

**General Framework**

**Memorandum of Understanding**

**between**

**The Republic of Honduras**

**and**

**The Cooperating Partners**

**For**

**the Honduras Education for All Initiative**

**concerning**

**the Honduras Education for All Initiative**

*October 2003*

- Whereas...** The Republic of Honduras considers education to be fundamental to its development strategy, in particular to poverty reduction. The Honduran **Poverty Reduction Strategy Paper (PRSP)**, as a long-term country commitment (from Government, Civil Society and the Private Sector) to development and poverty reduction, makes human development its key focus, particularly education.<sup>1</sup>
- Whereas...** The Republic of Honduras Education Development Plan 2002-2006 emphasizes support to the following education objectives: (i) **modernization** of the education system's structure; (ii) improvement of **coverage, relevance and quality** of education; (iii) strengthening of **community participation and education decentralization**; (iv) promoting **efficiency** in higher education, and (v) supporting **innovation** processes in the non-formal education sector.
- Whereas...** Governments of the World have committed to the Millennium Development Goals, including the Education for All Goals of: (i) ensuring that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling, and (ii) eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015.
- Whereas...** The Republic of Honduras has prepared an Education for All Plan in the framework of the Millennium Goals and Education for All international agreements.
- Whereas...** The Republic of Honduras and the International Donor Community have been cooperating extensively for many years in programs to support and improve basic education, pre school education and early childhood development in Honduras.
- Whereas...** The International Donor Community created in 2002 the "Fast-Track Initiative" to accelerate the delivery of financial support for EFA to countries with a PRSP, a reasonable functioning sector plan, and a credible EFA Proposal. The Republic of Honduras Education for All Plan was reviewed by the International Donor Community and was one of the 7 countries accepted in November 2002 for inclusion in the international Education for All – Fast-Track Initiative.
- Whereas...** In the Rome Declaration on Donor Harmonization in February 2003, Governments and International Organizations commit to (i) "ensuring that development assistance is delivered in accordance with partner country priorities, including poverty reduction strategies and similar approaches, and that harmonization efforts are adapted to the country context", and (ii)

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<sup>1</sup> Government of HONDURAS; Poverty Reduction Strategy, August 2001; page no.6.

“reviewing and identifying ways to amend, as appropriate, individual institutions’ and countries’ policies, procedures, and practices to facilitate harmonization...”, and to “...work to reduce donor missions, reviews, and reporting, streamline conditionalities, and simplify and harmonize documentation”.

**Whereas...** The Republic of Honduras wishes to implement its EFA Plan in the spirit of the Rome Declaration on Donor Harmonization, using a modified Sector-Wide Approach.

This General Framework-Memorandum Of Understanding (GF-MOU) is made between

the Republic of Honduras hereinafter referred to as “HONDURAS”

and

CANADA

GERMANY

JAPAN

SWEDEN

UNITED STATES OF AMERICA

IBEROAMERICAN EDUCATIONAL, SCIENTIFIC AND CULTURAL ORGANIZATION

UNITED NATIONS CHILDREN’S FUND

WORLD BANK

WORLD FOOD PROGRAM

hereinafter collectively referred to as the “COOPERATING PARTNERS ”

HONDURAS and the COOPERATING PARTNERS, with the desire to collaborate in the effective implementation of the Education for All Plan (EFA Plan) in HONDURAS, have reached the following understanding:

## **I. Nature of the Memorandum of Understanding**

**Section 1.01** This General Framework Memorandum of Understanding.(GF-MOU) is an expression of a common understanding among the parties on general principles and procedures for the functioning of the Honduras EFA Plan Modified Sector-Wide Approach (SWAp). This GF-MOU does not constitute an international treaty nor does it imply or confer any binding legal obligations on the signatory parties. Nevertheless, signature of this GF-MOU does imply shared goals and objectives, included in Annex I, and signatory parties are expected to act consistently with these terms and in the spirit of common understanding.

## **II. Responsible Authorities**

**Section 2.01** HONDURAS designates the Secretariat of Education (“SE”), to assume its responsibilities under this GF-MOU.

**Section 2.02** Each Cooperating Partner is individually responsible for cooperating fully to ensure that the goals of the EFA Plan are achieved efficiently and expeditiously.

## **III. Objective**

**Section 3.01** The objective of this GF-MOU is to facilitate the achievement of HONDURAS’ EFA Plan goals, through:

- (1) defining the main modalities for support to the EFA Plan,
- (2) establishing common principles and procedures for harmonized programming, monitoring, evaluation, communication and consultation applicable to all modalities,
- (3) describing institutional arrangements for the implementation of the EFA Plan, and
- (4) defining the basis for a common approach to strengthening of the institutional capacity of HONDURAS required for successful EFA Plan implementation.

