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CENTRAL AMERICA
EDUCATION ACTION PLAN
FOR
HONDURAS

WORKING DOCUMENT

November 1984

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NOT FOR EXTERNAL DISTRIBUTION

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Annexes:

1. Project narrative sheets for the FY 1985-1989 period.
2. Proposal for AID/Peace Corps collaboration in Honduras in the area of education.
3. Chart summarizing the Honduras program, ongoing and planned, in the context of A.I.D. Policy on Education & Training, LAC Regional Strategy, briefing documents prepared by LAC/DR/EST for the Bipartisan Commission, and the Bipartisan Commission recommendations in the area of education.

The LAC/DR/EST bulk files contain the data tables for Honduras.

SUMMARY

1. Background

This document summarizes, for Honduras, an initiative of LAC/DR/EST directed toward assisting the Central America A.I.D. Missions to develop action plans for responding to the National Bipartisan Commission on Central America's recommendations in the area of education. These recommendations focus on basic education, vocational/technical training, higher education, adult education, and participant training 1/.

This activity is being carried out in a parallel fashion to a similar planning activity being undertaken by the Peace Corps and, it is expected by the time the two terminate, that A.I.D. and Peace Corps will have jointly arrived at a program for responding to the National Bipartisan Commission recommendations that is mutually satisfactory to both parties.

The exercise has five objectives:

a. Assist A.I.D. Missions to compile a base of information for use in identifying and designing new projects as well as redesigning or expanding existing projects.

b. Assist A.I.D. Missions to come up with concrete project ideas that could be developed into PIDs, PPs, or PP amendments.

c. Identify possible involvement/participation of Peace Corps volunteers in ongoing/planned A.I.D. projects in the education sector.

d. Develop a bibliography of useful references on the education sector for each of the countries covered under the National Bipartisan Commission recommendations.

e. Design and implement a format to be used on a country basis to report basic educational statistics. These statistics would be used to draft PIDs and PPs. They would also provide LAC/DR/EST with an information base that could be updated periodically to assess success in meeting Bipartisan Commission objectives and developmental objectives in general.

The final outcome of this exercise will be:

. Six country specific working documents which provide the background and justification for the action plans developed in each country for responding to the National Bipartisan Commission recommendations.

1/ Training in public administration is not included in this document. It will be the subject of a separate exercise.

. An action plan for each country which includes a series of ABS type narrative sheets describing projects programmed for the FY 1985-FY 1989 period.

. A short succinct document which will provide the reader with a concise summary of how A.I.D. proposes over the next five years to implement the National Bipartisan Commission education recommendations in the six Central American countries.

Honduras was selected as the first country for this exercise with the idea that, as a result of this first visit, it would be possible to arrive at a format appropriate for use in drafting both the Honduras report as well as the other country reports.

On November 4 a team composed of six individuals - three A.I.D. direct hires, one IPA, a retired A.I.D. official, and an individual contracted from the Educational Testing Service - went to Honduras for a two week period. During that time they worked under the overall guidance of the USAID/Honduras education officer and, operating primarily in-house (reviewing existing documentation, tapping upon the knowledge of Mission and recent Mission staff, and - where necessary - interviewing individuals outside of the Mission), prepared the attached document.

At the beginning of their visit members of the team 1/ met with the Capital Development Officer to brief him on the activity and obtain his ideas and general feedback. Later on in the visit the team met with the Deputy Director to share with him the team's preliminary ideas and get his overall guidance and direction. At the end of the second week the team debriefed the Director on the results of the visit and presented their recommendations. At the end of the meeting the Director provided his approval on the substance of what was being recommended by the team for Honduras.

It is important to note that the November 4 visit to Honduras was preceded by a number of planning and brainstorming sessions in Washington as well as a one week advanced planning trip to Honduras in early October.

The products of the Honduras experience, which are reflected in this document, are as follows:

a. One working document which provides an overview of the education system in Honduras, focuses on each of the sub-topics of interest, and presents recommendations for future A.I.D. financed interventions in these areas.

b. A series of data narratives which describe the proposed projects in each of the areas.

c. A series of statistical tables that provide support for the analysis contained in the working document and, at the same time set the stage for developing PIDs and PPs.

d. A document outlining, for Honduras, possible collaboration between A.I.D. and Peace Corps.

e. A chart, which lists the series of "masters" that A.I.D. must respond to, as it prepares its plan for Central America in the area of education for the coming years and relates them to ongoing and planned A.I.D. programs in Honduras. These "masters" include: (a) the NBCCA recommendations (dated February of 1983); (b) A.I.D. Policy as outlined in the A.I.D. Policy Paper on Education and Training, dated December, 1982; (c) LAC Regional Strategy as laid out in a document prepared in February of 1983; and (d) LAC/DR/EST's proposed Central America Strategy as laid out in two briefing documents prepared for the National Bipartisan Commission in January of 1984.

This chart was of great help in initiating the exercise in Honduras as it assisted both the Mission, as well as the members of the team, to get a handle on how the current A.I.D. program was responding to the guidelines offered in each of these documents and an idea of what would be required for future programs if they were to respond to all of these "masters" in an adequate fashion.

2. Principal conclusions of the exercise in Honduras

The Honduras portion of the exercise led to a number of conclusions for Honduras that are both pertinent to the task at hand and which have implications for beyond the FY 1985-1989 planning period. These conclusions are as follows:

a. Given the nature of the A.I.D. program in Honduras, as reflected in the FY 1986-1990 CDSS, and the needs of the country, educational interventions in all five of the areas where the National Bipartisan Commission provides recommendations are appropriate.

b. In the area of primary education, the task becomes one of continuing with and expanding on a series of ongoing A.I.D. efforts in primary education as well as a long history of prior interventions in this area. Ongoing programs in the area of primary education and programs planned for the FY 1985 - 1989 period are consistent with the National Bipartisan Commissions recommendations in the area of educational reform and stress the importance of

1/ In referring to the "team", we are referring to the whole group of individuals who participated in the process - including the USAID/Honduras education officer.

improving quality of primary education and at the same time expanding access. They are also consistent with A.I.D. Policy in education, LAC Regional Strategy, and the LAC/DR/EST briefing documents prepared for the Bipartisan Commission.

c. In the area of vocational/technical training, the Mission - as a partial response to the CBI legislation introduced in January of 1982 - has recently formulated and begun to implement a strategy for improving labor force productivity through upgrading the skills of the workforce. In addition to being responsive to the National Bipartisan Commission recommendations in the area of vocational/technical training, this strategy is congruent with A.I.D. Policy in the area of training, LAC Regional Strategy, and with the contents of the LAC/DR/EST briefing documents prepared for the Kissinger Commission.

d. In the area of participant training, A.I.D. and the Mission have prepared a country training plan which sets out a strategy for training in the U.S. which focusses on the following: improving the management skills of high level leaders in the public and private sectors; accessing individuals from lower income backgrounds and preparing them for training opportunities in the U.S.; and providing a flexible program of training consistent with Mission program objectives and with the need to assist Honduras, over the medium and long term, to take advantage of the multitude of opportunities available through the CBI. Mission strategy for participant training over the FY 1986-1989 period is consistent with A.I.D. Policy on training and at the same time is responsive to the recommendation of the Bipartisan Commission on Central America on this topic.

