.

III. PROGRAM IMPLEMENTATION

A. Institutional and Implementation Arrangements

72. **The Program will be implemented and supervised at the national level using the regulations and capacities of the existing agencies corresponding to the MoE and the SFP Unit.** The MoE will implement all activities under Results Area 1. Learning assessments are the responsibility of the MoE but are implemented by ICFES, an autonomous institution in charge of evaluation in the education sector. In particular, the MoE will implement technical support to ETCs, in alignment with its sector responsibilities, and will not be responsible for the implementation of individual programs in targeted schools. Regarding the development and implementation of SiPAE under Results Area 2, the executing agency will be the SFP Unit, an autonomous institution linked to the MoE.

73. **Role of implementing agencies.** The MoE will be responsible for carrying out the general supervision of program execution and delivering the technical and fiduciary monitoring reports stipulated



in the legal agreement and the disbursement and financial information letter. The SFP Unit will carry out the specific supervision of all activities related to the SFP and refer specifically to expenditures in the PforR. The MoE will be responsible for high-level coordination with the other actors involved in the implementation of the Program and will ensure that the Program is carried out in accordance with the provisions of the Bank's "Guidelines on Preventing and Combating Fraud and Corruption in Program-for-Results Financing." The MoE is responsible for establishing the norms, standards, and guidelines required by the ETCs, schools, and other actors of the education sector for the implementation of the PforR, except for the SFP, for which the SFP Unit is responsible. The MoE will establish the requirements for the implementation of the programs included in the PforR in the ETCs, and will be solely responsible for defining the purchasing, contracting, monitoring, and control processes for the implementation of the PforR activities, except for the activities related to the SFP, where the SFP Unit will be in charge of defining the purchasing, contracting, monitoring and control processes.

74. **Program Coordination Unit.** The Vice-Ministry of Preschool, Basic, and Secondary Education (*Viceministerio de Educación Preescolar, Básica y Media, VEPBM*) of the MoE, will be the general technical and operational coordination unit of the Program. It will coordinate with the pertinent mission areas within the VEPBM and, in general, within the MoE, executing the Program. Thus, it assumes the responsibility of ensuring adequate monitoring and management of compliance with the results referenced in the Program's Legal Agreement. For the activities of the SFP Unit in the Program, the Sub-Directorate of Information will ensure adequate implementation of the Program and adequate monitoring of compliance with the agreed results. From a fiduciary point of view, the Planning Advisory Office will monitor program resources. Both instances must coordinate with the VEPBM for the overall technical and fiduciary monitoring of the Program. The VEPBM will be responsible for coordinating data collection to monitor indicator performance and DLI reporting, coordinating external verification with the DNP, reporting on financial statements, and submitting the disbursement requests to the Ministry of Finance and Public Credit (*Ministerio de Hacienda y Crédito Público, MHCP*). Within the MoE and the SFP Unit, a team of one or two key staff members will be designated as focal points for these issues. They will be responsible for overseeing the implementation of the Program according to their areas of competence and ensuring timely coordination to achieve the goals of the DLI and will work closely with the VEPBM for reporting. The VEPBM will maintain throughout Program Implementation a Program Coordination Unit (PCU) delegated within the VEPBM of the MoE, headed by a manager and with staff and with responsibilities adequate to support the implementation of the Program. The PCU Manager is the main focal point for communications between the World Bank and the Program. The WBG will provide analytical, administrative, and technical support to the PCU based on the Implementation Support Plan (Annex 7).

75. **The Colombia Supreme Audit Institution (*Contraloría General de la República, CGR*),** under a Memorandum of collaboration (MoC) to be signed with the World Bank, will be responsible for conducting the Program annual financial audit and will provide to the World Bank information on allegations of fraud and corruption, handling of said allegations, and final findings, all related to the Program and covering all the Program implementing entities. In the case that the MoC with the CGR does not materialize in time for effectiveness, it was agreed with the Government that an alternative arrangement is to be used and its cost will be the responsibility of the MoE.



76. **The DNP has the legal responsibility for monitoring the performance of the indicators defined in the PND.** As the Program Results Framework indicators and DLIs are aligned with those in the PND, the DNP will be the independent agency responsible for conducting the external verification and reporting of DLI compliance, in accordance with the verification protocols agreed with the MoE and SFP Unit, which will also be reflected in the Operations Manual. The DNP is an Administrative Department reporting directly to the Presidency of the Republic. As part of its functions, the DNP is responsible for planning, evaluating, and coordinating the actions required to implement and develop the National System for the Evaluation of Management and Results. The DNP is also responsible for evaluating public policies and strengthening results-oriented management at the national and territorial levels. In this sense, it must develop and implement mechanisms for monitoring and evaluating the impacts of the programs and projects executed by the institutions of the national and territorial governments.

B. Results Monitoring and Evaluation

77. **The monitoring of indicators in the Results Framework and management of evaluations will be carried out by reliable internal and public entities.** The progress of indicators related to regulatory changes will be verified in the *Diario Oficial*, the official journal of Colombia that publishes legal acts and public notices of the President, Congress, and GoC agencies, as well as in other official sources, like the MoE and SFP Unit's internal resolutions. Data for quantitative indicators will come from the Integrated Enrollment System (*Sistema Integrado de Matrícula*, SIMAT) and other local government administrative databases, namely MoE, ICFES, and SFP Unit administrative program registries. Both quantitative and qualitative indicators will be monitored according to the verification of milestones and processes described in the verification protocols (Annex 2). The responsibility for assessing indicator progress lies with the MoE and the SFP Unit. The verification of the achievement of DLIs will be undertaken by the DNP (more details are presented in Annex 1).

78. **The impact of the Program will be evaluated in all its Results Areas.** Concretely, the Program envisions three impact evaluations. Two of them will be of the improved PTA (in the last year of the Program): one on its support for teachers and one on its support for principals. The third impact evaluation will be on the targeted support program for lagging regions. These evaluations will be designed in the first year of the Program and will measure the impact on learning outcomes, SEL, and educational trajectories (dropout and repetition). To minimize the cost of the evaluations, the Program will make use of existing data (ExA and Pruebas SABER), the monitoring systems of programs, and technological tools (such as Monitor Escolar). These will be complemented in a sample of schools with two relevant tools to measure pedagogical and school management practices: (i) a classroom observation tool based on the TEACH tool⁴¹ developed by the World Bank; and (ii) the WMS adapted to Colombia.

⁴¹ TEACH is a classroom observation tool that provides an holistically measure of what happens in the classroom. It does so by considering not just time spent on learning but, more importantly, the quality of teaching practices. The tool is intended to be used in primary classrooms (grades 1-6) and was designed by the World Bank to help low- and middle-income countries track and improve teaching quality.



C. Disbursement Arrangements

79. The Program funding will be based on the achievement of DLI targets in accordance with the independent verification protocols. The disbursement arrangements will be as follows:

- (a) Program funds will flow from the World Bank Loan Account to the MHCP US dollar-nominated foreign account at the Central Bank of Colombia or in a commercial bank accepted by the World Bank, upon the achievement and verification of DLI targets to the World Bank's satisfaction.
- (b) Evidence of achievement will be based on the respective technical documentation prepared by the MoE and will be verified by the independent verification agent (IVA), and the DDS of the DNP will follow the verification protocol (IVAs are described in section II.H). The World Bank will review the documentation submitted and will reserve the right for further due diligence on the robustness of data as needed. After the World Bank formally considers the DLIs met, it will issue an official letter to the Government confirming the achievement of DLIs and the value of disbursement. The MoE and SFP Unit, through the MHCP, will then submit a withdrawal application for the disbursement of the respective amount, using the World Bank's e-disbursement (Client Connection) system. A copy of the World Bank's official communication confirming the DLI achievement should be attached to the disbursement requests. Specific procedures for receiving PforR disbursements are being established and pending review by the MHCP.
- (c) The MoE and SFP Unit will not request advances of loan funds.
- (d) The timeframe for achieving each DLR considers the GoC's need for budget predictability and flow of funds. There is no restriction on early achievement of the DLRs; payment will be disbursed when targets are achieved and verified. DLRs that are scalable have been identified, and no period limitations for achievement apply. However, assessment of DLR achievement will be undertaken on a calendar year basis (ending September 1), with verification of results within a month after that time. Disbursements for the assessment year are expected to be completed by September 30.
- (e) The amount of the PforR financing should be equal to or less than the total PforR expenditures. The General Conditions state that if after the closing date the borrower fails to provide evidence satisfactory to the World Bank that the withdrawn loan balance does not exceed the total amount of program expenditures (payments made on or after the signing date but before the closing date), the borrower shall, upon notice from the World Bank, promptly refund to the World Bank the excess number of withdrawn balances.

D. Capacity Building

80. As part of the technical assessment, the following topics have been identified for capacity building and institutional strengthening under each of the Results Areas.

- (a) **Results Area 1.** Build institutional capacity in the MoE to (i) develop an Action Plan for the PTA based on the results of the Program's impact evaluation; (ii) issue an updated Operations Manual for the PTA with administrative procedures that guarantee transparency and efficiency; (iii) carry out an evaluation of the midterm strategy of Escuela de Liderazgo; and (iv) develop an Action Plan to incorporate a focus on remedial education and SEL.



- (b) **Results Area 2.** Build institutional capacity in the MoE to (i) develop diagnostic tools for ETCs that facilitate prioritization and targeting of actions, (ii) develop a program specifically targeted to lagging regions; (iii) develop implementation protocols for the support program for lagging regions; and (iv) support M&E of the program. In addition, it will build institutional capacity in the SFP Unit to (i) design and implement an SFP framework for the inclusion of vulnerable communities (women, rural, ethnic, and disabled), as agreed in the Program Action Plan (PAP); (ii) deliver effective training to the ETCs on the use of the SFP; and (iii) monitor the use and performance of SiPAE in collecting high-quality and timely data for decision-making.
- (i) **As part of the fiduciary assessment, the following areas have been identified for capacity building:** general close implementation support to be provided by the World Bank's fiduciary team during execution. Further, the World Bank team will provide capacity enhancement support to the CGR to ensure audit of Program activities is being carried out during the financing period.
- (ii) **As part of the Environmental and Social Systems Assessment (ESSA), the following has been identified for capacity building and institutional strengthening:** build institutional capacity in the SFP Unit to design and implement an SFP framework to include vulnerable communities as agreed in the PAP.
- (iii) **Implementation support will be provided for all necessary external TA and other key capacity-building activities through a combination of different sources.** Depending on the nature of the task, capacity-building activities can take the form of just-in-time TA, knowledge and experience exchange with other countries, or long-term advisory support.

IV. ASSESSMENT SUMMARY

A. Technical

81. **Strategic relevance.** The Program is highly strategic in the current context. The pandemic is the worst crisis to hit the education sector in recent decades. The objectives and activities supported by the Program provide a focused and targeted effort to recover from these impacts while also contributing to a more resilient education system. The prolonged school closures will cause large learning losses and negative effects on the SEL of children and will deepen preexisting inequalities in the sector. If left unmitigated, the effects can have profound consequences in educational achievement, human capital accumulation, productivity, equity, and social stability. Recovering learning outcomes, improving the socioemotional well-being of children and youth, and preventing premature dropout to ensure successful educational trajectories are currently the most urgent and important objectives in the education sector.

82. **Technical soundness.** The Program focuses on the fundamental actions to recover from the crisis and aims to address the root causes of the problem by (a) measuring learning outcomes so that all actors in the system have information about the needs of students after the pandemic; (b) supporting teachers in developing effective responses through an improved PTA mentoring program; and (c) supporting school principals to improve management and focus their efforts on providing pedagogical support for teachers, reinforcing the impact of the support for teachers from mentors. Lastly, the Program seeks to address profound territorial inequalities by supporting lagging ETCs on the use of this information to diagnose and



effectively plan and implement interventions that address the needs of children and youth, thus promoting equity.

83. **The PTA's areas of intervention are comprehensive: (a) pedagogical classroom management, (b) pedagogical school and leadership management, and (c) community management.** The pedagogical classroom management component focuses on teaching practices and aspects that represent an active part of learning. These include: (a) processes involved in learning such as time management, classroom organization, students' interactions, content didactic knowledge (*conocimiento didáctico del contenido*) focused on teachers' understanding of the particularities, and processes embedded in the developmental stages of their students, and the use of materials and resources available at Aprende Digital, a digital platform for public use; and (b) assessment in terms of alignment with national standards, benchmarks, and policy milestones and internal and external tools for student follow-up. The community management component is oriented to building learning communities where teaching staff and PTA tutors reflect on pedagogical practices and classroom management.