## **IV. Principles**

**Section 4.01** HONDURAS and the COOPERATING PARTNERS will cooperate fully to ensure that the goals of the Honduras EFA Plan are achieved efficiently and expeditiously. HONDURAS and the COOPERATING PARTNERS commit to the following principles to guide this cooperation:

- a) HONDURAS shall have the clear lead in the planning, management, and implementation of the EFA Plan, based on the EFA Proposal and Implementation Plan included in Annex I; COOPERATING PARTNERS will make effort to

articulate their support to this program and its goals in a coherent, coordinated fashion.

- b) All programming, funding, technical assistance provided by COOPERATING PARTNERS in the area of basic and pre school education, and institutional capacity-building for SE will be consistent with and supportive of the EFA Plan;
- c) HONDURAS and the COOPERATING PARTNERS will work together as one team to ensure that all actions in support of the EFA Plan – including planning, management, monitoring, audit, and evaluation – are complementary and coordinated, with a view to reducing transaction costs;
- d) HONDURAS and the COOPERATING PARTNERS will make effort to adopt common standards for planning, managing, monitoring and evaluating EFA Plan implementation, consistent with Honduran standards and regulations; and to the degree possible, based on the laws and regulations of each Cooperating Partner.
- e) HONDURAS and the COOPERATING PARTNERS will openly and actively share information related to their interventions in support of EFA Plan;
- f) COOPERATING PARTNERS will assist HONDURAS in building local capacity to sustain EFA Plan results in the long term.

## **V. Implementation Mechanism**

**Section 5.01** Using a Modified Sector Wide Approach (SWAp), the Honduras EFA Plan will be managed as a single, coherent program.

**Section 5.02** The key elements of the EFA Plan SWAp for HONDURAS include:

- a single sub-sector-wide medium and long-term plan for basic and pre school education,
- commitment by HONDURAS and COOPERATING PARTNERS to coordinate their programming according to this plan;
- a flexible approach to donor harmonization which allows for various modalities of support from COOPERATING PARTNERS,
- recognition of all EFA Plan costs in the budgetary management system of HONDURAS,
- a common standardized approach to planning, budgeting, management, reporting, monitoring, audit, and evaluation, and
- commitment by COOPERATING PARTNERS and HONDURAS to support institutional-strengthening for EFA Plan implementation.

## **VI. Modalities of Support**

**Section 6.01** Each COOPERATING PARTNER may utilize its own mechanisms to provide support for the EFA Plan through four possible modalities: (1) by contributing to a pooled fund that provides funding directly to HONDURAS for use in the EFA Plan, (2) by contributing technical assistance or programming through a project modality (such as a traditional project or hired experts), (3) by providing expertise and or

assistance without passing through a formal “project” (i.e. not recognized through an MOU, etc.), and/or (4) by adjusting related programming interventions to complement EFA Plan implementation. Each of these modalities is further described below.

**Section 6.02 Pooled Funds Modality.** COOPERATING PARTNERS using the Pooled Fund modality (“Pooled Fund Partners”) will contribute funds to a common account that will disburse directly through the Government of Honduras financial management system to support EFA Plan activities. Detailed arrangements for the functioning and fiduciary management of the Pooled Fund Modality will be defined in a separate Fiduciary Memorandum of Understanding (FMOU).

**Section 6.03 Project Modality.** Some COOPERATING PARTNERS will support EFA Plan through more traditional country-to-country, organization-to-country project or technical assistance arrangements. In fact, The EFA Plan already envisages the further, expanded, and/or accelerated implementation of certain existing bilateral projects. Other existing initiatives may adapt and orient existing resources and interventions to the key beneficiaries or strategies of EFA Plan. HONDURAS and relevant COOPERATING PARTNERS will make an effort to review existing programs with a view to bringing them in line with the harmonized procedures for planning, monitoring, and evaluating as defined in this GF-MOU. Bilateral activities in the basic and pre school sector that are not complementary to the EFA Plan should gradually be phased out, although HONDURAS and the relevant Cooperating Partner will respect existing formal arrangements with respect to these activities. Future activities implemented via the Project Modality by a Cooperating Partner will respect the provisions of this GF-MOU.

**Section 6.04 Expertise Assistance Modality.** Some COOPERATING PARTNERS - particularly multilateral organizations - may contribute to the EFA Plan through in-kind support such as expertise, technical assistance, training, educational equipment and supplies, not formalized through a bilateral agreement.