e. The two areas that are somewhat new to USAID/Honduras although not necessary to A.I.D. as an agency, and which therefore present particular challenges for the Mission, are the recommendations for adult education and higher education. While USAID/Honduras is, in a small way, working in both areas the Mission expects, over the 1985-1989 period, to take actions to significantly expand on current initiatives. USAID/Honduras' plans in both areas are thoroughly consistent with the National Bipartisan Commission's recommendations for adult and higher education.

f. Out of the Honduras exercise a number of concrete ideas came up for possible A.I.D./Peace Corps collaboration. These ideas have been discussed with the Peace Corps Mission in Honduras and have been shared with Peace Corps staff in Washington. The ideas basically involve A.I.D./Peace Corps collaboration in four areas: (a) A.I.D. financial support for Peace Corps in the conduct of individual projects - basically taking the Small Projects Fund and either expanding it and making it more flexible or creating a parallel fund; (b) through local currency generations, assist Peace Corps volunteers with counterpart assistance that they would ordinarily receive but are not currently receiving due to the severe economic recession in Honduras; (c) support for training of PCVs -- in-country as well as out of country -- and for the purchase of resources materials; and (d) implementation of A.I.D.

projects. With regard to the latter, a number of concrete ideas came up and were discussed on a preliminary basis with Peace Corps/Honduras. These ideas remain to be developed and nurtured. Key, however, for the successful implementation of this collaboration is distinguishing the two types of volunteers required: (1) generalists who could be trained on-the-job once they enter Peace Corps; and (2) specialists. In the case of the latter, if specialists were to be hired, a viable mechanism would need to be established between Peace Corps and A.I.D. for recruiting and screening these individuals in a manner mutually satisfactory to both parties. With regard to (c) above, it should be noted that ideally this item should be covered by the Peace Corps under its operating budget. A.I.D. funding should be considered only where Peace Corps funding is not available.

g. Two additional conclusions of direct applicability for Honduras are the following:

(1) While access is, at all levels of the education system, a key constraint, more immediately in need of solution are the quality constraints inherent within the system. As the system is currently structured there are no standards that specify the minimum competencies that a student is to achieve at any given level. Without these standards it is impossible to establish and maintain a mechanism for quality control. This concern reinforces an agency wide concern - one which the LAC Bureau strongly endorses - that quality and cost-efficiency be foremost on the list of A.I.D. priorities in education over the coming years.

(2) Any A.I.D. intervention in the educational system, if it is to have a long term impact, must be embarked upon with a long-term commitment on A.I.D.'s part. Human resource constraints, by definition, take a long time to successfully address and it is usually many years before the impact of interventions designed to address these constraints can be visibly noted. Institutional responses being carried out by USAID/Honduras to deal with these constraints (e.g. the establishment of a Management Information System, the establishment of an in-service teacher training program, the establishment of a national skills certification system) are long term efforts and, while USAID/Honduras should be prepared to move carefully 1/ in supporting these efforts, a long term commitment is required both on the part of the Mission and the counterpart agencies which the Mission is supporting.

1/ In this regard, the Mission has chosen to move in phases, committing itself to activities (such as those noted in parentheses above) for short, discrete periods of time and, depending on implementation progress, funding additional phases. The MIS project referred to above is about to move into Phase III (of a possible IV or V phases). The proposed Primary Education Efficiency project would authorize a large amount of funds up-front. However, pending progress in implementation, it would obligate these funds in increments through amendments to the Project agreement.

3. Recommended action plan for FY 1985 - FY 1989

The recommended USAID/Honduras action plan for FY 1985 - 1989 in the area of education includes a portfolio of six projects for a total of approximately \$54.5 million in EH&R Mission funds; \$10 million in ARDN Mission funds; \$8.5 in ESF local currency generations; and \$27.5 in LAC Regional EH&R funds. 1/ Included in the portfolio are the following:

a. Primary education

Total FY 1985-1989 funding level of approximately \$34 million.

. Amendment to Project 522-0167 - Rural Primary Education: This amendment, to be obligated over a one year period starting in FY 1985, would finance a one year extension that would permit the continuation of activities ongoing under the current project while a large follow-on project focusing on improving quality and cost-efficiency (see below) is being designed. The proposed amendment amount is \$3.5 million.

. Primary Education Efficiency: An eight year project scheduled to begin in FY 1986, this project would provide continuing support for quality oriented innovations introduced under the Rural Primary Education Project (e.g. in-service teacher training and the computer based management information system) as well as initiate a series of new innovations in such areas as achievement testing, educational radio, pre-service teacher training, increased community involvement, and complementary staffing. Classroom construction, at approximately the level and pace carried out under the Rural Primary Education project, would also be continued. The project would be carried out in two phases (an initial pilot phase for each innovation to be followed by a full-scale institutionalization of the innovation if all goes well). This project represents a long-term commitment on the part of the U.S. Government toward improving the quality and cost-efficiency of primary education in Honduras. The proposed project amount is \$30.5 million.

1/ Both the projects and the funding figures for the projects listed in this section are hypothetical. Their becoming a reality is subject to: (a) carrying out similar exercises in the remaining five Central American Missions in order to determine their funding needs for the FY 1985-1989 period; (b) funds proposed for Central America by the National Bipartisan Commission becoming available (proposed figures for the FY 1985 -1989 period for Central America are : \$150 million for Basic and Adult Education; \$80 million for Higher Education; \$65 million for Vocational and Management Training; and \$146 million for U.S. Participant Training); and (c) each project's passing the rigors of the project development process.

b. Vocational/technical training

Total FY 1985-1989 funding level of approximately \$11 million.

Technical education upgrading and cost-recovery: A four year project scheduled to begin in FY 1985, this project would assist to improve the quality of technical education by assisting public training institutions and Private Voluntary Organizations (PVOs) to upgrade their shop equipment and facilities and train their instructors. The project would also assist these centers to develop self-financing mechanisms for recovering basic recurrent vocational instruction costs (e.g. cost of maintaining shop machinery and equipment, cost of purchasing shop materials, partial payment of instructors' salaries). The approximate project amount is \$4 million in ESF local currency generations.

Skills training and certification: A five year project scheduled to begin in FY 1987, this project would follow-on and expand the initiatives being introduced under an ongoing project with the Advisory Council on Human Resources Development (CADERH). The project will provide technical assistance and other resources for: (1) implementing, with close involvement of private sector advisory committees, a nationwide skills certification system in a wide variety of occupational clusters; (2) developing instructional materials which will become part of a National Instructional Materials Bank and be made available for all private and public sector vocational and technical training programs for rental or purchase; and (3) expanding in-plant training activities, based on professional analyses of the training needs of individual employers. The approximate project amount is \$7 million.

c. Adult Education

Total FY 1985-1989 funding level of approximately \$9 million.