84. **The evidence on teacher mentoring and coaching programs is generally positive and suggests that more practical programs targeted to the needs of students are more effective.** This is a key aspect to improving the PTA. The Universidad de los Andes carried out an impact evaluation in 2017 that demonstrated positive results of the PTA program, as measured by increased SABER scores. The Program has broad national recognition by schoolteachers and principals and is considered by the international community as an example of good practices in teacher training. In 2018, the Regional Program for the Development of the Teaching Profession in Latin America and the Caribbean recognized the PTA as an innovative experience in teacher training. In September 2020, the United Nations Educational, Scientific, and Cultural Organization (UNESCO) notified the MoE that the PTA was selected as one of the 10 best projects in the UNESCO-Hamdani bin Rashid Al-Maktoum Prize for the 2020 Edition as Outstanding practices for the improvement of the effectiveness of teachers around the world.

85. **The Program will support improvements in the coverage, effectiveness, and efficiency of the PTA.** The Program supports the expansion of the coverage of the PTA in the number of teachers supported and materials distributed. It increases the effectiveness of the program by promoting the use of formative assessments by teachers and introducing remedial actions and socioemotional support in PTA schools. The Program will also support more efficient implementation of the program, in part, through an improved use of technology, building on the lessons learned from the virtual operation of the program since March 2020.

86. **The Program will also adopt a more equitable approach to supporting ETCs.** In a highly decentralized setting, supporting local governments, especially those with low capacity and high vulnerability, in designing and implementing targeted interventions is essential to improve equity outcomes.⁴² This is especially true in low-capacity settings, where financing is often insufficient and populations are particularly vulnerable. There is a need to provide increased support to these lagging regions to reduce inequality. This targeted support should help ETCs diagnose and plan interventions to address needs. It should also target the most vulnerable within these regions and should be prioritized to

⁴² Al-Samarrai, S., & Lewis, B. 2021. *The Role of Intergovernmental Fiscal Transfers in Improving Education Outcomes*. Washington, DC: World Bank.



avoid overwhelming implementation capacity, with easy-to-implement programs that can be implemented in a variety of settings and conditions (such as with and without connectivity).

87. **Existing evidence on supporting local governments highlights the importance of TA focused on pedagogical aspects for improving learning outcomes.** By placing learning at the center of education policy and ideally providing incentives for local governments to focus on achieving these results, inequality between local governments can be overcome and major improvements achieved. This was demonstrated by the experience in the city of Ceará, Brazil, which reorganized how the state consumption tax would be shared with municipalities so that municipalities would receive more resources if they made progress toward clear goals in education. Furthermore, the strategy (a) rewarded improvements among the lowest-performing students and penalized absenteeism from exams, (b) provided support through targeted programs that included rewards for top schools that mentored lower-performing schools, and (c) regularly monitored school results.

88. **The SFP will undoubtedly be crucial for the recovery phase of the pandemic, and improving its management is an urgent priority.** Value for money of SFP procurement can be significantly improved if it had clearer cost structures, better information systems, and an integrated and more transparent governance. Improving procurement mechanisms could lead to up to 20 percent savings in the Program, providing more resources to invest in the quality of the meals delivered. A new implementation arrangement is required for dispersed rural communities where food insecurity is more prevalent. Guaranteeing diversity in implementation arrangements is essential to respond to the community's most pressing needs, including heterogeneity in basic public service access and cultural differences.

89. **Economic evaluation.** The rationale for public intervention is clear, and the cost-benefit analysis shows large economic returns to the investment. The Program targets students in public schools, and all Results Areas are focused on disadvantaged schools. Without public intervention to improve the PTA and develop a remedial program for local governments, children will not receive the remedial support they need. The impacts of COVID-19 on educational outcomes, related to the losses in schooling years and in learning, will negatively affect children's human capital accumulation, thereby creating future losses in terms of productivity and wages that could affect economic growth and deepen inequality. By tackling the negative effects on learning and access and promoting a quick recovery in the post-pandemic context, this PforR will deter the productivity losses, promoting a more sustained and equitable growth in the medium and long term. The benefits substantially outweigh the cost even in the most conservative scenario in the cost-benefit analysis. Even with conservative assumptions, the Program is expected to increase students' lifetime earnings by an average of between US\$1,000 and US\$1,500. The approximate cost of the program is less than US\$116 per student. Altogether, the net present value of the US\$95 million investment is between US\$600 million and US\$1 billion.

90. **The Program expenditure framework** considered for the PforR encompasses four budget items: three from the MoE and one from the SFP Unit. Budget items are clearly defined and refer to long-standing, regular programs such as the PTA, the SFP, Escuela de Liderazgo, and ExA. Thus, budget allocation for these four budget items is adequate and steady and seems to guarantee an adequate flow of funds to the programs mentioned above. The latter is true even during the change of government, reflecting on the critical importance of the programs financed by the four budget lines included in the



PforR. This is better demonstrated by the long history of the SFP, which is still active after 84 years, and the PTA, which was created in 2012. Consequently, the Program is deemed to be fiscally sustainable and positively contributes to fiscal sustainability through improved efficiency and effectiveness of public spending. The budget underlying the expenditure program is properly classified, reporting is timely and credible, and actual spending is in line with initial allocations (see Annex 3).

B. Fiduciary

91. **Reasonable assurance.** An assessment of the Program's Procurement and Financial Management (FM) systems' capacity and performance has been conducted between June and October 2021, and conclusions are reflected below. The Fiduciary Systems Assessment (FSA) was carried out based on the analysis of the implementing entities' fiduciary performance for the last two and three years. The conclusion of the assessment is that, overall, the Program fiduciary systems' capacity and performance, with the implementation of the proposed mitigating measures and agreed actions to strengthen the systems (reflected in Annex 4), are adequate to provide reasonable assurance that the Program funds will be used for the intended purposes, with due attention to the principles of economy, efficiency, effectiveness, transparency, and accountability⁴³ (see the summary FSA in the Annex 4).

92. **Procurement exclusions.** No contracts for consulting services, non-consulting services, or goods are expected to exceed the World Bank Operational Procurement Review Committee's thresholds as the Program will not fund contracts above the same. The threshold for moderate-risk contracts is ≥ US\$75 million for goods and non-consulting services and ≥ US\$30 million for consulting services.

C. Environmental and Social

93. **An ESSA of the Program was carried out in accordance with the World Bank's Program for Results Policy (formerly Operational Policy 9.00).** The specific objectives of the ESSA included: (a) identifying the possible environmental and social (E&S) benefits, risks, and impacts applicable to the Program; (b) reviewing the policy and legal framework related to the management of the E&S impacts of the Program; (c) assessing the institutional capacity regarding E&S management systems within the Program; (d) evaluating the performance of the Program's E&S systems; and (e) providing recommendations to address gaps and improve performance during the Program's implementation. The ESSA was available on the GoC's website from September 21, 2021 in the MoE's website⁴⁴ and on the SFP Unit's website⁴⁵ for public comment before the finalization of the ESSA. The ESSA was also shared with civil society by email for their consideration and opinion. The findings of the draft ESSA report were

⁴³ The objective of the FSA was to determine whether the Program fiduciary systems provide reasonable assurance that the financing proceeds will be used for the intended purposes, with due attention to the principles of economy, efficiency, effectiveness, transparency, and accountability. The FSA shall ensure that implementation arrangements are adequate, and risks are reasonably mitigated by the existing framework. The FSA also identified development activities to support the Program's implementation and/or risk mitigation measures to counter against key fiduciary risks, to be included in the PAP. The FSA entailed a review of the capacity of the participating entities with respect to their ability to (a) record, control, and manage all Program resources and produce timely, understandable, relevant, and reliable information for the borrower and the World Bank; (b) apply and follow procurement rules and procedures (planning, bidding, evaluation, contract award, and contract administration) that contribute to achieve the intended results and mitigate risks associated with the Program through its procurement processes and procedures; and (c) identify and address risk of fraud and corruption and effectively handle public grievances and complaints.

⁴⁴ https://www.mineducacion.gov.co/1759/articles-406982_recurso_1.pdf

⁴⁵ <https://www.alimentosparaaprender.gov.co/informacion-adicional/version-borrador-final-de-essa>



revealed in a virtual dissemination workshop on October 6, 2021, and contributions were received by email until October 11. The final version of the ESSA was released on the World Bank's website.⁴⁶

94. **Regarding the environmental component, the ESSA found minor risks in terms of the management of waste electrical and electronic equipment (WEEE) and the final disposition of waste hygiene products and personal protection equipment (PPE) due to the COVID-19 pandemic.** As the Program will not finance land acquisition or infrastructure investments, and will not carry out any physical relocations, construction, or adjustments to physical infrastructure, it does not embody significant impacts on natural habitats, biodiversity, or archaeological resources, nor does it increase pollution.

95. **From the social point of view, the ESSA focused on assessing the potential capacity gaps of the implementing agencies in ensuring equitable access for vulnerable, rural, displaced, and ethnic communities and women to the Program's interventions.** The ESSA found that both implementing agencies could improve the consultation mechanisms and must work on reducing financial and physical barriers that could hinder the participation of children from marginalized or disadvantaged groups (that is, the poor; the disabled; ethnic and religious minorities; the displaced; and lesbian, gay, bisexual, transgender, and queer or questioning [LGBTQ] people) in the Program. However, it also found strong institutional mechanisms to cope with barriers and ensure equitable access to education for vulnerable communities.

96. **The ESSA concluded that both the MoE and the SFP Unit have adequate capacity to manage the environmental risks of the Program.** The MoE has an Environmental Management Plan (EMP) that promotes the rational use of resources and a healthy, safe, inclusive, and participatory environment. The EMP fosters a culture of waste reduction through the application of guidelines and regulatory controls, preventing and mitigating the negative environmental impacts generated by the institution.

97. **The ESSA confirmed that regulations and institutional capacities of both implementing agencies are adequate to cover the E&S risks associated with the Program.** The capacity of the institutions to effectively implement the E&S management system is considered adequate; however, this PforR could improve the capacities. Both the MoE and the SFP Unit have robust and well-established systems of petitions, grievances, suggestions, and complaints (*Peticiones, Quejas, Reclamos, Sugerencias y Denuncias*, PQRSD) procedures. Both institutions also have mechanisms in place to file a petition in native languages using the technological means available to each of them. If necessary, the authorities shall enable the respective mechanisms to ensure the submission, recording, and filing of such requests.

98. **The evaluation found that the most significant gaps** refer to (a) the unequal access of rural and vulnerable communities to education; (b) the lack of experience of the SFP Unit in implementing social and environmental risk mitigation actions; (c) the slow progress in the issuance of the indigenous education system (*Sistema Educativo Indígena Propio*, SEIP); and (d) the lack of articulation between the local government and the national implementing agencies—MoE and SFP Unit. In consequence, the ESSA suggests including the following actions in the PAP: (a) improve the targeting of registration and programs to ensure access of people with disabilities, especially those from low socioeconomic strata; (b) strengthen the SFP Unit's capacity to ensure the adequate preparation and rollout of E&S risk mitigation

⁴⁶ <https://documents1.worldbank.org/curated/en/099710003042237436/pdf/Draft0Environm00PROMISE0000P176006.pdf>



measures; (c) persevere in the definition and issuance of the SEIP; and (d) foster better communication between local governments and the implementing agencies.

99. **Communities and individuals who believe that they are adversely affected as a result of a World Bank supported PforR operation, as defined by the applicable policy and procedures, may submit complaints to the existing program grievance redress mechanism or the World Bank's Grievance Redress Service (GRS).** The GRS ensures that complaints received are promptly reviewed in order to address pertinent concerns. Affected communities and individuals may submit their complaint to the World Bank's independent Inspection Panel which determines whether harm occurred, or could occur, as a result of World Bank non-compliance with its policies and procedures. Complaints may be submitted at any time after concerns have been brought directly to the World Bank's attention, and Bank Management has been given an opportunity to respond. For information on how to submit complaints to the World Bank's corporate GRS, please visit <http://www.worldbank.org/GRS>. For information on how to submit complaints to the World Bank Inspection Panel, please visit <http://www.inspectionpanel.org>.

100. **Citizen engagement participation.** As part of this Program, the GoC will introduce two mechanisms to receive beneficiary feedback: i) the Monitor Escolar, a technological tool that measures both inputs and perceptions about the quality of service provision at the school level, and includes perceptions from parents, students and teachers. The tool provides reports that are expected to be inputs for the preparation of the Improvement Plans that each school has to prepare yearly; ii) a social control and citizen participation system called PAEstar al día, this will be a technological tool for parents and citizens to provide feedback about the School Feeding Program. The introduction of these mechanisms will be measured through the beneficiary indicator: Percentage of school sites (sedes) in lagging regions participating in remedial education and/or socioemotional skills programs that have introduced mechanisms for collecting beneficiary feedback and use their results for preparation of action plans. By the end of this Program, the GoC aims to have introduced these mechanisms in half of its schools sites.