**Section 6.05 Complementary Programs Modality.** Some COOPERATING PARTNERS may support programs that are not directly included in the EFA Plan, but are complementary or related. These COOPERATING PARTNERS will endeavour to coordinate such support or programming in order to complement EFA Plan planning and implementation timelines and procedures.

## VII. Harmonized Strategic Programming

**Section 7.01** HONDURAS and the COOPERATING PARTNERS – regardless of support modality – will use harmonized strategic programming processes for EFA Plan planning and implementation. The EFA Coordination Committee, described in section 12-01 – 12.03, will coordinate the development of these harmonized processes in consultation with HONDURAS and the COOPERATING PARTNERS. Harmonized strategic programming is further defined in the following sections.

**Section 7.02 Common Core Processes.** HONDURAS and COOPERATING PARTNERS, will endeavour to use the same basic procedures and timelines for planning, budgeting, monitoring, follow-up, and evaluation. HONDURAS will define such procedures, in consultation with COOPERATING PARTNERS.

**Section 7.03 Common Results Framework.** HONDURAS and COOPERATING PARTNERS will endeavour to use a common framework of expected results and indicators for the EFA Plan. The overall results framework for the EFA Plan is included in Annex I. HONDURAS, in consultation with COOPERATING PARTNERS, will develop annual targets based on a more detailed, coherent long-term framework of expected results and indicators. This long-term framework will guide the development of Annual Work Plans.

**Section 7.04 Standards for Information.** HONDURAS and COOPERATING PARTNERS will endeavour to exchange information on various aspects of the EFA Plan – including budget information, results information, activity information, partner information, etc. – using standard terminology, measures, and timelines consistent with Government of Honduras procedures and the EFA Plan.

**Section 7.05 Joint Planning.** HONDURAS and COOPERATING PARTNERS will endeavour to use the same planning and budget cycle – consistent with Government of Honduras procedures and standards – for their programming in support of EFA. On or before the thirty-first day of May (month) each year, HONDURAS will present a consolidated Annual EFA Work Plan indicating expected results, planned interventions, committed funding (from HONDURAS and COOPERATING PARTNERS), and required assistance. The Annual EFA Work Plan will include a review of performance progress in implementation of the current year's EFA Work Plan using agreed upon results, goals and indicators. On the basis of this Annual EFA Work Plan, HONDURAS and the COOPERATING PARTNERS will work together to define and agree on the amount and type of assistance to be provided by each of the COOPERATING PARTNERS through any support modality. COOPERATING PARTNERS will define a tentative amount of funding to EFA by July each year, in order to ensure effective planning by HONDURAS.

**Section 7.06**            **Articulation of Programming.** COOPERATING PARTNERS will work together, and with HONDURAS, to assure that their programming interventions are articulated with one another, and complementary in design and execution.

**Section 7.07**            **Suspension of Support to EFA Programming.** A Cooperating Partner may suspend support for the EFA Plan by notifying HONDURAS in writing. If a Cooperating Partner suspends its support for the EFA Plan, HONDURAS will promptly review and make necessary revisions to the Annual EFA Work Plan and overall projections of EFA Plan, in consultation with COOPERATING PARTNERS, to ensure that the expenditure framework corresponds to the available resource envelope.

### **VIII. Monitoring and Evaluation**

**Section 8.01**            HONDURAS, with the support and concurrence of the COOPERATING PARTNERS, will develop and implement a Monitoring and Evaluation Strategy for the Basic Education System and the EFA Plan, which will integrate the set of expected results and indicators, including those presented in Annex I. The Monitoring and Evaluation Strategy will define responsibilities and procedures for information collection and reporting at central and decentralized levels.

**Section 8.02**            HONDURAS and the COOPERATING PARTNERS will endeavour to use common monitoring and evaluation instruments, information standards, procedures, and missions – developed in consultation – for monitoring and evaluation. Progress reports will be prepared semiannually and financial reports on a quarterly basis and shared among all COOPERATING PARTNERS. HONDURAS and COOPERATING PARTNERS will meet semi-annually to review EFA Plan progress, plans for the next semester, and any implementation issues. This meeting will be chaired by the Minister of SE, and co-chaired by the Minister of the Technical Secretariat of International Cooperation (SETCO). At the semi-annual meeting HONDURAS and COOPERATING PARTNERS will decide on the needs for reviewing or evaluating parts or the whole EFA Plan. Each Cooperating Partner will be invited to participate in this evaluation.

**Section 8.03**            COOPERATING PARTNERS will endeavour to satisfy their requirements for monitoring, supervision, and evaluation of bilateral activities through regular EFA Plan joint monitoring/supervision/evaluation efforts. Where this is not possible, individual Cooperating Partners should endeavour to coordinate missions with other COOPERATING PARTNERS and HONDURAS in order to minimize transaction costs for HONDURAS.