Adult Education and Literacy: A multi-year year project, included in the Mission's Action Plan as an FY 86 shelf project, this project proposes to develop low-cost education services for adults, enabling them to study primary education subjects at home. Instruction will consist of low-cost workbooks combining reading materials and written exercises, nightly radio lessons, and weekly meetings with other participating students and a local tutor. A significant portion of the costs will be recovered by charging participating adult learners a modest fee. The project will be developed and supported through an OPG with AVANCE, the PVO which is currently administering the Print Media for Farm Families project and which has been founded to provide adult education services in Honduras through the Honduran private sector. The approximate LOP funding level is \$9 million.

d. Higher Education

Total FY 1985-1989 funding level of approximately \$19 million (\$4.5 million from EH&R account; \$4.5 million ESF local currency generations; and \$10 million from the ARDN account).

. Higher Education. This is an FY 1987 shelf project through which the Mission proposes to continue assisting the San Pedro Sula Private Sector University by supporting the development of academic programs and the upgrading of teaching staff. Through the project a linkage program will be established with a U.S. university. This relationship will provide for faculty exchanges, U.S. training of University of San Pedro Sula faculty, technical assistance in long-range institutional planning, design of permanent campus facilities, assistance in the development of U.S. - style academic programs, and granting of joint degrees. In conjunction with this project, ESF local currency funding will be provided for the construction of facilities and scholarships will be provided for financially-disadvantaged students. The approximate funding level is \$4.5 million in DA dollars and \$4.5 million in ESF local currency generations.

. Agricultural education: A five year project scheduled to begin in FY 1986, this project would attempt to establish agricultural education as a focal point of Honduran agricultural development policy, develop the necessary organizational structure to implement this policy, and create quality standards for agricultural instruction while reinforcing pertinent technical and physical infrastructure. Under this proposed program a Council for National Agriculture Education would be created. This Council will provide policy coordination for the various programs that provide agricultural education in Honduras. The approximate funding level is \$10 million.

e. Participant training

. Caribbean and Latin American Scholarship Program (CLASP): A five year regional program designed to provide training opportunities for Central Americans in the United States, this program would focus in Honduras on the following: (a) English language and remedial education as a priority so that opportunities can be extended to individuals, who would ordinarily not be qualified, to take advantage of training opportunities in the U.S.; (b) Management and technical level training for the public and private sectors; (c) Short term training in Spanish for blue collar workers and members of rural coops in selected trades in the U.S.; (d) Short-term U.S. courses in the management and technical areas in non-traditional export promotion, agricultural business, information systems, marketing exports, small and medium industrial systems; (e) Training for selected persons in areas where there are currently no A.I.D. project activities and where a developmental training need exists; and (f) Support for the upgrading of faculties of Honduran universities in selected areas of developmental interest. The approximate funding level for Honduras over a five year period is \$27.5 million.

f. Regional projects

In addition to the projects identified above which are country specific, several potential regional projects were identified. They are:

- . A regional university to be sponsored directly by a U.S. university.
- . Creation of a regional book procurement and distribution facility to support textbook and other related needs of ongoing projects in the region.
- . Establishment of an adult education materials production center.
- . Creation of a vocational training materials clearinghouse.
- . Support for a program designed to identify low-income highschool students from the region and prepare them to qualify to enter the Panamerican Agricultural School as well as U.S. universities in order to study agriculture at the undergraduate level. 1/

4. Staffing and other considerations

The projects described above for the FY 1985-1989 period represent a significant increase in the Mission's portfolio in education. In order to be able to keep up with the demands of project development as well as implementation, the Mission must increase its education staff - either through adding new direct hire positions or contracting additional PSCs. In order to develop and monitor the Projects described above, it is estimated that the following professional staff will be needed over the next five year period:

- . Direct hire staff
 - One Education Officer to manage the entire portfolio.
 - One Assistant Education Officer to assist with management of the portfolio.
 - One IDI
- . Contract staff:
 - In primary education:
 - . One long term advisor to serve as Project Coordinator for the Primary Education Efficiency project.

1/ For possible incorporation as part of the Central America Peace Scholars Project.

- In vocational/technical and management training:

. One long term advisor to serve as Project Coordinator and short terms advisors as needed.

- In adult education:

. One long term advisor (host country) to serve as Project Coordinator and short term advisors as needed.

- In higher education:

. For the University of San Pedro Sula Undergraduate Project, one long term advisor (host country) to serve as Project Coordinator.

. For the Agricultural Education Project, on I.P.A. long term to serve as Project Coordinator.

In addition, and given the large project development challenge represented by this proposed portfolio, it will be necessary for the Mission to be granted a sizable increase in EH&R PD&S funds. USAID/Honduras has asked for and been granted \$300,000 in PD&S funds for FY 1985. An additional \$450,000 has been asked for and granted. Projected PD&S needs for FY 1986 and FY 1987 are \$300,000 and \$300,000 respectively.

A. SUMMARY OF MISSION GOALS/OBJECTIVES AND DESCRIPTION OF OVERALL COUNTRY CONTEXT

1. THE SETTING ^{1/}

Honduras is one the poorest countries in Central America. Of its 4.1 million people, 2.6 million live in rural areas. GDP per capita income in 1981 was estimated at \$675. The economy's real GDP growth rate dropped from an average of 7% during the late 1970's to a negative rate of over 1% in each of the last three years. Average real per capita income has declined by almost 14% since 1981.

Over half of Honduras' economically active population works in agriculture; of these over half are subsistence farmers and one third are employed in the wage and salary sector primarily in activities related to the export of bananas, sugar, beef, and coffee. Industry, services, and commerce account for 46% of GNP with 32% of the urban workforce employed in manufacturing, 25% in commerce; and 40% in services. In the case of the manufacturing industry, with the exception of limited agro-industrial activities oriented toward export, most industries in Honduras have traditionally focussed on import substitution.

Honduras' impoverishment is evidence by most of the characteristics normally associated with underdevelopment. The literacy rate is 60%, life expectancy is 57 years, infant mortality is 87 per thousand, the average age is 16 years, and the population is growing at 3.4% yearly. The human resource base is very weak, and infrastructure and public services are woefully inadequate. Unemployment is estimated at 24%, and underemployment at an additional 50%.

The country's present economic recession and the turmoil in Central America have begun to seriously threaten its relative peace and harmony. Honduras' nervousness about the intentions of its southern neighbor, the guerilla war in El Salvador, social and political instability in Guatemala, a limited domestic market and a contracting external sector, and declining foreign and domestic investment levels have resulted in a downward trend in production. Low prevailing prices for the traditional commodities which make up 77% of Honduras' exports, an unfavorable shift in the terms of trade, sharply reduced capital inflows, and a 9% rate of inflation over the last few years have led to disruption of traditional economic activities and diminished convertibility of the country's currency.

^{1/} Sections 1 and 2 are taken from the FY 1986-1990 CDSS with updated (1984) statistics.