V. RISK

101. **The following risks emerged from the Systematic Operations Risk-Rating Tool that could affect the achievement of the PDO:**

- (a) **Political and governance risk is assessed as Substantial.** Program preparation will take place during a pre-election year in Colombia and will therefore be implemented by a newly elected administration in 2022. Therefore, there is a high probability that the new administration will revisit the design of the Program based on new policy priorities, which could lead to a future restructuring and/or delays in implementation. Furthermore, Program preparation follows a complex social context in Colombia where a large and diverse group of citizens is protesting the current administration's policies in most sectors. To mitigate both the instability generated by a change in administration and the social unrest, the GoC will ensure adequate stakeholder participation throughout Program preparation. Specifically, it will foster open participation of local authorities that continue their mandate during the national electoral transition, which will be key to keeping implementation on track. Complementarily, maintaining an adequate communication strategy with teachers and families will be essential to ensure a full understanding of the Program's objectives by the involved communities.



- (b) **Institutional capacity for implementation and sustainability risk is assessed as Substantial.**
- First, this Program will be implemented by two different agencies, and the SFP Unit has no experience in preparing or implementing financing projects. This may require additional support to the SFP Unit to ensure an adequate understanding of both the preparation and implementation processes. Second, given the decentralized nature of the education sector in Colombia, the proposed results will require extensive coordination with local governments and other key stakeholders, which is complex and limited in the Colombian education sector. Finally, although the current staff in both implementing agencies are experienced and have the technical expertise to implement the Program, the change in administration could lead to the introduction of new staff who could lack adequate knowledge or experience to implement the Program. To mitigate these risks and ensure a successful implementation, the Borrower with the support of the World Bank will put in place a training system to explain to current and future GoC counterparts their role under Program implementation. It will also be essential to define effective stakeholder consultation mechanisms and effective grievance redress channels to ensure community participation in both preparation and implementation.



ANNEX 1. RESULTS FRAMEWORK MATRIX

Results Framework

COUNTRY: Colombia

Program for improving learning outcomes and socioemotional education (PROMISE)

Program Development Objective(s)

To improve pedagogical and management practices in the education sector.

Program Development Objective Indicators by Objectives/Outcomes

Indicator Name	DLI	Baseline	Intermediate Targets			End Target
			1	2	3	
Results Area 1: Improving pedagogical and management practices at the school level						
Percentage of basic education students in PTA schools who do not meet the minimum academic requirements to continue to the following grade (Failure Rate) (Percentage)		7.20	7.00	6.40	5.80	5.30
Percentage of all public schools that implement formative evaluation Evaluar para Avanzar (ExA) (Percentage)		26.00	34.00	45.00	58.00	75.00
Percentage of PTA schools		0.00	10.00	20.00	35.00	50.00



Indicator Name	DLI	Baseline	Intermediate Targets			End Target
			1	2	3	
including Evaluar para Avanzar in their School Improvement Plan (Percentage)						
Percentage of PTA schools introducing remedial education and/or socioemotional skills programs in their School Improvement Plan (Percentage)	DLI 1	0.00	5.00	10.00	15.00	20.00
Students benefiting from direct interventions to enhance learning (CRI, Number)		1,873,733.00	1,977,420.00	2,052,420.00	2,202,420.00	2,502,420.00
Students benefiting from direct interventions to enhance learning - Female (CRI, Number)		918,129.00	968,936.00	1,005,686.00	1,079,186.00	1,226,186.00
Results Area 2: Improving management practices at the local and central government levels						
Percentage of school sites (sedes) in lagging regions participating in remedial education and/or socioemotional skills programs (Percentage)		0.00	5.00	15.00	25.00	40.00



Intermediate Results Indicator by Results Areas

Indicator Name	DLI	Baseline	Intermediate Targets			End Target
			1	2	3	
Improving pedagogical and management practices at the school level						
Designing, implementing and reporting standardized test results (pruebas SABER) (Text)		SABER implemented in a sample of students in grades 3, 5, 7, 9	Report of results from Pruebas SABER published and microdata made publicly available	SABER implemented in a sample of students in grades 3, 5, 7, 9	Report of results from Pruebas SABER published and microdata made publicly available	SABER implemented in a sample of students in grades 3, 5, 7, 9
Percentage of PTA schools that implement formative assessments (Percentage)	DLI 2	16.00	25.00	35.00	45.00	50.00
Improving pedagogical support to teachers (Number)	DLI 3	83,304.00	112,500.00	116,000.00	116,000.00	116,000.00
Teachers recruited or trained (CRI, Number)		83,304.00	114,500.00	127,000.00	136,000.00	146,000.00
Teachers recruited or trained - Female (RMS requirement) (CRI, Number)		63,216.00	86,889.00	96,375.00	103,205.00	110,793.00
Number of teachers trained in secondary education remedial program - Total (Number)		0.00	2,000.00	11,000.00	20,000.00	30,000.00
Number of teachers trained in secondary education remedial program - Female (Number)		0.00	1,520.00	8,360.00	15,200.00	22,800.00
Percentage of basic education students in rural PTA schools who do not meet the minimum academic requirements to continue to the following grade (Failure		6.90	6.70	6.00	5.30	4.50



Indicator Name	DLI	Baseline	Intermediate Targets			End Target
			1	2	3	
Rate) (Percentage)						
Number of textbook materials distributed in the PTA in language, mathematics and socioemotional skills (Number)		7,000,000.00	8,000,000.00	8,000,000.00	9,000,000.00	9,000,000.00
Number of teachers participating in Aulas Virtuales (Number)		4,000.00	4,000.00	5,000.00	6,000.00	7,000.00
Number of school principals supported through the PTA in pedagogical leadership (Number)	DLI 4	256.00	300.00	350.00	350.00	350.00
Developing and promoting the support line for ETCs in the PTA (Text)	DLI 5	No program exists	The line of support for ETCs has been adopted by the PTA with pedagogical guidelines and materials	20 out of 96 ETCs have been trained in the implementation of the remedial education program	30 out of 96 ETCs have been trained in the implementation of the remedial education program	40 out of 96 ETCs have been trained in the implementation of the remedial education program
ETCs receiving support for the implementation of the remedial education program through the PTA (Text)		No program exists.	5 ETCs in lagging regions receiving support for the implementation of remedial education program	10 ETCs in lagging regions receiving support for the implementation of remedial education program	15 ETCs in lagging regions receiving support for the implementation of remedial education program	20 ETCs in lagging regions receiving support for the implementation of remedial education program
Students benefiting from direct interventions to enhance learning in secondary education - Total (Number)		0.00	10,000.00	75,000.00	150,000.00	300,000.00
Students benefiting from direct interventions to enhance learning in secondary education - Female (Number)		0.00	5,100.00	38,250.00	76,500.00	153,000.00
Improving management practices at the local and central government levels						
New management and evaluation IT system for the School Feeding Program (Text)	DLI 6	No SiPAE subsystems have been developed or deployed.	At least one of the four SiPAE subsystems have been developed and deployed.	At least two of the four SiPAE subsystems have been developed and deployed.	At least three of the four SiPAE subsystems have been developed and deployed.	All the four SiPAE subsystems have been developed and deployed.



Indicator Name	DLI	Baseline	Intermediate Targets			End Target
			1	2	3	
Number of local governments trained in the use of the new SFP IT ecosystem (SiPAE) (Text)		No training plan has been designed.	A training plan of the SiPAE has been designed.	96 out of 96 ETCs have been trained in the use of SiPAE.	96 out of 96 ETCs have been trained in the use of SiPAE.	96 out of 96 ETCs have been trained in the use of SiPAE.
Number of female SFP ETC's staff trained in the use of SiPAE (Number)		0.00	0.00	320.00	320.00	320.00
Supporting ETCs in lagging regions in using information for decision making (Text)		No ETCs with data driven plans	5 ETCs with data driven plans	10 ETCs with data driven plans	15 ETCs with data driven plans	20 ETCs with data driven plans
Students benefiting from direct interventions to enhance learning in lagging regions - Total (Number)		0.00	3,333.00	25,000.00	50,000.00	100,000.00
Students benefiting from direct interventions to enhance learning in lagging regions - Female (Number)		0.00	1,700.00	12,750.00	25,500.00	51,000.00
Percentage point difference in promotion rates between boys and girls in lower secondary education in a given year (Percentage)		-3.60	-3.60	-3.20	-2.80	-1.80
Promotion rates of children and youth in lagging regions - male in a given year (Percentage)		84.90	84.90	85.30	85.80	86.70
Percentage of school sites (sedes) in lagging regions participating in remedial education and/or socioemotional skills programs that have introduced mechanisms for collecting beneficiary feedback and (Percentage)		0.00	5.00	15.00	30.00	50.00



Monitoring & Evaluation Plan: PDO Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Percentage of basic education students in PTA schools who do not meet the minimum academic requirements to continue to the following grade (Failure Rate)	Share of students who do not achieve a minimum level of learning to be considered to continue to the following grade and because of curricular autonomy at the school level, it is determined by the school according to their own curriculum standards. The expected direction of this indicator is to be decreasing.	Annual (years 1, 2, 3, 4)	MoE	PTA provides the monitoring database of PTA schools. MoE measures the indicator and reports to World Bank.	MoE, PTA
Percentage of all public schools that implement formative evaluation Evaluar para Avanzar (ExA)	Percentage of public schools implementing formative evaluation Evaluar para Avanzar (ExA) in a given year. The list includes detailed identification information of each school.	Annual (years 1, 2, 3, 4)	ICFES Evaluar para Avanzar Report	ICFES reports the list of schools that applied Evaluar para Avanzar for all education levels. MoE consolidates and reports to World Bank. DNP verifies.	ICFES
Percentage of PTA schools including Evaluar para Avanzar in their School Improvement Plan	Percentage of PTA schools including Evaluar para Avanzar in their School Improvement Plan in a given school year. Concretely to diagnose, target interventions, and for monitoring progress	Annual (years 1, 2, 3, 4)	Databases: Consolidated School Improvement Plans (Evaluar para Avanzar content) / Evidence: (a)	PTA provides the monitoring database of PTA schools. This database is merged with the database that list schools where Evaluar para Avanzar was implemented, which is	ICFES, PTA



	towards the ExA results. PTA schools are defined as those with in-situ teacher mentoring as confirmed by PTA in their monitoring databases [base de datos con establecimientos educativos focalizados por el PTA].		Minutes of meeting between the PTA tutor and school principal with a YES/NO question about whether or not Evaluar para Avanzar is included in the School Improvement Plan organized by zones; (b) Attached School Improvement Plans organized by zones; (c) PTA monitoring database of PTA schools [base de datos con establecimientos educativos focalizados	provided by ICFES. PTA tutors report about existence of content about Evaluar para Avanzar in School Improvement Plans in PTA monitoring systems. MoE merges both databases and consolidates and reports to the World Bank.	
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			por el PTA] merged with ICFES database of schools that implemented Evaluar para Avanzar.		
Percentage of PTA schools introducing remedial education and/or socioemotional skills programs in their School Improvement Plan	Percentage of PTA schools that are implementing remedial education and/or socioemotional skills program in their School Improvement Plan since project effectiveness. PTA schools are defined as those with in-situ teacher mentoring as confirmed by PTA in their monitoring databases.	Annual (years 1, 2, 3, 4)	Databases: (1) Consolidated School Improvement Plans (learning acceleration or socioemotional content) / Evidence: (a) Minutes of meeting between the tutor and school principal with a YES/NO question about whether or not learning acceleration of	PTA provides the monitoring database of PTA schools. PTA tutors report on the content of School Improvement Plans in PTA monitoring systems. PTA consolidates information. MoE consolidates and reports to World Bank. DNP verifies.	PTA



			socioemotional content is included in the School Improvement Plan organized by zones; (b) Attached School Improvement Plans organized by zones. (2) Consolidated ETCs Improvement Plans / Evidence: (a) Minutes of meeting between the tutor and school principal with a YES/NO question about whether or not there is an ETC Improvement		
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			Plan; (b) Attached ETCs Improvement Plans.		
Students benefiting from direct interventions to enhance learning		Annual (years 1, 2, 3, 4)	Sources: (1) List of schools that receive support from PTA; (2) List of schools that receive support from the new line of support for ETCs in PTA; (3) SIMAT (student enrolment information system).	<p>DEFINITION: Total number of students benefiting from direct interventions to enhance learning since project effectiveness. Students benefiting from direct interventions are those: i) enrolled in primary education nationwide benefiting from in-situ teacher mentoring from PTA; and ii) enrolled in schools implementing remedial education and/or socioemotional skills programs in the entire educational trajectory (from basic to upper-secondary education) from the new line of support for ETCs in PTA.</p> <p>METHODOLOGY: PTA provides the monitoring database of PTA schools to identify schools with</p>	PTA, MoE