**Section 8.04**            COOPERATING PARTNERS undertaking planning, monitoring, supervision, or evaluation missions separate from those contemplated in the Annual EFA Work Plan will share the results of said missions, particularly where the results are of

relevance to the implementation of the EFA Plan as a whole and would not, in any case, use the funds of the pooled fund modality.

**Section 8.05** COOPERATING PARTNERS undertaking planning, monitoring, supervision, or evaluation missions separate from those contemplated in the Annual EFA Work Plan shall, wherever possible, invite other COOPERATING PARTNERS to participate in said missions.

## **IX. Communication and Consultation**

**Section 9.01** HONDURAS and COOPERATING PARTNERS will work together on EFA Plan in a spirit of openness, transparency, and consultation. Discussions will take place in a climate of mutual respect and collegiality, and under the principle of accountability for statements and actions.

**Section 9.02** It is assumed that the representative from any Cooperating Partner is authorized to represent their government or agency, and is explicit regarding the limits of their authority. Each Cooperating Partner will ensure effective communication between their local offices and headquarters.

**Section 9.03** In cases of differences of understanding among COOPERATING PARTNERS and/or HONDURAS, or when violations of this GF-MOU or irregularities are observed, open dialogue and consultations will be the first means of resolving problems.

**Section 9.04** HONDURAS and the COOPERATING PARTNERS will cooperate fully with each other on all matters relating to the execution of the EFA programs and on other matters of common interest to them. In particular, individual Cooperating Partners will share with HONDURAS and COOPERATING PARTNERS copies or reports of communications which in their judgement are of common concern.

**Section 9.05** HONDURAS will promptly consult with the COOPERATING PARTNERS whenever it proposes to amend materially its proposals for the EFA Plan. Each Cooperating Partner will promptly consult with HONDURAS and other COOPERATING PARTNERS whenever it proposes to suspend or terminate any aspect of its support to EFA Plan, independent of the modality of that support.

**Section 9.06** HONDURAS and COOPERATING PARTNERS will actively encourage national consensus-building processes and support local coordination mechanisms e.g.FONAC, *mesas sectoriales*, etc.

## **X. Coordination**

**Section 10.01** The **Strategic and Technical Coordination Unit for Education For All (ST-EFA Unit)** will be established in the SE through a Ministerial Resolution

and will function as a technical unit of coordination, programming and follow-up for the EFA Plan. The ST-EFA Unit will serve as the main operational point of contact for COOPERATING PARTNERS with the EFA Plan, and will be in charge of programming, implementation, monitoring and evaluation, and the sharing of information and communications. For the Pooled Fund Partners, the ST-EFA Unit will support the administrative-financial management and procurement structures.

**Section 10.02** The ST-EFA Unit will be in charge of the preparation of implementation instruments such as operational manuals and guidelines, information systems monitoring and evaluation system, annual work plans, budgets, and coordination among Government implementation units, external cooperating agencies, and subcontractors. The ST-EFA Unit will have the substantive responsibility to assure a fluid coordination of processes, at the different internal and external levels within the Government of Honduras, as well as with COOPERATING PARTNERS and other EFA Plan stakeholders (public sector, private sector, educational associations, civil society, local government, and others).

**Section 10.03** The ST-EFA Unit will guarantee follow up and evaluation of EFA-FTI budgets, physical and financial execution, management reports (trimester, semester and annual consolidations), management of the special account, annual assurance that resources are assigned in the General Budget of the Republic, and guaranteed access to the necessary information by the State controller agencies and the verifying means that will be determined by the COOPERATING PARTNERS.

**Section 10.04** The ST-EFA Unit will coordinate with all Projects Coordination Units (PCUs), including those PCUs of existing projects that have been expanded or adjusted to support EFA Plan. Over time, COOPERATING PARTNERS should move to consolidate some of the functions of their individual PCUs within the ST-EFA Unit.

**Section 10.05** The ST-EFA Unit will be staffed with permanent personnel from HONDURAS. Specialized consultants may be contracted when necessary.

**Section 10.06** Cooperating Partners that hire consultants to work within the ST-EFA Unit will consult with the COOPERATING PARTNERS in the preparation of terms of reference for these consultants. All capacity and institutional strengthening support should be included in Annual EFA Work Plans.