2. USAID/HONDURAS' GOALS AND OBJECTIVES OVER THE FY 1986-1990 PERIOD

USAID/Honduras' objective over the next five years, as stated in the FY 1986-1990 CDSS, is to restore and then increase economic growth as well as assist Honduras to further advance the democratization process. Short term goals (1985-1987) are to help Honduras restore equilibrium to its economy, assist in developing the policy base for long-term growth, and assist in maintaining social peace and tranquility. The above call for significant reductions in the GOH budget deficit as well as achieving abalance of payments equilibrium, dismantling foreign exchange controls, GOH divestiture of as many productive activities as possible, revision of GOH basic laws and policies regarding investment, tariffs and export development, and reduction of informal barriers to investment and exports.

Over the long term (1985-1990), USAID/Honduras proposes to assist the GOH in achieving the following goals: (1) increasing employment by 250,000 jobs by the end of 1990; (2) increasing the average per capita income of the rural poor from \$155 to \$200; (3) increasing primary school enrollments from 87% of the primary school age group in 1982 to 90% by 1990; (4) reducing infant and child mortality from 87 per thousand to 70 per thousand; (5) increasing access to potable water from 60% to 85% in major cities and from 50% to 70% in rural areas; (6) increasing prevalence of contraceptive usage from 27% to 45% of fertile women and a decline in the rate of population growth from 3.4% to 3.0%; (7) increasing the number of standard housing units from 150,000 to 200,000; and (8) assisting in continued progress toward permanent institutionalization of democratic electoral and judicial process.

In order to accomplish the above, USAID/Honduras proposes a program strategy designed to help the GOH stabilize the economy, decrease social pressures from rising unemployment, and progressively increase investment in long term development. Economic stabilitization will be achieved through GOH implementation of important macroeconomic policy changes aimed at correcting current economic disequilibria and creating the policy base for a long-term export oriented growth strategy. Immediate attention will be placed on reducing unemployment. Long-term development efforts will be aimed at increasing employment, providing a minimum food security, improving equity and participation of the poor in the country's economic and social development, and strengthening public and private services to better meet the basic needs of the poor. This will be accomplished by improving sectoral development policies, expanding private sector production, fostering technology transfer, and developing a much stronger human resources and institutional base.

3. SOCIOECONOMIC FACTORS THAT MUST BE TAKEN INTO CONSIDERATION IN DESIGNING EDUCATIONAL INTERVENTIONS IN HONDURAS.

Seen from the point of view of this exercise, there are a number of factors which have traditionally had a major impact on the education system in Honduras and which can be expected to continue to have a major impact over the

long run. These factors should be taken into consideration in designing any strategy oriented toward assisting in improving the delivery of education services.

a. A high population growth rate and a very young population: Just between 1984 and 1990, the Honduran population will increase from 4.1 million to over 5 million and nearly 850,000 children ages 6 - 12 (up from 726,000 in 1983) will claim their right to enter primary school.

b. High concentration of the population in rural areas, many of which are inaccessible.: Getting materials and supplies out to schools and monitoring educational progress becomes a major challenge when just getting to the school from the nearest population concentration takes one day by horse.

c. Severe economic recession resulting in major GOH budgetary cutbacks: In 1984 the Ministry of Education (MOE), the largest of the GOH Ministries and one which has grown the most rapidly in real terms in recent years, had its budget cut in real terms. The National Skills Training Institute (INFOP) also suffered a decline in real income of 20%. GOH austerity is expected to continue and this is a reality that must be taken into consideration in planning educational interventions that have implications for recurrent expenditures.

d. Gradual transformation in the nature of the labor market: A labor force which has traditionally been characterized by high levels of underemployment and relatively low levels of open unemployment has recently added high levels of unemployment to its list of problems. Job openings for new labor force entrants at the semi-skilled and professional levels are in short supply and can be expected to remain so for at least the next few years.

e. A movement away from an economy that depends on import substitution and limited agricultural exports to an export oriented economy. Import substitution opportunities have been, for the most part, exhausted. As the economy gradually moves into an export mode and, in so doing, enters for the first time into highly competitive export markets, adjustments need to be made in the way workers are trained, the type of training they receive, and the nature and quality of the training provided. Employers must demand and expect from both themselves and their workers adherence to very strict quality controls if they are to survive in this market.

B. OVERVIEW OF THE EDUCATION SECTOR

The 1966 Honduras Constitution establishes education as an essential nondiscriminatory function of the State. Education policies provided for in Decree No. 79 stipulate that the ultimate objective is to form responsible citizens capable of contributing to a genuine democracy founded on education and work ethics which promotes social as well as economic development. The formal education system is also regulated by the Organic Education Law, Presidential Decrees and other legally binding documents.

1. ORGANIZATION AND DELIVERY OF SERVICES IN THE FORMAL SECTOR

The GOH, through the MOE, plans, administers, controls, and evaluates education programs at the pre-primary, primary, and secondary levels. Pre-primary education is a non-mandatory option provided children ages 4 - 6 with the objective of orienting children to the formal education setting in a stimulating non-threatening environment. Although pre-primary education is not a GOH priority, the MOE provides limited funding for the establishment of kindergartens and encourages communities to organize pre-school programs.

Primary education is a non-enforced obligatory GOH education program available on a gratis basis to children ages 7 - 11. The objective at this level is to prepare the pupil for the world of work emphasizing the acquisition of literacy and numeracy skills which can be utilized for surviving in a predominantly agrarian society or as entry skills to pre-vocational or vocational programs.

The three year secondary program for youth ages 12 - 15 is divided into its general (ciclo comun) and diversified (ciclo diversificado) course of studies. Eligibility for enrollment requires a sixth grade diploma. Students who choose general education receive an intensive academic subject oriented program and explore vocational alternatives. The diversified programs offers career specific training in vocational and artistic education.

The second phase of the secondary program for students ages 16 - 18 offers a Normal and Fine Arts degree in the following areas: academics, social promotion, business administration, graphic arts, commercial education, professor of graphic arts, professor of music and primary level teacher. The vocational program graduates specialists in agronomy, animal science, artisan crafts, industrial education, home economics, administrative services, accounting, and secretarial fields.

Hondurans who wish to enter the teaching profession must successfully complete the general education requirements. Several options are available to interested individuals. The normal schools offer a three year course of studies which graduates elementary school teachers. The "Escuela Superior del Profesorado" is a GOH supported post-secondary institution which accepts students who have successfully completed their secondary level program. It offers a two year pre-primary specialization to certified primary level teachers, a three year secondary specialization, a specialists program for

training school directors, supervisors, and counselors, and a special in-service training program to uncertified primary and secondary school teachers.

Other post-secondary institutions include the National Autonomous University (UNAH), the San Pedro Sula Private University (USPS), the Jose Cecilio del Valle University in Tegucigalpa (UJCV), the Panamerican Agricultural School at Zamorano (EAP), the National Forestry Sciences School (ESNACIFOR), and the National School of Agriculture (ENA). These will be described in more detail in Section E of this report.