				students enrolled in primary education nationwide benefiting from in-situ teacher mentoring from PTA. PTA technical support team for ETCs (to be established), monitors and reports on the schools with students enrolled in schools implementing remedial education and/or socioemotional skills programs in the entire educational trajectory from the new line of support for ETCs in PTA. A database that includes the list of schools from both sources is prepared by MoE and then merged with the number of students enrolled by school from SIMAT. MoE reports to the World Bank. DNP verifies.	
Students benefiting from direct interventions to enhance learning - Female		Annual (years 1, 2, 3, 4)			
Percentage of school sites (sedes) in	Percentage of school sites	Annual	Sources: (1)	MoE consolidates a	MoE, PTA



lagging regions participating in remedial education and/or socioemotional skills programs	(sedes) in lagging regions participating in remedial education and/or socioemotional skills programs (shortened as remedial education program) since project effectiveness. Participation in the remedial education program is voluntary for the ETC, and the ETC could choose which school sites participate in the program. A school site participating in the remedial education program is implementing: PTA and/or remedial education and/or socioemotional skills programs (shortened as remedial education program) from the new line of support for ETCs in PTA. Lagging regions are those with the lowest learning levels and the highest vulnerabilities and are further defined in the Operations Manual. Schools sites in lagging regions receive further support for the	(years 1, 2, 3, 4)	List of schools that receive support from PTA; (2) List of schools that receive support from the new line of support for ETCs in PTA; (3) List of lagging regions.	database that includes the list of schools that receive support from PTA and the list of schools that receive support from the new line of support for ETCs in PTA. MoE merges this database with the list of lagging regions. MoE reports to the World Bank.	
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.	implementation of the remedial education program in coordination with their respective ETC.				
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Monitoring & Evaluation Plan: Intermediate Results Indicators

Indicator Name	Definition/Description	Frequency	Datasource	Methodology for Data Collection	Responsibility for Data Collection
Designing, implementing and reporting standardized test results (pruebas SABER)	This indicator measures the yearly progress in the re-introduction of standardized tests, particularly the ICFES Pruebas SABER. The tests will be introduced in a biyearly base: in a given year, the tests are applied to a sample of students in grades 3, 5, 7 and 9; and the following year, ICFES consolidates gathered data and prepares reports about results that are publicly available.	Annual (years 1, 2, 3, 4)	ICFES yearly report of SABER.	ICFES prepares a yearly report about the implementation of the Pruebas SABER for a given year: if it was a year of test application, the report describes the structure of the regionally representative sample and the proof of the implementation of the learning assessment; if it was a year after a test application, the report describes results and evidence of publication of microdata. These reports are sent to the MoE. MoE reports. DNP verifies.	ICFES
Percentage of PTA schools that implement formative assessments	Percentage of PTA schools that have implemented the formative evaluation Evaluar para Avanzar since project effectiveness. PTA schools are defined as those with in-situ teacher mentoring as confirmed by	Annual (years 1, 2, 3, 4)	ICFES Evaluar para Avanzar Report	PTA provides the monitoring database of PTA schools. This database is merged with the database that list schools where Evaluar para Avanzar was implemented, which is	ICFES, PTA



	PTA in their monitoring databases [base de datos con establecimientos educativos focalizados por el PTA].			provided by ICFES. MoE merges both databases and consolidates and reports to the World Bank. DNP verifies. Reporting each December.	
Improving pedagogical support to teachers	This DLI indicator aims to measure progress on three activities to improve pedagogical support to teachers in PTA schools since project effectiveness: (a) PTA Action Plan; (b) Increasing the number of teachers supported by PTA; and (c) Conducting an impact evaluation of the improved PTA based on results of (a) and all its lines. Progress on these three fronts are measured through the DLRs; for the intermediate result indicator only the (b) component is measured and is defined as: Total number of teachers supported by PTA since project effectiveness.	Annual (years 1, 2, 3, 4)	PTA's database [base de datos: docentes acompañados PTA]	The number of teachers supported by PTA since project effectiveness come from PTA's database [base de datos: docentes acompañados PTA]. MoE reports to the World Bank. DNP verifies.	PTA
Teachers recruited or trained		Annual (years 1, 2,	Sources: (1) List of	DEFINITION: Total number of teachers	PTA



		3, 4)	teachers that receive support from PTA; (2) List of teachers that receive support from the new line of support for ETCs in PTA.	trained since project effectiveness. Teachers trained are those: i) supported by in-situ mentoring from PTA; and ii) supported in remedial education and/or socioemotional skills programs from the new line of support for ETCs in PTA. This indicator measures trained teachers only as no teachers are to be recruited. METHODOLOGY FOR DATA COLLECTION: PT A reports number of teachers trained in their database, and the PTA technical support team for ETCs reports number of teachers supported through the new line of support for ETCs in PTA. database that includes the number of teacher from both sources is prepared by MoE. MoE reports to the World Bank.	
Teachers recruited or trained - Female		Sames as	Sames as	Sames as "Teachers	Sames as "Teachers



(RMS requirement)		"Teachers recruited or trained"	"Teachers recruited or trained"	recruited or trained"	recruited or trained"
Number of teachers trained in secondary education remedial program - Total	Total number of teachers trained in secondary education remedial program since project effectiveness. Teachers trained in secondary education remedial program are those supported in remedial education and/or socioemotional skills programs for students in secondary education from the new line of support for ETCs in PTA. This indicator measures trained teachers only as no teachers are to be recruited.	Annual (years 1, 2, 3, 4)	Sources: (1) List of teachers that receive support from PTA; (2) List of teachers that receive support from the new line of support for ETCs in PTA.	PTA reports number of teachers trained in their database, and the PTA technical support team for ETCs reports number of teachers supported through the new line of support for ETCs in PTA. database that includes the number of teacher from both sources is prepared by MoE. MoE reports to the World Bank.	PTA
Number of teachers trained in secondary education remedial program - Female	Same as "Number of teachers trained in secondary education remedial program"	Same as "Number of teachers trained in secondary education remedial program"	Same as "Number of teachers trained in secondary education remedial program"	Same as "Number of teachers trained in secondary education remedial program"	Same as "Number of teachers trained in secondary education remedial program"
Percentage of basic education students in rural PTA schools who do not meet the minimum academic requirements to	Share of students in rural PTA schools that do not achieve a minimum level of	Annual (years 1, 2, 3, 4)	MoE	PTA provides the monitoring database of PTA schools. MoE	MoE, PTA



continue to the following grade (Failure Rate)	learning to be considered to continue to the following grade and because of curricular autonomy at the school level, it is determined by the school according to their own curriculum standards. The expected direction of this indicator is to be decreasing.			measures the indicator and reports to World Bank.	
Number of textbook materials distributed in the PTA in language, mathematics and socioemotional skills	The number of textbook materials delivered to schools in a given school year. These include texts from the approved list of materials for PTA and should include teachers and student materials and textbooks.	Annual (years 1, 2, 3, 4)	PTA Distribution document review matrix	Reported by PTA in the Distribution document review matrix (Matriz de Revisión Documental de Distribution, which refers to the report of deliveries by the entity that supports the supervision of the printing, enlistment and distribution of educational materials contract). MoE reports to the World Bank.	PTA
Number of teachers participating in Aulas Virtuales	Number of teachers participating in Aulas Virtuales since project effectiveness.	Annual (years 1, 2, 3, 4)	PTA Aulas Virtuales Registration List	Assistants to Aulas Virtuales are required to signup for the program. The PTA prepares the registration list (Matrícula de invitados a las Aulas Virtuales del	PTA



				PTA). MoE reports to the World Bank.	
Number of school principals supported through the PTA in pedagogical leadership	Number of schools principals at PTA schools supported by the pedagogical leadership line of the PTA in a given year.	Annual (years 1, 2, 3, 4)	PTA Master Database of principals that supported by the pedagogical leadership line of the PTA	Each ETC submits the list of school principals that have participated in the program for strengthening leadership skills, in the twelve months prior to the estimation of the indicator. The MoE's team in charge of the program for strengthening leadership skills consolidates the information into the Master Database. MoE reports to the World Bank.	PTA, MoE
Developing and promoting the support line for ETCs in the PTA	This indicator aims to measure progress on the development and promotion of the new line of support for ETCs in PTA that will help local governments in the implementation of remedial education and/or socioemotional skills programs (shortened as remedial education program). For this, the	Annual (years 1, 2, 3, 4)	(1) PTA Action Plans; (2) Training sessions for the implementation of the remedial education program Registration list	The inclusion of the new line will be verified through its inclusion in the PTA Action Plan (DLI3). The number of ETCs trained is verified through reviewing in the training session registration list. An ETC is counted as trained if at least 1 person from such ETC sings the Registration of guests to	PTA



	<p>project will i) first, create the new line of support for ETCs in the PTA Action Plan (DLI3); and ii) train ETCs in the implementation of the remedial education program through this line, with the support of the PTA technical support team for ETCs. Training is synchronic (in-person or virtual) with bidirectional interaction. The number of ETCs present in the training is determined by having at least one person from a given ETC participating. The program will prioritize ETCs with high vulnerability, particularly lagging regions as defined in the PDO 6. From years 2 to 4, the indicator measures number of trained ETCs since project effectiveness.</p>			<p>the training session. The PTA technical support team for ETCs makes sure that such Registration is accurate and reports it to MoE. MoE Reports to the World Bank.</p>	
ETCs receiving support for the implementation of the remedial education program through the PTA	<p>Number of ETCs that receive support for the implementation of remedial education and/or socioemotional skills programs (shortened as remedial education</p>	<p>Annual (years 1, 2, 3, 4)</p>	<p>(1) List of ETCs that receive support from the new line of support for ETCs in PTA; (2) List of</p>	<p>PTA technical support team for ETCs (to be established), monitors and reports ETCs implementing remedial education and/or socioemotional skills</p>	<p>PTA, MoE</p>



	program) from the new line for ETCs in PTA since project effectiveness.		lagging regions.	programs from the new line of support for ETCs in PTA. MoE merges this database with the list of lagging regions. MoE reports to the World Bank.	
Students benefiting from direct interventions to enhance learning in secondary education - Total	Total number of secondary education students benefiting from direct interventions to enhance learning since project effectiveness. Secondary education students benefiting from direct interventions are those enrolled in lower-secondary or upper-secondary level of education in schools implementing remedial education and/or socioemotional skills programs in the entire educational trajectory from the new line of support for ETCs in PTA.	Annual (years 1, 2, 3, 4)	(1) List of schools that receive support from the new line of support for ETCs in PTA; (2) SIMAT (student enrolment information system).	PTA technical support team for ETCs (to be established), monitors and reports on the schools with students enrolled in secondary education in schools implementing remedial education and/or socioemotional skills programs from the new line of support for ETCs in PTA. MoE merges this list with the number of students enrolled by school from SIMAT. MoE reports to the World Bank.	PTA, MoE
Students benefiting from direct interventions to enhance learning in secondary education - Female	Same as "Students benefiting from direct interventions to enhance learning in secondary education - Total"	Same as "Students benefiting from direct interventio	Same as "Students benefiting from direct interventions	Same as "Students benefiting from direct interventions to enhance learning in secondary education -	Same as "Students benefiting from direct interventions to enhance learning in secondary education -



		ns to enhance learning in secondary education - Total"	to enhance learning in secondary education - Total"	Total"	Total"
New management and evaluation IT system for the School Feeding Program	The IT system for the School Feeding Program (SFP), called SiPAE will be developed and implemented by the SFP Unit (UApA) and will include four subsystems: 1. Beneficiary and meals registry - MiPAE subsystem. 2. Management and Evaluation System - SiGEPAE subsystem. 3. Social control and citizen participation system - PAEstar al día subsystem. 4. Administrative operational APP - PAE a la mano subsystem. Each year, at least one of these subsystems is to be developed and deployed to all local governments (ETCs) as part of the project.	Annual (years 1, 2, 3, 4)	Legal Document with the publication and proof of deployment to the final users of the SiPAE subsystem; and a report documenting the effective use of the SiPAE subsystem by the local governments (ETCs).	The SFP Unit's Deputy Director issues a legally-binding document to all the local governments in charge of the SFP, informing them about the deployment of a particular subsystem of the SFP IT Ecosystem (SiPAE).	SPF Unit
Number of local governments trained in	Given the decentralized	Annual	The SFP Unit	The SFP Unit (UApA)	SFP Unit