## **XI. Institutional Capacity Strengthening for the Government of Honduras**

**Section 11.01** HONDURAS will invite the COOPERATING PARTNERS to undertake a joint assessment of its capacity to implement the EFA Plan. This assessment, or set of assessments, will identify those aspects of local capacity that require strengthening and will likewise recommend institutional capacity-strengthening activities to address identified weaknesses. HONDURAS will include institutional capacity-strengthening activities within the EFA Plan. HONDURAS and COOPERATING

PARTNERS will support such activities through the National Budget or through the various EFA Plan support modalities.

**Section 11.02** HONDURAS and the COOPERATING PARTNERS will monitor progress in strengthening institutional capacity for EFA Plan as part of the regular process of EFA Plan monitoring and evaluation, as described above. Institutional strengthening activities will be revised and updated in response to this monitoring information and based on new program requirements.

## **XII. Implementation of this GF-MOU**

**Section 12.01** HONDURAS and the COOPERATING PARTNERS will establish an EFA Plan Coordination Committee to supervise and monitor the implementation of this GF-MOU.

**Section 12.02** The EFA Plan Coordination Committee will be formed of one representative from each of SE, Secretariat of Finance (SEFIN), SETCO, and three designated representatives selected by the COOPERATING PARTNERS.

**Section 12.03** HONDURAS and the COOPERATING PARTNERS will establish functions and guidelines for the EFA Plan Coordination Committee.

## **XIII. General Dispositions**

**Section 13.01** **Scope of this Common Understanding.** The GF-MOU and Annex I, including its attachments, comprise the entire common understanding between the parties.

**Section 13.02** **Additional COOPERATING PARTNERS.** Any government, institution, or other entity not currently a party to this GF-MOU may, by agreement with HONDURAS, become a Cooperating Partner. In this case, HONDURAS will promptly notify other COOPERATING PARTNERS.


**Section 13.03** **General Framework Memorandum of Understanding Review.** Prior to the beginning of each three-year phase of EFA Plan, or when jointly decided by all parties hereto, the procedures outlined in this GF-MOU will be subject to review by HONDURAS and the COOPERATING PARTNERS.

**Section 13.04** **Amendments:** This GF-MOU may be modified through an exchange of letters by HONDURAS with COOPERATING PARTNERS.

**Section 13.05** **Effective Date.** This GF-MOU will become effective upon the date of signature of the GF-MOU by HONDURAS and the Cooperating Partner.

**Respective Signatures and Dates:**

**Carlos Avila Molina**  
**Minister of Education**

Signature:  \_\_\_\_\_

Date: \_\_\_\_\_

**Brenie Liliana Matute Alas**  
**Minister of the Technical Secretariat of International Cooperation**

Signature:  \_\_\_\_\_


Date: \_\_\_\_\_

**Arturo Alvarado**  
**Minister of Finance**

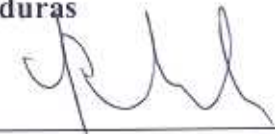
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Date: \_\_\_\_\_


Reid Sirrs  
First Secretary of Cooperation  
Canadian Embassy Office

Signature:   
Date: 14/10/03

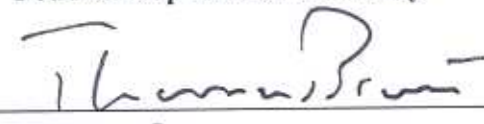
Paul Tuebner  
United States Agency for International Development  
USAID/Honduras

Signature:   
Date: \_\_\_\_\_

Masami Takemoto  
Ambassador of Japan

Signature:   
Date: \_\_\_\_\_


Thomas Bruns  
Ambassador Federal Republic of Germany

Signature:   
Date: 14/10/03

**Helge Jahn**

**Director**

**KFW for Central America**

Signature: \_\_\_\_\_ 

Date: \_\_\_\_\_

**Wilfried Liehr**

**Director GTZ in Honduras**

Signature: \_\_\_\_\_ 

Date: \_\_\_\_\_

**Jan Roberts**

**Representative**

**Swedish International Development Cooperation Agency**

Signature: \_\_\_\_\_ 


Date: \_\_\_\_\_

**Joseph Owen**  
**Representative**  
**World Bank**

Signature:  \_\_\_\_\_

Date: \_\_\_\_\_

**Fernando Lazcano**  
**Representative**  
**United Nations Children's Fund**

Signature:  \_\_\_\_\_

Date: \_\_\_\_\_

**Norma Quezada**  
**Resident Representative**  
**Iberoamerican Educational, Scientific and Cultural Organization**

Signature:  \_\_\_\_\_

Date: \_\_\_\_\_

Francisco Salinas  
Officer in charge  
World Food Program

Signature: \_\_\_\_\_

Date: 14/10/03

**Ricardo Maduro**  
**President**  
**Witness of Honor**