2. ORGANIZATION AND DELIVERY OF SERVICES IN THE NONFORMAL SECTOR

In addition to the institutions described above, there are a number of GOH and private sector institutions that deliver services to out-of-school youth and adults. The National Skills Training Institute (INFOP), which is financed by a 1% payroll tax, provides job entry training as well as skills upgrading training in the commercial, industrial, service, and agricultural sectors. The Ministry of Natural Resources (MNR) and the National Agrarian Institute (INA), as well as a number of private agencies (Private Voluntary Organizations - PVOs - and cooperatives), offer short agricultural courses. Skills training in the industrial and artisan trades is provided by a total of 55 institutions, including 14 Private Voluntary Organizations (PVOs), the National Electrical Authority (ENEE), and two correspondence programs. Fourteen for profit institutions provide training in the computer trades and a total of 13 organizations provide short refresher courses in business and management.

In principle, and according to INFOP's Organic Law, responsibility for coordinating, rationalizing, and guiding the services provided by these various institutions rests with INFOP. INFOP, however, does not in actuality carry out this function and most institutions operate on their own with minimal supervision or guidance from INFOP.

In an attempt to begin to rationalize the delivery of services in the agriculture sector a coordinating council, COFOCACH, was recently formed in the Planning Secretariat. While this coordinating council has made some progress in its quest to coordinate and rationalize agricultural training services, much remains to be done until any of these services reach a point where overlaps are eliminated and gaps filled.

3. FINANCING OF EDUCATION SERVICES

The principal financier of education services in Honduras is the State through the MOE and the UNAH. The MOE, which educates approximately 760,000 students annually, receives approximately 15% of the GOH budget, an amount which - although growing in real terms - has gone down in relative terms in recent years. Another 6% of the GOH budget is allocated to the UNAH to cover the costs of education of its 30,000+ students. INFOP generates

approximately \$6,000,000 yearly through a payroll tax which is used to provide courses to an average of 30,000 individuals a year. With the exception of programs run out of the National Agrarian Institute (INA), the Ministry of Natural Resources (MNR), and the National Forestry Corporation (COHDEFOR), the remaining institutions are financed through private sector sources and account for relatively small portions of the overall education budget in Honduras.

C. PRIMARY EDUCATION

1. OVERVIEW OF THE SECTOR

The Ministry of Education has in recent years, made significant strides in increasing access to primary education. Enrollments between 1974 and 1983 have increased from 205,000 to 704,000, reaching in 1983, 87.6% of the primary school age population. Enrollments tend to be very high in the first grade with sharp decreases between grades one and two and a more gradual decline over the next four grades. Enrollments are distributed fairly evenly by sex (49.6% are females and 50.4% are males), and - reflecting the rural nature of Honduras - approximately 60.8% are in rural areas. Of every 100 children who enter first grade 40 make it to third grade and 28 complete the sixth grade.

The MOE reports that there are currently 6,205 primary schools of which 87% are in rural areas and 13% in urban areas. Given the annual population growth rate of 3.4% and the present 13% of the primary school-age population with no access to education, the MOE projects a need for approximately 6,500 new teachers and 11,000 new classrooms to deal with projected increases in primary enrollments of approximately 197,000 between now and 1990.

There are currently 19,800 primary teachers on the MOE's payroll with an average of 800 new openings created per year. Most primary school teachers (76% in 1983) are certified, having received their title from either a normal school or through the Programa de Profesionalizacion. Approximately 2,700 uncertified teachers (maestros empiricos) are enrolled in programs designed to bring them up to level so that they can also receive their titles. The country's 13 normal schools graduate an average of 2,000 teachers a year.

2. ROLE OF THE PRIVATE SECTOR IN SERVICE DELIVERY; ESTABLISHING STANDARDS; GUIDING/ESTABLISHING TRAINING POLICY

Responsibility for the delivery of primary education services in Honduras rests primarily with the State: of a total of 703,608 primary enrollments in 1983, only 39,143 (5.5%) were served by private sector schools. The latter figure comprises, in urban areas, bilingual and church run schools - directed primarily toward middle and upper income families. Schools run by church related organizations and other PVOs, accounted for the 1983 13,800 private school enrollment figure in rural areas.

It is difficult to address the question of responsibility for establishment of education standards at the primary level as in Honduras there are no established standards that guide curricular development or instruction. Minimum competencies, as we know them in the United States, do not exist. In a broad sense, however, it is the State that guides the development of curricula and it is these curricula to which all primary schools in Honduras - public or private must respond. MOE supervisors

periodically visit all schools to attest to the fact that the State ordained curriculum and other MOE regulations are being adhered to, although one could question the efficacy and regularity of this supervision.

Education policy is set by the state with little or no input from the users of the services (employers, parents, students, community at large). Again, county school boards and advisory committees, as we know them in the United States, do not exist.

3. ANALYSIS OF SERVICES AVAILABLE

The Honduran education system suffers at all levels from limitations in access, quality, efficiency, and relevance. As noted previously, significant strides have been made in increasing access in recent years. Nevertheless, just to keep up with Honduras' population growth rate - the highest in Latin America and the second highest in the world - presents a major challenge.

Listed below, to set the stage for the recommendations included in Section 6, is an abbreviated summary of the access, quality, efficiency, and relevance constraints inherent within the Honduran primary education system.

a. Access: Access to primary education in Honduras is influenced by a series of factors: lack of classrooms (it is estimated that at least 11,000 new classrooms will be needed over the next six years to meet current and projected demand); lack of teachers; incomplete schools; and lack of schools in isolated rural areas. As Honduras' already young population continues to increase over coming years, problems in access are expected to continue and present a major pressure point on the system.

b. Quality: While lack of access presents a significant constraint and a challenge for future years, the quality of the primary education system presents a challenge perhaps even more urgently in need of addressing. In most schools in Honduras the teacher is the active presenter and the student is the silent, passive, inactive recipient of oral lessons. Academic achievement is too often based on the student's ability to memorize content and repeat verbatim with very little emphasis placed on the cultivation of analytical capabilities.

Contributing in part to the above is that at present only 25% of all primary school children in Honduras have usable textbooks that they can turn to and that the majority of the nation's nearly 19,000 primary school teachers function without curriculum guides. Without adequate resources for the student and the teacher to turn to, it is very difficult to achieve significant advances in learning.

Teacher preparation presents another significant quality constraint. In 1983, 4,230 primary teachers (22.3% of the primary teaching force) did not have teaching credentials and many of those who do have credentials are not up to date on the latest developments in teaching

technology. The MOE's 13 normal schools currently graduate more than enough professionals to fill available primary level vacancies; however, there is reason to question whether the quality of the education offered at the Normal Schools is meeting the country's teaching needs. Numerous attempts have been made to meet the upgrading needs of teachers who are currently employed through the establishment of an in-service teacher training program. After several rocky beginnings, this program - with A.I.D.'s assistance (see Section 5) - appears off to a promising start.