the use of the new SFP IT ecosystem (SiPAE)	management of the SFP, the SFP Unit has to develop and implement a training plan for the all the local governments (ETCs) in charge of the SFP to use the SiPAE.	(years 1, 2, 3, 4)	SiPAE Training Plan and Progress Report	issues a training plan. The SFP Unit submits a detailed report to the World Bank with the number of ETCs that have been trained, including number of SFP ETC staff trained; and the evidence of the training provided.	
Number of female SFP ETC's staff trained in the use of SiPAE	Training plan is for SFP ETC staff. Trained staff will register in a guest list and SFP Unit will report this information, disaggregating between women and men. The indicator reports number of female SFP ETCs staff trained on a given year.	Annual (years 1, 2, 3, 4)	The SFP Unit SiPAE Training Plan and Progress Report	The SFP Unit (UApA) issues a training plan. The SFP Unit submits a detailed report to the World Bank with the number of ETCs that have been trained, including number of SFP ETC staff trained; and the evidence of the training provided.	SFP Unit.
Supporting ETCs in lagging regions in using information for decision making	Total number of ETCs in lagging regions using information for decision making through the preparation of data-driven plans since project effectiveness. The data-driven plan is a short document that includes (i) diagnostic of needs of schools; (ii) targeting	Annual (years 1, 2, 3, 4)	Escuela de Secretarias monitoring system.	MoE reports from monitoring system of Escuela de Secretarias and shares the data-driven plans with the World Bank.	MoE



	programs (list of schools with programs); (iii) implementation plan; and (iv) monitoring plan. Lagging regions are defined as in PDO 6.				
Students benefiting from direct interventions to enhance learning in lagging regions - Total	Total number of students benefiting from direct interventions to enhance learning in lagging regions since project effectiveness. Students benefiting from direct interventions are those defined as in PDO 5. Lagging regions are defined as in PDO 6.	Annual (years 1, 2, 3, 4)	(1) List of schools that receive support from PTA; (2) List of schools that receive support from the new line of support for ETCs in PTA; (3) List of lagging regions; (4) SIMAT (student enrolment information system).	The MoE prepares the database that includes the list of schools with students benefiting from direct interventions as defined in PDO 5 and merges it with the list of lagging regions as defined in PDO 6. The MoE then merges the resulting list with the number of students enrolled by school from SIMAT. MoE reports to the World Bank. DNP verifies.	PTA, MoE
Students benefiting from direct interventions to enhance learning in lagging regions - Female	Same as "Students benefiting from direct interventions to enhance learning in lagging regions - Total"	Same as "Students benefiting from direct interventions to enhance	Same as "Students benefiting from direct interventions to enhance learning in	Same as "Students benefiting from direct interventions to enhance learning in lagging regions - Total"	Same as "Students benefiting from direct interventions to enhance learning in lagging regions - Total"



		learning in lagging regions - Total"	lagging regions - Total"		
Percentage point difference in promotion rates between boys and girls in lower secondary education in a given year	Promotion rate is the proportion of students promoted to the next grade/year level in the following school year. The rate is calculated yearly for both girls and boys and for every education level. In lower secondary education in Colombia, promotion rate for boys is lower than for girls. This indicator aims to measure the Program's contribution to reducing this gap by calculating the difference between the boys promotion rate and the girls promotion rate in a given year. Note that expected direction of this indicator is decreasing.	Yearly	SIMAT, Observatorio de Trayectorias Educativas	MoE calculates promotion rates, consolidates the information and reports the results to the World Bank.	MoE
Promotion rates of children and youth in lagging regions - male in a given year	Promotion rate is the proportion of students promoted to the next grade/year level in the following school year. Promotion rates in Colombia are, on average	Yearly	SIMAT, Observatorio de Trayectorias Educativas	MoE calculates promotion rates, consolidates the information and reports the results to the World Bank.	MoE



	and for every education level, lower for boys than for girls. This indicator will focus on the promotion rate for boys in a given year. Lagging regions are those with the lowest learning levels and the highest vulnerabilities. For the purposes of this indicator, children and youth in lagging regions are reported based on criteria defined in the Program's Operations Manual.				
Percentage of school sites (sedes) in lagging regions participating in remedial education and/or socioemotional skills programs that have introduced mechanisms for collecting beneficiary feedback and	School sites (sedes) in lagging regions participating in remedial education and/or socioemotional skills programs since project effectiveness are defined as in PDO 6. Mechanisms for collecting beneficiary feedback are those that collect final-user information about services and programs supported by the Program. For this project, at least two mechanisms will be introduced: Monitor	Yearly	List of schools that receive support from PTA in lagging regions and that introduced mechanisms for collecting beneficiary feedback and use their results for preparation of action plans.	MoE consolidates the list of school sites in lagging regions participating in remedial education and/or socioemotional skills programs as defined in PDO 6. PTA technical support team for ETCs report on the existence of school action plans based on results from beneficiary feedback and reports it to the MoE. MoE reports to the World Bank.	MoE



	Escolar and PAEstar al día. School Improvement Plans that include results from the beneficiary feedback gathered through these or similar mechanisms, will be accounted for this indicator.				
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ANNEX 2. DISBURSEMENT LINKED INDICATORS, DISBURSEMENT ARRANGEMENTS AND VERIFICATION PROTOCOLS

Disbursement Linked Indicators Matrix				
DLI 1	Introduction of remedial education and SEL in PTA schools			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Outcome	No	Text	11,300,000.00	10.15
Period	Value		Allocated Amount (USD)	Formula
Baseline	No PTA schools have remedial education or socioemotional skills programs			
Prior Results	0.00		0.00	NA
Year 1	0.00		0.00	NA
Year 2	At least 15% of all PTA schools introduce remedial education or socioemotional skills programs		4,300,000.00	The proportion of PTA schools that introduce remedial education and/or socioemotional skills programs
Year 3	0.00		0.00	NA
Year 4	At least 25% of all PTA schools introduce remedial education or socioemotional skills programs		7,000,000.00	The proportion of PTA schools that introduce remedial education and/or socioemotional skills programs



DLI 2	Use of assessments for pedagogical support			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Text	10,000,000.00	8.98
Period	Value		Allocated Amount (USD)	Formula
Baseline	16% of PTA schools implement formative assessment			
Prior Results	Operational Guidelines and Protocols have been updated with use of formative assessments and introduction of remedial education and socioemotional skills		5,000,000.00	The Operational Guidelines and Protocols on how to implement ExA in PTA Schools issued by the MoE.
Year 1	At least 20% of all PTA schools using formative assessments since project inception		5,000,000.00	The proportion of PTA schools that implement the formative evaluation ExA since the beginning of the Operation.
Year 2	0.00		0.00	NA
Year 3	0.00		0.00	NA
Year 4	0.00		0.00	NA
DLI 3	Pedagogical support to teachers			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	Yes	Text	27,300,000.00	24.53
Period	Value		Allocated Amount (USD)	Formula



Baseline	83,304 teachers supported by PTA			
Prior Results	A Strategic Action plan for PTA is approved, based on the results of the impact evaluation		5,000,000.00	Issuance of action plan and assessment
Year 1	0.00		0.00	NA
Year 2	Number of teachers supported by PTA since project effectiveness up to 100,000 teachers		15,000,000.00	USD 120 per teacher supported by PTA up to 100,000 teachers
Year 3	0.00		0.00	NA
Year 4	Impact evaluation of the PTA including all lines of support (teacher mentoring, principals and ETCs) disclosed		7,300,000.00	MoE publishes an Impact Evaluation of the program, prepared by an external agency.
DLI 4	Leadership and management skills for principals			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	Yes	Text	14,300,000.00	12.85
Period	Value		Allocated Amount (USD)	Formula
Baseline	256 school principals supported through PTA in pedagogical leadership			
Prior Results	0.00		0.00	NA
Year 1	Assessment of Escuela de Liderazgo and Action Plan disclosed		5,000,000.00	Assessment of Escuela de Liderazgo and Action Plan
Year 2	0.00		0.00	NA



Year 3	Number of school principals supported by the pedagogical leadership line of the PTA in a given year		9,300,000.00	USD 20,500 per school principal, up to 600 principals
Year 4	0.00		0.00	NA
DLI 5	Development and implementation of a new line of support from the PTA to ETCs focused on remedial education and SEL			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Text	14,300,000.00	12.85
Period	Value		Allocated Amount (USD)	Formula
Baseline	No program exists			
Prior Results	The line of support for ETCs has been adopted by the PTA with pedagogical guidelines and materials		5,000,000.00	Issuance of a MoE document that includes the design of the new remedial education program
Year 1	10 out of 96 ETCs have been trained in the implementation of the remedial education program		4,300,000.00	Accumulated number of ETCs that have participated in the Program
Year 2	0.00		0.00	NA
Year 3	30 out of 96 ETCs have been trained in the implementation of the remedial education program		5,000,000.00	Accumulated number of ETCs that have participated in the Program
Year 4	0.00		0.00	NA



DLI 6	New management and evaluation IT system for the School Feeding Program developed and deployed			
Type of DLI	Scalability	Unit of Measure	Total Allocated Amount (USD)	As % of Total Financing Amount
Output	No	Text	2,800,000.00	2.52
Period	Value		Allocated Amount (USD)	Formula
Baseline	No SiPAE subsystems have been developed or deployed			
Prior Results	0.00		0.00	NA
Year 1	At least one of the four SiPAE subsystems has been developed and deployed		700,000.00	N/A
Year 2	At least two of the four SiPAE subsystems have been developed and deployed		700,000.00	N/A
Year 3	At least three of the four SiPAE subsystems have been developed and deployed		700,000.00	N/A
Year 4	The four SiPAE subsystems have been developed and deployed		700,000.00	N/A



Verification Protocol Table: Disbursement Linked Indicators

DLI 1	Introduction of remedial education and SEL in PTA schools
Description	PTA schools that are implementing remedial education and/or socioemotional skills program in their School Improvement Plan since project effectiveness. For a program to be considered for this indicator, needs to comply with criteria established at the Operations Manual and verified by MoE. PTA schools are defined as those with in-situ teacher mentoring as confirmed by PTA in their monitoring databases.
Data source/ Agency	Databases: (1) Consolidated School Improvement Plans (learning acceleration or socioemotional content) / Evidence: (a) Minutes of meeting between the tutor and school principal with a YES/NO question about whether or not learning acceleration of socioemotional content is included in the School Improvement Plan organized by zones; (b) Attached School Improvement Plans organized by zones. (2) Consolidated ETCs Improvement Plans / Evidence: (a) Minutes of meeting between the tutor and school principal with a YES/NO question about whether or not there is an ETC Improvement Plan; (b) Attached ETCs Improvement Plans. Responsible: PTA.
Verification Entity	Social Development Directorate (Dirección de Desarrollo Social, DDS) in the National Planning Department (Departamento Nacional de Planeación- DNP)
Procedure	PTA provides the monitoring database of PTA schools. PTA tutors report on the content of School Improvement Plans in PTA monitoring systems. PTA consolidates information. MoE consolidates and reports to World Bank. DNP verifies. For disbursements in years 2 and 4, the cut-off date for calculation of the indicator is at least 2 months before the date of the disbursement request.
DLI 2	Use of assessments for pedagogical support
Description	Introduction of formative assessments by, first, preparing Operational Guidelines and Protocols on how to implement ExA in PTA Schools; and, second, increasing number of PTA schools that have implemented the formative evaluation Evaluar para Avanzar since project effectiveness. PTA schools are defined as those with in-situ teacher mentoring as confirmed by PTA.
Data source/ Agency	Sources: ICFES Evaluar para Avanzar Report Responsible: ICFES, PTA
Verification Entity	Social Development Directorate (Dirección de Desarrollo Social, DDS) in the National Planning Department (Departamento Nacional de Planeación- DNP)
Procedure	In year 1 and previous to declaration of effectiveness of this Operation, ICFES and the MoE prepare the Operational Guidelines and Protocols on how to implement ExA in PTA Schools, and reports to the World Bank for DNP verification. In years 1 to 4, PTA provides the monitoring database of PTA schools. This database is merged with the database that list



	<p>schools where Evaluar para Avanzar was implemented, which is provided by ICFES. MoE merges both databases and consolidates and reports to the World Bank. DNP verifies. Reporting each December.</p> <p>For disbursements in year 1 and year 4, the cut-off date for calculation of the indicator is at least 2 months before the date of the disbursement request.</p>
DLI 3	Pedagogical support to teachers
Description	<p>This DLI measures three actions: (a) PTA Action Plan needs to include at least: (i) objectives of PTA including recovery of learning losses, remedial education and socioemotional skills; (ii) describe the three lines of support to teachers, principals and local governments and (iii) implementation manuals for each; (ii) protocols on using evaluar para avanzar in mentoring (iv) monitoring and evaluation plan. In addition, it should include three attachments: (b) The number of teachers supported by PTA; (c) The impact evaluation of the improved PTA and all its lines. The latter needs to be experimental or quasi-experimental and evaluate the three lines of PTA (teachers, principals and the new ETC line of support). The evaluation will be independent and will be made public.</p>
Data source/ Agency	Sources: PTA's database [base de datos: docentes acompañados PTA] Responsible: PTA
Verification Entity	Social Development Directorate (Dirección de Desarrollo Social, DDS) in the National Planning Department (Departamento Nacional de Planeación- DNP)
Procedure	<p>In year 1 and previous to declaration of effectiveness of this Operation, MoE prepares the PTA Action Plan and submits it to the World Bank for DNP verification. In years 1 to 2, the number of teachers supported by PTA since project effectiveness come from PTA's database [base de datos: docentes acompañados PTA]. MoE reports to the World Bank. DNP verifies. For disbursement in year 2, the cut-off date for calculation of the indicator is at least 2 months before the date of the disbursement request. In year 4, MoE publishes and Impact Evaluation and submits it to the World Bank.</p>
DLI 4	Leadership and management skills for principals
Description	<p>Improving leadership and management skills for principals by, first, preparing an Action Plan for the implementation of the Escuela de Liderazgo Program based on the results of its assessment, including how to improve the pedagogical leadership line of the PTA preparing Operational Guidelines and Protocols on how to implement ExA in PTA Schools; and, second, increasing number of schools principals at PTA schools supported by the pedagogical leadership line of the PTA.</p>
Data source/ Agency	Source: PTA Master Database of principals that supported by the pedagogical leadership line of the PTA Responsible: PTA, MoE
Verification Entity	Social Development Directorate (Dirección de Desarrollo Social, DDS) in the National Planning Department (Departamento



	Nacional de Planeación- DNP)
Procedure	In year 1 the MoE prepares the assessment and action plan for the Escuela de Liderazgo Program, submits to the World Bank and DNP verifies. In years 1 to 4, each ETC submits the list of school principals that have participated in the program for strengthening leadership skills, in the twelve months prior to the estimation of the indicator. The MoE's team in charge of the program for strengthening leadership skills consolidates the information into the Master Database. MoE reports to the World Bank.
DLI 5	Development and implementation of a new line of support from the PTA to ETCs focused on remedial education and SEL
Description	This indicator aims to measure progress on the development and promotion of the new line of support for ETCs in PTA that will help local governments in the implementation of remedial education and/or socioemotional skills programs (shortened as remedial education program). For this, the project will i) first, create the new line of support for ETCs in the PTA Action Plan (DLI3); and ii) train ETCs in the implementation of the remedial education program through this line, with the support of the PTA technical support team for ETCs. Training is synchronic (in-person or virtual) with bidirectional interaction. The number of ETCs present in the training is determined by having at least one person from a given ETC participating. The program will prioritize ETCs with high vulnerability, particularly lagging regions as defined in the PDO 6. From years 2 to 4, the indicator measures number of trained ETCs since project effectiveness.
Data source/ Agency	Source: (1) PTA Action Plans; (2) Training sessions for the implementation of the remedial education program Registration list Responsible: PTA
Verification Entity	Social Development Directorate (Dirección de Desarrollo Social, DDS) in the National Planning Department (Departamento Nacional de Planeación- DNP)
Procedure	In year 1 and previous to declaration of effectiveness of the Operation, the inclusion of the new line will be verified through its inclusion in the PTA Action Plan (DLI3). In years 1 to 4, the number of ETCs trained is verified through reviewing in the training session registration list. An ETC is counted as trained if at least 1 person from such ETC signs the Registration of guests to the training session. The PTA technical support team for ETCs makes sure that such Registration is accurate and reports it to MoE. MoE Reports to the World Bank. DNP verifies. For disbursements in years 1 and 3, the cut-off date for calculation of the indicator is at least 2 months before the date of the disbursement request.
DLI 6	New management and evaluation IT system for the School Feeding Program developed and deployed
Description	The IT system for the School Feeding Program (SFP), called SiPAE will be developed and implemented by the SFP Unit



	(UApA) and will include four subsystems: 1. Beneficiary and meals registry - MiPAE Subsystem. 2. Management and Evaluation System - SiGEPAE Subsystem. 3. Social control and citizen participation system - PAEstar al día Subsystem. 4. Administrative operational APP - PAE a la mano subsystem. Each year, at least one of these subsystems is to be developed and deployed to all the 96 local governments implementing the SFP (ETCs) as part of the project.
Data source/ Agency	Source: A legal Document (Circular, Resolución, Decreto, etc.) with the publication and proof of deployment to the final users of the SiPAE subsystem; and a Report documenting the use of the subsystem that has been deployed by the ETCs. Responsible: SFP Unit (UApA)
Verification Entity	Social Development Directorate (Dirección de Desarrollo Social, DDS) in the National Planning Department (Departamento Nacional de Planeación- DNP)
Procedure	Once a particular subsystem has been developed and deployed, the SFP Unit issues a public Legal Document (Circular, Resolución, Decreto, etc.) with proof of deployment of the subsystem to the local governments implementing the SFP (ETCs). Additionally, the SPF prepares a report documenting the use by the ETCs of the subsystem that has been deployed. The SFP submits both the Legal Document and the Report to the DDS in DNP for review. The DDS verifies that the documents are adequate and that the subsystem has been effectively developed and deployed to the final users. Then the DDS submits a written approval to the Bank. Each disbursement is to be requested 2 months after end of calendar year.



ANNEX 3. SUMMARY OF TECHNICAL ASSESSMENT

1. **The Program supports the GoC strategy for the recovery phase of the pandemic and seeks to build a more resilient system for future crises.** The Results Areas and activities included in the Program contribute to the overarching objectives of improving learning outcomes, SEL, and educational trajectories of children and youth. To achieve these overarching objectives, the Program aims to improve pedagogical practices of teachers and management practices in schools, local governments, and the Central Government. The improvements in pedagogical practices are centered on using assessments to introduce ‘teach at the right level’ pedagogical strategies in disadvantaged schools, particularly remedial education and SEL for the most vulnerable to recover learning losses and improve SEL. The improvement of pedagogical practices is anchored in the coordinated support for teachers, principals, and local governments provided through the PTA. The improvements in management practices at the school, local government, and central government levels aim to use data more effectively to target actions, monitor progress, and promote a more adaptive education system that can respond timely to future crises, including climate change-related. All actions are evidence-based.

2. **The Program requires a total investment of US\$95 million for the four years of operation.** Under the assumption that 80 percent of the current enrollment of the targeted ETCs is maintained, by bringing the present value of the investment required for the Program, an investment of US\$116 would be generated for each student benefited. Under the intermediate scenario, at the present value for the nation, this implies that a net present value of the investment per student benefited is US\$1,182 (Table 3.1). Please see the Technical Assessment document that is part of the Program documents for more details.

Table 3.1. Expected Benefits in Different Scenarios

Scenarios ⁴⁷	Upper-intermediate	Intermediate	Lower-intermediate
Learning recovery (%)	70	60	50
PV of additional lifetime earnings for all students (total benefits) (US\$)	975,434,412	836,086,639	696,738,866
PV of additional lifetime earnings per student (benefits per student) (US\$)	1,514	1,297	1,081
PV of cost per student (US\$)	116		
Net present value of investment per student (US\$)	1,398	1,182	966

Note: 2020 dollars. PV = Present value.

⁴⁷ It is assumed that from the beginning of the quarantine, and therefore the beginning of the school closure, until the end of the 2020 school year all students were learning at home (distance education). For 2021, a partial opening scenario is assumed, which can be understood as a combination of face-to-face education and distance education.



ANNEX 4. SUMMARY OF FIDUCIARY SYSTEMS ASSESSMENT

Section 1. Conclusions

1.1 Reasonable assurance

1. **An assessment of the Program's procurement and FM systems' capacity and performance was conducted and their conclusions are reflected below.** The FSA was carried out based on the analysis of the implementing entities' fiduciary performance for the last two and three years. The conclusion of the assessment is that, overall, the Program fiduciary systems' capacity and performance, with the implementation of the proposed mitigating measures and agreed actions to strengthen the systems (reflected in section 4 of the Fiduciary Systems Assessment document that is part of the Program documents), are adequate to provide reasonable assurance that the Program funds will be used for the intended purposes, with due attention to the principles of economy, efficiency, effectiveness, transparency, and accountability. For more details, please see the FSA document.

1.2 Risk Assessment

2. **The overall integrated fiduciary systems risk (including the risk of fraud and corruption) to the achievement of the PDO is assessed as moderate.** The Program and the implementing entities are governed by the Public Financial Management (PFM) country system, assessed in previous FSA and in the latest PEFA assessment. The Program has a strong procurement framework. However, the following factors identified by the FSA pose a moderate element of risk: (i) unfamiliarity of the borrower with the PforR instrument; (ii) weaknesses in the fiduciary capacity of the SFP Unit because this implementing entity started its financial operation in June 2020; (iii) possible impacts in Program budget allocation and source reclassification due to budget space; (iv) not compliance with the Program annual audit requirements; and (v) negative impacts that could be generated in implementing entities' fiduciary capacity, due to the newly elected government in 2022.

3. **The proposed systems-and capacity-strengthening and/or mitigation measures to address the above risks include the following:** (i) close implementation support to be provided by the World Bank's fiduciary teams, (ii) preparation of an Operations Manual that must include all fiduciary requirements to ensure Program execution; (iii) the MoE should confirm the proposed budget allocation annually for the Program budget line and the MHCP should confirm the approval of reclassification of budgeted sources on a timely basis; (iv) SFP Unit's capacity building; finalizing its procedures and hiring the sufficient fiduciary staff; and (v) the World Bank and the CGR will sign an MoC, when the CGR and the World Bank will agree on the Program's annual financial audit and ACG aspects.

1.3 Procurement exclusions

4. No contracts for consulting services, non-consulting services or goods are expected to exceed the OPRC thresholds for moderate risk, as the Program will not fund contracts above such thresholds, as follow: \geq US\$75 million for goods and non-consulting services, and \geq US\$30 million for consulting services. The Program does not finance any kind of civil works.

Please see the Fiduciary Systems Assessment document that is part of the Program documents for more details.