Another factor which has a major impact on quality, and one which is characteristic especially of rural areas, is that the majority of classrooms are multigrade. Many rural teachers have 70 students or more and teaching responsibilities for all six grades in one self-contained classroom with no assistance of teacher-aides or peer monitors. Most teachers are not prepared for multigrade teaching and, up until recently, there has been no resource they can turn to for assistance in dealing with the multitude of challenges present by this situation.

c. Efficiency: The Honduran primary education system is extremely inefficient. As mentioned previously, drop out rates are high (of every 100 children who enter first grade only 28 graduate) and repetition levels remain significant (in 1983 16% of the nation's first graders were repeaters). The resulting 18 years that it takes to produce a primary school graduate, at a cost of approximately \$1,800 to the State, puts tremendous strains on a system that already has more than it can do to stretch out its already scarce resource base.

One significant drain on the system which has major efficiency implications is classroom maintenance. Until 1982 the MOE had not adopted a school conservation and maintenance system. Intensified efforts in classroom construction, therefore, have actually not been significantly increasing access since deterioration and demolition of unsafe structures tends to nearly neutralize expansion efforts.

d. Relevance: The curriculum, as currently structured, is oriented primarily toward an urban population that is expected to continue its education at the secondary level. Although some laudable attempts have been made in recent years, with assistance of both A.I.D. and the World Bank (see Section 5) to adapt this curriculum to the needs of children and families in rural areas, much remains to be done. Students who make it through sixth grade often find that the literacy and numeracy skills acquired in grade school are of little value since the lack of practical, productivity related world of work activities were not a part of their school experience. The realization that primary schooling is not meeting their practical needs is one of several reasons why every year parents pull their children out of the formal school system and place them full-time to working in the fields.

4. UNDERLYING FACTORS/CONSTRAINTS

There a number of factors inherent in the structure of the Honduran education system, as well as outside of it, that impact on access to education services, their quality, efficiency, and relevance. These constraint are listed below:

a. Severe GOH financial constraints: As was indicated in Section A of this document, Honduras has since 1980 been experiencing a negative growth rate in its economy which has, in turn, had a negative impact on the budget of the MOE and other line Ministries. The MOE budget in 1984, rather than increasing, has actually decreased, with the result that non-salary expenditures such as textbooks, school maintenance, reproduction and distribution of teachers guides, and supervision have been reduced significantly. In the case of textbooks, the MOE included in its 1984 budget only \$30,000 for its reproduction and distribution needs at all levels - down from a high of over \$1,000,000 in the late 1970's. By way of contrast, in 1984, 53% of the MOE's budget (93% of the primary budget) went to teacher's salaries.

b. Severe family financial constraints: Underemployment has been on the rise and open unemployment, a relatively new phenomenon for Honduras, now registers at an alarming 24% of the economically active population. Family income, already stretched thin, is now stretched even thinner with the result that increasing numbers of families (statistics unavailable) cannot afford even the most minimal investments for such items as school clothing and supplies.

c. Low teacher salaries: This has been a chronic problem for many years. Primary teachers earn salaries that average \$200 a month and are among the worst paid of all secondary school graduates. To remain a teacher within the system one must either suffer the financial consequences or look toward other ways of supplementing one's income. In urban areas, where cost of living is high, many primary teachers take on an additional job or two or three. The result is that little time is available outside of classroom hours to attend to grading and classroom planning. While the system has its share of talented and dedicated teachers, many leave the system for better paying professions when the opportunity presents itself.

d. Lack of parent/community participation in the learning process: Parents are invited to school when there is a need for raising funds or when manual labor is required for maintenance and construction. School directors and teachers inadvertently assume that, because the majority of their parents are illiterate, they are unqualified to assist and participate in teaching/learning activities. Parents, therefore, and the community at large are not involved in the teaching/learning process.

e. Geography, topography, and communication: As mentioned in Section A, many children have to walk between two and four kilometers off of paved roads in order to get to the school within their jurisdiction. During the

rainy season this presents a major constraint and, in many cases a barrier to getting to school (small streams become raging torrents that cannot be crossed).

f. Lack of timely information for decision making: Decisions, be they of a high level technical or policy nature or of a routine administrative nature, tend to be taken at the MOE in the absence of valid information. That information which is available (data on student enrollments, teachers, schools, etc.), since it has up until recently had to be tabulated by hand, has tended to become available too late for it to impact on major decisions. In the absence of adequate data, as well as the capability to interpret and analyze this data, decisions are often taken in a "seat of the pants" fashion.

g. Lack of adequate quality controls: As the system is currently structured, there are absolutely no controls whatsoever on the quality of the product produced. The curriculum is structured with general objectives that the teachers are told to follow. Teachers, based on their own lesson plans, prepare, implement and grade exams which are used as a basis for measuring student achievement. No guidelines are provided to teachers on minimum competencies that children are expected to achieve in each subject area at each grade level. Achievement tests, as we know them in the U.S., do not exist.

h. Centralization of the education system: As currently structured, the Honduran education system is highly centralized. All major decisions on administration of the education system are made by the MOE central offices in Tegucigalpa. Departmental and auxiliary supervisors as well as school directors all report to the central MOE structure. It is unlikely in the near future that there will be any changes in this aspect of the education system in Honduras.

i. Weak management at upper MOE levels: Due to rapid turnover at high MOE levels as well as the limited human resource base that characterizes Honduras, management at upper levels tends to be weak. Individuals with limited or no administrative/management experience are often put into key MOE positions and have difficulties carrying out their functions in an adequate fashion.

j. Lack of continuity at high levels in the MOE: Over the past ten years, a number of education innovations have been introduced into the system, many with A.I.D. assistance - a curriculum reform, development of complimentary flip charts and audio-visual aides, training of staff for the modified course of studies, and the introduction of a computer based Management Information System. Through lack of management continuity or financial capability, the MOE has been unable to maintain these initiatives through to fruition.

k. Pressures from teachers unions: Teachers' unions in Honduras have traditionally played a major role in the educational process. In the early 1980's, when the teachers' unions were at their peak, the unions had a say in virtually every high level decision taken at the MOE. The result, for A.I.D.,

has been a great hesitation on the part of the MOE to take any decisions on project related matters that would appear imperialistic. This situation has changed in the last two years, with the teachers' unions - for the moment - playing a much less direct role in guiding/directing MOE decision making in general and specifically vis. a vis. projects related to A.I.D.

1. Political favoritism: Honduran politicians contribute to MOE inefficiency. Congressmen often influence where teaching slots will be distributed; they choose and place administrators, school directors, and teachers by utilizing their power as party leaders. Their friendship with MOE staff contribute to absenteeism, tardiness, and major abuse of established professional norms since administrators are often unable to reprimand or evaluate personnel without running the risk of losing their own jobs or being challenged by those with political ties.

5. ROLE OF A.I.D. AND OTHER DONORS

A number of international donors, including A.I.D., have provided assistance to the MOE over the years in the area of primary education.