ANNEX 5. SUMMARY ENVIRONMENTAL AND SOCIAL SYSTEMS ASSESSMENT

1. **An ESSA of the Program was carried out in accordance with the World Bank's Program for Results Policy (formerly Operational Policy 9.00).**
2. **Regarding the environmental component, the ESSA's focus is on the management of WEEE, and the management and elimination of waste hygiene products and PPE due to the COVID-19 pandemic.** As the Program will not finance land acquisitions or infrastructure investments and will not carry out any physical relocation, construction, or reform of physical infrastructure on the ground, it does not embody significant impacts on natural habitats, biodiversity, or archaeological resources, nor does it increase pollution.
3. **From the social point of view, the ESSA assessed management capacity linked to distributive equity, affordability, and cultural or gender limitations to access or participate in the Program.** Furthermore, the structure of the agencies involved was assessed regarding disclosure measures; consultation mechanisms; jurisdictional or geographical diversity; and cultural, financial, or physical barriers that hinder the participation of children, adolescents, and youth as well as socially marginalized or disadvantaged groups (for example, the poor, the disabled, indigenous peoples or religious or ethnic minorities, populations in situations of violence, and LGBTQ people) in the Program. The risks of creating or exacerbating a social conflict are also considered, especially in fragile states or situations, such as migrants and victims of the armed conflict, ethnic groups, and remote or isolated populations.
4. **Management of social risks.** In the MoE, the VEPBM provides (a) pedagogical guidance for ethnic groups with an inclusive and differential approach; (b) the coordination of actions in spaces of concertation; (c) the development and implementation of the SEIP; (d) development and implementation the ethno-educational, community, own, and intercultural model; and (e) the training of ethno-educators teachers. The Quality Directorate is responsible for the implementation of the National System of School Coexistence comprising (a) training for the exercise of human rights, (b) education for sexuality, (c) the prevention and mitigation of school violence, and (d) the protection of historically discriminated groups, such as Afro, indigenous, people with disabilities, and lesbian, gay, bisexual, and transgender people, among others. In addition, Law 1098 of 2006 establishes the Code of Childhood and Adolescence, which aims to establish substantive and procedural norms for the comprehensive protection of children and adolescents. It especially recognizes specific rights for children and adolescents with disabilities and undertakes to provide all the necessary conditions for them to enjoy a full quality of life, to be able to fend for themselves and integrate into society. For its part, the Vice Ministry of Higher Education develops the Inclusive Education guidelines to encourage higher education institutions in the definition of actions and strategies to strengthen the differential approach in access, permanence, and quality conditions for certain groups (population victim of the internal armed conflict; population with disabilities; some ethnic groups [indigenous, black communities, and Roma (gypsies)]; and frontier population).
5. **The relevance of the ESSA's core principles in relation to the Program's interventions has been assessed.** Of the six core principles guiding the analysis of the ESSA according to the World Bank's Policy and Directive for PforR, three are considered relevant to the Program. In terms of E&S issues, Core Principle 1 (Program E&S management systems are designed to (a) promote E&S sustainability in the Program design; (b) avoid, minimize, or mitigate adverse impacts; and (c) promote informed decision-making relating to the Program's E&S effects) is relevant to the Program activities. In terms of social issues, Core Principle 5 (Program E&S systems give due consideration to the cultural appropriateness of, and



equitable access to, Program benefits, giving special attention to the rights and interests of indigenous peoples/Sub-Saharan African historically underserved traditional local communities and to the needs or concerns of vulnerable groups) and Core Principle 6 (Program E&S systems avoid exacerbating social conflicts, especially in fragile states, post-conflict areas, or areas subject to territorial disputes) are relevant. Core Principles 2, 3, and 4 are not relevant to the current analysis. Under Core Principle 2, Program E&S management systems are designed to avoid, minimize, or mitigate adverse impacts on natural habitats and physical cultural resources resulting from the Program. Program activities involving the significant conversion or degradation of critical natural habitats or critical physical cultural heritage are not eligible for PforR financing. Under Core Principle 3, Program E&S management systems are designed to protect public and worker safety against the potential risks associated with (a) the construction and/or operation of facilities or other operational practices under the Program; (b) exposure to toxic chemicals, hazardous wastes, and otherwise dangerous materials under the Program; and (c) reconstruction or rehabilitation of infrastructure located in areas prone to natural hazards. Under Core Principle 4, Program E&S systems manage land acquisition and loss of access to natural resources in a way that avoids or minimizes displacement and assists the affected people in improving or, at the minimum, restoring their livelihoods and living standards. These are not pertinent since there will be no land acquisition, and therefore no impact on private assets or livelihoods are expected. The activities supported by the Program will not impact natural habitats or cultural resources. Moreover, no risks were identified in relation to the health and safety of workers or high pollution.

6. **Under Core Principle 1, it has been concluded that the capacity of the MoE to manage the environmental risks of the Program is adequate.** Each year, the MoE establishes its Institutional Action Plan, which among other components, is integrated with the Austerity and Environmental Management Plan (AEMP). The AEMP promotes the rational use of resources; a healthy, safe, inclusive, and participatory environment; strengthening of the culture of savings through the application of guidelines and regulatory controls; and prevention and mitigation of the negative environmental impacts generated by the entity. The Computers for Learning program delivers equipment to the *Establecimientos Educativos* or schools so that computers and tablets become tools that support and strengthen the educational quality and contribute to new opportunities for student learning. The MoE has a program for the recovery of equipment for WEEE management, which complies with national regulations and has the institutional capacities for its treatment. To manage the risks associated with the COVID-19 pandemic, the Ministry of Health issued a biosafety protocol and specific directives issued by the MoE for school compliance. The risks for the implementation of the Program due to the effects of climate change and geophysical disasters, which interfere with the dynamics of educational systems, disrupt telecommunications services, or affect the health of teachers, students or their families, are covered by the MoE and the National Unit for Disaster Risk Management (UNGRD). Based on Law 1523 of 2012, the National Committee for Risk Awareness is created as an interinstitutional body of the national system that advises and plans the permanent implementation of the risk awareness process, which is made up of the UNGRD and the MoE, among others. For social issues under Core Principle 1, positive impacts are achieved through an implementation strategy based on three groups of GoC activities that support the two Results Areas of the Program. Each group of activities has implementation trajectories, which allows the Program to identify strategic approaches to overcome gaps based on lessons learned from this and other international experiences. The Program will provide differentiated support to the MoE and ETCs to diagnose, through evaluations, the state of learning in children and youth at the school level and identify the aspects to be strengthened at the student and school levels. The Comprehensive Care Route for School Coexistence consists of a Unified School Coexistence Information System (*Sistema de Información Unificado de*



Convivencia Escolar) for the identification, consultation, registration, and monitoring of cases of harassment, school violence, and violation of sexual rights and reproductive factors that affect children and adolescents in educational establishments in Colombia. It also provides a pedagogical approach for prevention of gender-based violence; prevention of consumption of psychoactive substances; prevention of cyberbullying, risks in digital media, and innovation in digital environments; and suicide prevention.

7. Under Core Principle 5, the purpose of the Program is to generate positive impacts by promoting access to benefits for unprotected and vulnerable groups, considering the inclusion of all variables.

Therefore, it has a low probability of any negative social impact. The MoE considers specific spaces for consultation with the communities: (a) the National Commission for Work and Agreement on Educational Policy for Indigenous Peoples (*Comisión Nacional de Trabajo y Concertación de la Educación para los Pueblos Indígenas*) through which the elaboration of the SEIP was initiated as a mechanism of concretion in public policy for indigenous peoples; (b) the National Pedagogical Commission for the Black, Afro-Colombian, Raizales, and Palenqueras (*Negra, Afrocolombiana, Raizal y Palenquera*, NARP) population; (c) the Dialogue Table for the gypsy population; and (d) the Intersectoral Commission for Early Childhood, through the Diversity and Differential Approach Table. The institutional mechanisms foresee the cultural adaptation of ethnic groups through the (a) ethno-educational, community, own, and intercultural model and the process of construction and (b) implementation of the SEIP. To do this, special attention is paid to the rights and interests of NARP, Roma, indigenous peoples, children and youth linked to the armed conflict, the displaced, and the needs or concerns of vulnerable groups. To remove barriers that limit participation in education for students with disabilities, learning difficulties or exceptional talents, the MoE implements PIAR. Also, the MoE's flexible educational models are formal education proposals that allow serving diverse populations in vulnerable conditions who have difficulties participating in traditional education. For the rural sector, the Rural Education Project has been established to strengthen quality coverage in these geographic areas. The SFP is the pillar of the strategies aimed at guaranteeing the permanence in the official educational system of girls, boys, and adolescents, since it provides a healthy diet, to favor access and school permanence in the educational system helping to strengthen learning processes and cognitive development. The indigenous SFP serves the indigenous people that are in indigenous territory.

8. Under Core Principle 6, the Program does not appear to promote or deepen the exclusion of any population group. In addition, the GoC and the country's education sector have been responding to different social demands, such as the care of victims of the internal armed conflict and the influx of migrants from Venezuela or Colombian returnees.

9. The environmental risk was assessed as Low. There are no risks for the health and safety of workers associated with the project. The implementation phase may present certain risks and impacts related to the potential replacement of IT equipment of the MoE, ETCs, and schools. In addition, the effects of climate change and the risks of geophysical disasters represent a risk for the implementation of the Program because they interfere with the dynamics of educational systems; disrupt telecommunications services; or affect the health of teachers, students, or their families.

10. The ESSA confirms that regulations and institutional capacities reasonably cover the current system for managing the environmental aspects of the Program. The capacity of the institutions to effectively implement the E&S management system is considered adequate; however, the MoE, SFP Unit, and other key actors in the sector can be strengthened through this Program. As in all GoC areas, the MoE has a robust and well-established system of PQRSD procedures at all levels of the GoC, having mechanisms



in place to file a petition in native languages using the technological means available to each entity. If necessary, the authorities shall enable the respective mechanisms to ensure the submission, recording, and filing of such requests.

11. The evaluation found that the most significant gaps refer to the following:

- (a) There is a persistence of inequities, especially in the most impoverished territories of rural centers and dispersed towns. People affected with disabilities register considerable difficulties for their integration and permanence in the educational system, and they belong to the low socioeconomic strata.
- (b) The SFP Unit is new and lacks experience in managing projects to implement E&S procedures.
- (c) Ethnic groups in dispersed rural areas lack access to assessments.
- (d) It remains to conclude the agreement and protocolization of the SEIP rule, until Congress issues the law that deals with article 329 of the Political Constitution.
- (e) There is weak communication between the MoE, the SFP Unit, and the ETCs for the implementation, especially in scattered rural regions.

12. The PAP includes the following actions: (a) improve registration and interventions aimed at guaranteeing the permanence in the educational system of people with disabilities, especially those belonging to low socioeconomic strata, through the articulation with the interest groups in programmed mechanisms favoring the continuity of previous processes of routes, tables, and focus groups; (b) strengthen the SFP Unit to ensure an adequate understanding of both the preparation and implementation processes, especially including E&S management systems, through the design of frameworks established in an Operations Manual and the identification and training of the key actors of the institution; (c) continue with the shared formulation to advance with the agreement and protocolization of the SEIP standard; and (d) establish an adequate communication strategy relevant to the territory that efficiently links the MoE and the SFP Unit with the ETCs.

13. Consultative process. Virtual and phone communication were used to carry out consultations in the context of the COVID-19 pandemic. In addition, for consultations, the World Bank's Technical Note application was taken into account: "Public Consultations and Stakeholder Engagement in Bank-supported operations when there are constraints on conducting public meetings" (March 20, 2020). Through both virtual and phone interviews, consultations were conducted with key stakeholders and representatives in the preparation of the ESSA. The ESSA was available on the GoC's website from September 21, 2021 in the MoE's website⁴⁸ and on the SFP Unit's website⁴⁹ for public comment before the finalization of the ESSA. The ESSA was also shared with civil society by email for their consideration and opinion. The findings of the draft ESSA report were revealed in a virtual dissemination workshop on October 6, 2021, and contributions were received by email until October 11. The final version of the ESSA was released on the World Bank's website.⁵⁰

⁴⁸ https://www.mineducacion.gov.co/1759/articles-406982_recurso_1.pdf

⁴⁹ <https://www.alimentosparaaprender.gov.co/informacion-adicional/version-borrador-final-de-essa>

⁵⁰ <https://documents1.worldbank.org/curated/en/099710003042237436/pdf/Draft0Environm00PROMISE0000P176006.pdf>


ANNEX 6. PROGRAM ACTION PLAN

Action Description	Source	DLI#	Responsibility	Timing		Completion Measurement
SFP Unit's capacity building; finalizing its procedures and hiring the sufficient fiduciary staff.	Fiduciary Systems		SFP Unit	Due Date	30-Dec-2022	The SPF will submit to the Bank proof of the fiduciary capacity-building sessions, the specific procedures that have been developed, and the proof of hiring of personnel to support the fiduciary systems.
Improve the registration and interventions aimed at guaranteeing the permanence in the educational system of people with disabilities, especially those belonging to low socioeconomic strata	Environmental and Social Systems		MoE	Recurrent	Yearly	Analysis and Implementation Report.
Strengthen the SFP Unit to ensure an adequate understanding of both the preparation and implementation processes, especially including environmental and social management systems.	Environmental and Social Systems		SFP Unit	Due Date	31-Dec-2022	Analysis and Implementation Report.
Continue with the shared formulation to advance with the agreement and protocolization of the SEIP standard.	Environmental and Social Systems		MoE and SFP Unit	Due Date	31-Dec-2022	Analysis and Implementation Report.
Establish an adequate communication strategy relevant to the territory	Environmental and Social Systems		MoE	Due Date	31-Dec-2024	Analysis and Implementation Report.