. The World Bank, through its first education loan, built the new campus of the Escuela Superior del Profesorado, four normal schools, and over 850 primary classrooms. A limited amount of financing was also made available for technical assistance and short-term training in the area of pre-service teacher training. Subsequently, under its second education loan, the World Bank is completing school construction (an additional 545 classrooms) and teacher training for the southern region of Honduras. The construction component is tied to the MOE's nuclear system and has been complemented with in-service training to benefit 1,000 administrators and teachers. Total World Bank funds, through these two Projects, for primary education and related activities total over \$5,000,000.

. UNICEF has, over the years provided tools and educational materials to primary schools in frontier areas as well as some financing for teacher training. Precise funding figures are unavailable.

. The OAS, through a number of small projects, has provided assistance to the MOE over the years. A research project to identify gains in student achievement at the primary level is currently ongoing. Also ongoing is a project that provides in-service training of school teachers in low-income urban neighborhoods of Tegucigalpa. Through a third project the OAS is providing limited funding for the purchase of didactic equipment for primary schools. Again, no precise funding figures are available.

. The Swiss Government, as part of a larger integrated rural development project, provided in the early 1980's a limited amount of support to frontier schools - primarily in the provision of teaching materials and equipment. This assistance was recently phased out as the MOE was unable to fulfill its counterpart commitment.

. CARE, a U.S. based private voluntary organization, has been an active supporter of primary education in Honduras for many years. During the 1960's and up to the mid 1970's CARE played a very active role in financing and overseeing the construction of primary school classrooms through a self-help program. CARE has now phased out of this activity but continues to be active in channeling milk and other basic foodstuffs to pre-primary and primary schools. At present approximately one third of all primary school children in Honduras are receiving food supplements through this program. In the early 1980's, and in collaboration with Peace Corps and A.I.D., CARE entered into a program to support Rural Pilot Schools in establishing agricultural projects to be used to generate income for the school as well as for didactic purposes.

. A.I.D. has to date been by far the most active donor in the area of primary education. A.I.D. support for primary education began in the 1950's with the establishment of the "Servicios". Through the Servicio Cooperativo de Educacion (SIDE), the U.S. government assisted the MOE to introduce a number of innovations whose legacy can still be seen today. One of these innovations is the Rural Pilot School concept, where rural children learn applied agricultural skills in addition to academic skills. Another was support for the initiation of the "Programa de Profesionalizacion" which took thousands of primary school teachers in rural areas who did not have teaching certificates and trained them to the level that they may receive formal teaching titles. Specific funding levels for the Servicios programs are not available; however the important aspect for the purposes of this document is that with the Servicios we have a concrete example of two innovations introduced a number of years ago that have continued to have an impact on the education system.

From 1963 through 1974, and as part of a regional effort carried out through ROCAP, A.I.D. financed the development of regional textbooks for primary schools. During the life of this project approximately 7,000,000 texts were reproduced and distributed, storage facilities were constructed for the books, and a computerized distribution system was established. At the end of the Project the MOE in Honduras was left with an institutionalized capability to continue to reproduce and distribute the texts as well as develop additional texts. While the institutional aspect of this Project has suffered over time, it is important to note, as USAID/Honduras initiates its FY 1985 Primary Textbook Reproduction and Distribution Project (see Section 6 below), that many of the mechanisms developed under this prior project as well as lessons learned are being taken into consideration by both A.I.D. and the MOE and being incorporated into the design of the new project. 1/

1/ July 1985 update: USAID/Honduras completed the Project Paper for this project but, due to changes at high levels in the MOE, was unable to successfully complete negotiations. This project has therefore been "tabled" for the time-being pending the outcome of the Presidential elections to take place in November of 1985.

A.I.D.'s most active and sustained support for primary education in Honduras began in 1974. As an immediate response to a disastrous hurricane that struck the north coast of Honduras in late 1974, A.I.D. under a first Hurricane Reconstruction Loan financed the construction of 282 primary classrooms and the repair of an additional 43 classrooms in the area which was devastated by the Hurricane. Under a second Hurricane Reconstruction Loan, which began in 1976 and ended in 1981, an additional 300 classrooms were built in the same area and a group of approximately 20 professionals were prepared as in-service teacher trainers.

Also in the mid 1970's A.I.D., through a Nonformal Education Grant, helped the MOE establish a Research Unit and trained nine individuals from the MOE as researchers to staff the Unit. This marked the beginning of what has now become a long-term effort to support the MOE in improving the timeliness and quality of decision making by establishing a computer based Management Information System (MIS), which houses, among others, the Research Unit.

A.I.D., under the Rural Education Project (522-0119), a \$750,000 grant initiated in 1978, picked up on the experience gained both through the Nonformal Education project and under the Hurricane Reconstruction II project with in-service teacher training and attempted to adapt the existing primary curriculum to rural areas and develop supplementary materials for use in rural schools. The project included an in-service teacher training component, an administrative improvement component, a curriculum reform component, an educational technology component, and a research component. Out of this project came the formal establishment of the MIS in the MOE and the initiation of Phase I of the MIS Project.

The most recent, and perhaps, largest A.I.D. intervention, has been the Rural Primary Education Project (522-0167), a \$13.5 million loan and \$2.2 million grant which began in 1980. To date more than 1,500 classrooms have been built under this project; 560 classrooms have been renovated; a phased national school maintenance system is being implemented; over 100,000 language arts and math texts are being distributed to project schools; a permanent in-service teacher training unit has been created staffed by 36 teacher trainers; over 4,000 teachers have received in-service training, 3,000 school directors have participated in technical skills improvement activities; all 18 departmental supervisors and the nation's 189 auxiliary supervisors have been trained; and continued support is being provided to the MIS under Phase II. A national teacher training center, also to be financed under this Project, is to be completed in August of 1985.

While A.I.D., along with the other IFI's, has experienced a number of difficulties in project implementation (lack of continuity at high echelons which disrupts Project implementation progress; weak Project management; difficulties with the GOH's procurement system), an important lesson learned has been that continuity and persistence eventually do have their payoffs. Innovations, although at times off to a rocky start, can have an impact over time. Activities that require institution building (e.g. in-service teacher training, establishment of an MIS) require a long-term commitment. While

Project design must take into consideration the realities of the system described in parenthesis above, these realities should not stop A.I.D. from continuing to provide support in an area where no other major international donors are working and where the need is so great.

6. SUGGESTED A.I.D. ROLE IN PRIMARY EDUCATION FOR THE PERIOD 1985 - 1989

The primary education system in Honduras is experiencing a crisis which has no easy solutions. The U.S. Government must respond to the identified needs of the system if children, the nation's future, are to be prepared for the challenge that awaits them. The comprehensiveness of the problem requires a long-term commitment which provides the stability and continuity necessary for critical impact.