ANNEX 7. IMPLEMENTATION SUPPORT PLAN

1. **The Implementation Support Plan is aligned with the World Bank's PforR operational guidelines.** The borrower is responsible for the implementation of all Program activities in support of the achievement of the agreed DLIs as well as of resolution of bottlenecks identified in the fiduciary and E&S assessments. The WBG will tailor implementation support in technical, fiduciary, environmental, and social aspects to ensure the following:

- (a) Review the Program implementation progress and achievement of Program results; monitor and help the borrower as needed with institutional capacity-building and implementation issues.
- (b) Provide technical advice to implement the activities under the Results Areas as needed, the achievement of DLIs, and the implementation of the PAP.
- (c) Advise and review documentation before serving as evidence for the fulfillment of DLIs as may be appropriate (for example, certification and accreditation manuals); monitor compliance with legal agreements, keep records of risks, and propose remedial actions to improve Program performance, if and as needed.
- (d) Provide support in resolving any operational issues pertaining to the Program.
- (e) Monitor the performance of fiduciary systems and potential changes in fiduciary risks of the Program; monitor the Program financial statement preparation process and assist the borrower as necessary.
- (f) Review the Program annual financial audit report and discuss with the borrower and monitor the implementation of the auditor's recommendation; based on the information provided by the audit reports, assess and analyze changes in the fiduciary performance of the Program and propose remedial actions, as needed.

2. **The Program will be executed and supervised at the national level using the regulations and capacities of the existing agencies corresponding to the MoE and the SFP Unit.** The MoE will implement all activities under Results Area 1. Learning assessments are the responsibility of the MoE but are implemented by ICFES. In particular, the MoE will implement the technical support to ETCs, in alignment with its sector responsibilities and will not be responsible for the implementation of individual programs in targeted schools. Regarding the development and implementation of SiPAE under Results Area 2, the executing agency will be the SFP Unit, an autonomous institution linked to the MoE.

3. **The following major categories of support are envisioned:**

- (a) Implementation support and capacity building relating to the result areas and DLIs that require TA and support from WBG staff and consultants. Examples include the following: (i) develop an action plan for the PTA based on the results of the Program's impact evaluation; (ii) issuance of an updated Operations Manual for the PTA with administrative procedures that guarantee transparency and efficiency; (iii) develop an action plan to incorporate and promote the use of learning assessments in Escuela de Liderazgo; (iv) develop diagnostic tools for ETCs that facilitate prioritization and targeting of actions; (v) develop a program specifically targeted to lagging



regions; (vi) develop implementation protocols for the support program for lagging regions; and (vii) support the M&E of the Program. In addition, the World Bank will support building institutional capacity in the SFP Unit to (i) design and implement an SFP framework for the inclusion of vulnerable communities (women, rural, ethnic, and disabled), as agreed in the PAP; (ii) deliver effective training to the ETCs on the use of the SFP; and (iii) monitor the use and performance of SiPAE in collecting high-quality and timely data for decision-making.

- (b) Supervision of operation, technical, and fiduciary aspects will be conducted on a regular basis.

Table 7.1. Main Focus of Implementation Support

Time	Focus	Skills Needed	Resource Estimate	Partner Role
First 12 months	<ul style="list-style-type: none"> • Program Operations Manual • Results and Monitoring Reports • Financial Reports • Documentation for submission of DLIs' evidence according to verification protocols • TA for the initial milestones of DLIs • Fiduciary • E&S 	<ul style="list-style-type: none"> • Operations and implementation support • M&E • Education economics • Education information systems • Quality of care and service delivery • Fiduciary • E&S 	<ul style="list-style-type: none"> • Four visits of the core team • TA support as needed by specialty areas 	<ul style="list-style-type: none"> • TA Financing support • Experts from partners participating in relevant visits
12–48 months	<ul style="list-style-type: none"> • Program operation and process • M&E • Education information system and big data • Documentation for submission of DLIs' evidence according to verification protocols • TA for the annual DLIs' milestones and for implementing the activities under each result area • Fiduciary • E&S 	<ul style="list-style-type: none"> • Operations and implementation support • M&E, education economics • Education information systems, data engineer • Quality of care and service delivery • Fiduciary • E&S 	<ul style="list-style-type: none"> • Two regular supervision visits • TA support as needed by specialty areas 	<ul style="list-style-type: none"> • TA financing support • Experts from partners participating in relevant visits

**Table 7.2. Task Team Skills Mix Requirements for Implementation Support (per year)**

Skills Needed	Number of Staff Weeks	Number of Trips	Comments
Senior economist (co-TTL)	10	4–5	Headquarters-based
Human development economist (co-TTL)	10	4–5	Country-based
Senior operation officer	8	2–4	Country-based
FM specialist	5	2	Country-based
E&S specialist	3	2	Country-based
Technical consultants	As required	As required	International and country-based

Note: TTL = Task team leader.

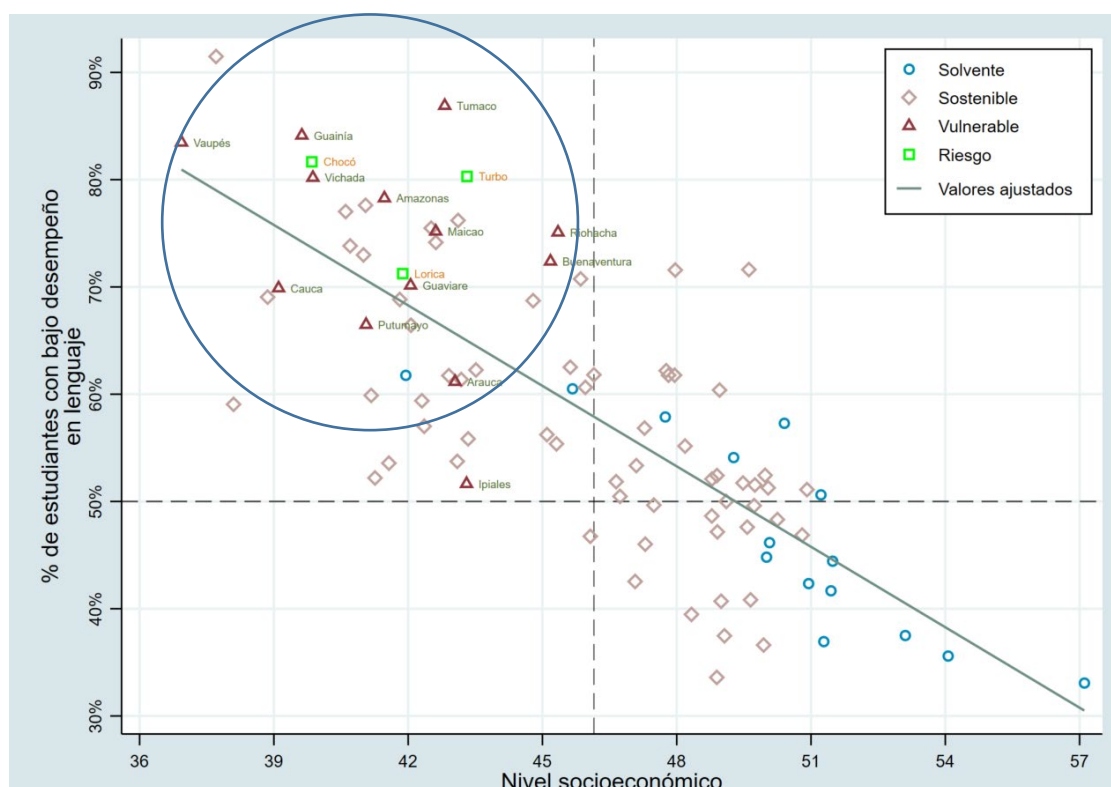


ANNEX 8. TARGETED LAGGING REGIONS

Rationale

1. **The correlation between learning outcomes, socioeconomic vulnerability, and fiscal situation by ETC in Colombia calls for differentiated support for lagging regions (Figure 8.1).** As discussed earlier, learning poverty rates may reach 80 percent of the student population in the most vulnerable regions where learning was lagging even before the pandemic. Schools in these lagging regions tend to have lower teacher quality, higher teacher rotation, and a higher share of unfilled teacher posts. Schools in these regions are also usually managed by local governments with fewer resources and lower management capacity. Individual teachers, schools, and local governments that serve disadvantaged populations need significant support for recovery that involves better decision-making based on reliable information, as well as TA to implement effective programs that have proven results on the identified constraints in a relatively short time. The Program will develop and help implement a program to support lagging regions close gaps in outcomes.

Figure 8.1. Learning Poverty, Socioeconomic Status, and Fiscal Solvency by ETC



Source: World Bank.

Note: Dots refer to ETCs. In the case of departmental/state ETCs, the departmental fiscal performance index was used. In the case of municipal ETCs, the municipal-level index was used. The vertical line represents the median of the socioeconomic index at the ETC level. The horizontal line is located at 50 percent.



Methodology for Targeting

2. The Program aims to target lagging regions in terms of learning poverty, socioeconomic level, and fiscal capacity, given the correlation between these variables and with other key variables like location (rural) and availability of key resources (teachers, schools, and principals). For this, the Program will focus on the most vulnerable schools within the most vulnerable regions, as follows:

- (a) **Identification of lagging regions.** For the 96 ETCs, the Program prioritizes ETCs by considering, first, those with the highest learning poverty; second, those with the lowest socioeconomic level; and third, those with the lowest implementation and fiscal capacity:
 - (i) **High learning poverty:** Learning poverty is measured as percentage of grade 5 students with a low-performance level on SABER 5 language test in 2017. A region is considered to have high learning poverty if this percentage is equal to or higher than 50 percent. Out of the 96 ETCs, 72 performed this low; with one-third having more than 70 percent of students with high learning poverty.
 - (ii) **Low socioeconomic level:** Index is constructed by ICFES using the information provided by students that take the SABER 5 test. The index considers five criteria: parental educational level; physical characteristics of the home; household possessions; educational resources (for example, books or study desk); and consumption of cultural goods. A region is considered to have a low socioeconomic level if its result is below the median of 46.15 for total ETCs.
 - (iii) **Low implementation and fiscal capacity:** Index is built by the DNP. It measures the degree of management that municipalities and departments give to their public finances. The index is continuous and is grouped into the following categories: solvent (≥ 80); sustainable (≥ 70 and < 80); vulnerable (≥ 60 and < 70); risk (≥ 40 and < 60); and impairment (< 40). The lower the result for the index, the lower implementation and fiscal capacity for the ETC.
- (b) **Selection of lagging regions.** The Program aims to target the most vulnerable schools among the most vulnerable regions. For this, the Program targets 30 percent of the regions that were 'most lagging' according to the previous step and had fewer schools and teachers. This results in 30 ETCs.
- (c) **Double-check if data for the selected sample is aligned with the purposes of the Program.** The prioritized 30 ETCs perform below each indicator compared to total ETCs and represent 40 percent of total public schools, 27 percent of total students enrolled in public schools, 31 percent of teachers in the public sector, and 24 percent of principals in the public sector. The proportion of female students in selected ETCs (49.5 percent) is similar to total ETCs (49.8 percent); for female teachers, the difference is clearer (60.1 percent in targeted schools against 64.8 percent total).



Table 8.1. Results for selected ETCs for selected indicators related to education

	Average Learning Poverty	Average Economic Level	Average Fiscal Score	No. of Public Schools (preschool-secondary)	No. Students in Public Schools (preschool-secondary)	No. Teachers in Public Schools (preschool-secondary)	No. Principals in Public Schools (preschool-secondary)
Sample: 30	71.7%	42.0	68.6	37,302	1,869,755	97,344	9,582
Total: 96 ETCs	58.5%	45.9	74.8	93,924	6,919,590	315,744	39,598

3. **The selected ETCs are also lagging in terms of dropouts and have a greater proportion of the vulnerable population.** The dropout rate in prioritized ETCs is 61 percent higher than in non-prioritized ETCs. When considering the population of prioritized ETCs, 43 percent of the students live in rural areas, 27 percent belong to traditionally disadvantaged social groups such as indigenous and Afro-descendants, and almost 8 percent have been victims of the long-lasting internal conflict (2.5, 6.5, and 1.7 times more than the rest of the country, respectively).

Table 8.2. Results for selected ETCs for selected indicators related to vulnerability

	Total: 96	Sample: 30	No. of Sample
Percentage of rural enrollment	23.6	43.2	17.2
Percentage of ethnic school population	9.8	27.1	4.2
Percentage of school population victim of conflict	5.3	7.7	4.5
Dropout rate (%)	3.49	4.72	2.92

4. **The selected schools, those targeted by the PTA, concentrate most of the country's rural school population.** Specifically, these schools account for 63 percent of basic (primary and lower secondary) school enrolment in rural areas. These schools also concentrate 63 percent of teachers working in rural areas (Table 8.3).

Table 8.3. Comparison of PTA schools and non-PTA schools for selected indicators

	PTA schools	Non-PTA schools
Enrollment distribution	58.53%	41.47%
Urban enrollment distribution	56.82%	43.18%
Rural enrollment distribution	62.87%	37.13%
Teacher distribution	58.86%	41.14%
Urban teacher distribution	56.88%	43.12%
Rural teacher distribution	62.95%	37.05%