A.I.D.'s Education Action Plan for Honduras, for the period 1985 - 1989, comprises two related activities - (1) a \$3.5 million amendment to the ongoing Rural Primary Education Project which permits continuation of activities ongoing under this Project while the base is being prepared for a much larger project to follow; and (2) a \$30.5 million quality improvement project, to begin in FY 1986, which will address the quality, efficiency, and relevance constraints identified above and at the same time assist in maintaining at the least the status quo on the topic of access.

a. Amendment to the Rural Primary Education Project (522-0167): The Rural Primary Education project is beginning to contribute positively to the quality of education in rural Honduras. With an extra \$3.5 to be amended to the Project this FY it will be possible by 1986 to have completed 2,100 new classrooms. Through this Project the MOE will have made a laudable start on developing a national school maintenance program; more than 30 professionals will have received Master's degrees in Educational Supervision and Administration; all Departmental and Auxiliary Supervisors will have received in-service training to improve their technical skills; at least 70% of the 6,000 school directors will have received in-service training from the 35 teacher trainers who received training under this Project; over 50% of rural primary teachers will have received initial courses in teaching methodology and subject content; and the MOE will be entering the third phase of an eight to ten year program for institutionalizing a comprehensive management information system (MIS) in the MOE. As stated above, the proposed \$3.5 million dollar amendment to the Rural Primary Education Project provides the continuity between on-going programs and future interventions to be described below.

b. Primary Education Efficiency: This Project, in the process of being designed, is projected to cost approximately \$30,500,000 over an eight year period. Picking up on and continuing with quality interventions already initiated under the Rural Primary Education Project, this Project will focus on a variety of means for improving the quality of education in Honduras. In its initial years its focus will primarily be experimental - introducing on a pilot basis interventions that have promise for increasing the quality of

primary education in Honduras and then - as and when these interventions show promise, taking steps to institutionalize them on a national level. Potential subproject include: the introduction of a national student assessment program (see Section H for more detail); radio assisted instruction; pre-service teacher training and continuation of ongoing efforts in the area of in-service teacher training; financing for Phase III of the Management Information System activity; exploration of innovative ways for increasing community involvement in education; exploration of mechanisms for introducing complementary staffing in schools (e.g. para-professionals from the community as teachers' aides); and continuation of ongoing activities in the areas of classroom construction and maintenance.

D. TECHNICAL/VOCATIONAL EDUCATION AND MANAGEMENT TRAINING

1. SUMMARY OF SERVICES PROVIDED

Training for the workplace is provided by a variety of institutions in Honduras. The State, through the Ministry of Education, plays a key role at the highschool level through programs offered in vocational educational and commercial education. Three thousand, two hundred students (3,200) students are enrolled yearly in industrial education 35,000 in commercial education with approximately 8,000 graduates produced annually in commercial education and 300 in industrial education.

The National Skills Training Institute (INFOP), which is financed through a 1% payroll tax levied on employers but operated under the aegis of the State, is the largest provider of training services in the country. In 1983, 30,000 students received courses through INFOP - 8,800 in the industrial and artisan trades, 12,700 in agriculture and 8,500 in business and office skills. Most individuals who attend INFOP are individuals who are employed and who seek to upgrade their skills through short refresher courses in the skills and management trades. There are, however, an appreciable number (800 annually) who graduate from INFOP's apprenticeship program with job entry skills. Together, the MOE and INFOP account for 82% of all expenditures in the area of skills training and 75% of all enrollments. With the exception of courses offered in the agricultural area by INFOP, most of the training provided by INFOP and the MOE is oriented toward the modern or formal sector.

In addition to these institutions there are a variety of Private Voluntary Organizations (PVOs) and smaller public sector training programs which orient their programs toward low income youth and adults who are currently employed or will soon be employed in the informal sector. Most are small and many are run by individuals and organizations who are dedicated to social development. Training is primarily in the skills trades. In 1983, enrollments in PVO's totalled 2,000 and smaller public sector training enrollment totalled 2,500, accounting for 43% of all industrial and artisan graduates with job entry level skills.

In the computer and management trades, three universities offer Bachelor's degrees in Business Administration, accounting, and economics with combined enrollments of 8,000 and 320 graduates in 1983. INFOP and other nonformal management training programs enrolled 8,750 with approximately 8,000 graduates in 1983. Fifteen computer training centers enrolled 3,000 participants with 1,470 graduates.

2. ROLE OF THE PRIVATE SECTOR IN THE DELIVERY OF SERVICES; ESTABLISHING STANDARDS; GUIDING/ESTABLISHING TRAINING POLICY

The role of the private sector in vocational/technical training is currently limited to that of financier. Training policy is set by the State and private enterprise has no say whatsoever either in specifying skills standards or in guiding or establishing training policy.

The private sector plays a much more active role in management training. Thirteen of the sixteen management training organizations are run either by the Honduran private sector or third country firms. Curricula are set individually as are guidelines and mechanisms for monitoring progress.

Approximately 60% of all enrollments in commercial education are in private sector secondary schools which operate under the supervision of the MOE. This supervision, however, has been nominal and these secondary schools, for the most part, have been permitted to carry out their programs as they like with absolutely no limits set on their performance.

3. ANALYSES OF SERVICES AVAILABLE 1/

Data on demand and supply for trained labor in Honduras are limited. Household surveys and establishment censuses are carried out sporadically and the last national census was carried out in 1974. Nevertheless, through recent studies and extensive consultations with employers and labor leaders, it has been possible to clearly identify a number of constraints in the delivery of services in this area. While limited access is considered to be a problem (see data on Section 1 on enrollments), more acute and more urgently in need of resolution, prior to increasing access, are taking the steps necessary to improve the quality of the services available; their efficiency; and their relevance to labor market needs. A brief list of these constraints follows:

a. Quality: In Honduras there is, at present, no mechanism for controlling the quality of training; all institutions develop their own curricula and training standards and there is no one to oversee the process to assure that a pre-established set of standards are met. Curricula tend to be either out of date or have such general objectives that it is difficult to assess exactly what the student has learned by the time the training has ended; instructional materials are scarce and many of those in use are of inferior quality or are out of date; a number of instructors have limited experience working in their trade area; instructors also tend to lack required pedagogical skills. Finally, in the area of bookkeeping, there is a tendency to produce high school graduates who have, at best, a mediocre education and who are ill-equipped to practice their trade.

b. Efficiency. The training system, as currently structured, is extremely inefficient: In the case of INFOP and the vocational technical highschools, physical facilities and

1/ The information reported in this section is taken from three studies recently carried out by USAID/Honduras - an assessment of managerial training needs which included a representative sample of 125 firms nationwide; a comprehensive study of vocational training in the industrial and artisan trades; and interviews with 87 employers to detect their viewpoints on a variety of topics related to training.

equipment are in use up to 8 hours a day, 5 days a week and approximately 160 days per year when they could be used up to 14 hours a day, 6 days a week and 300 days a year. Even when they are in use, classrooms and workshops tend to be underutilized (i.e. classrooms and workshops have empty spaces) as many of the students that enter a given training program drop-out during the course of the program. At INFOP, in particular, a high percentage of the recurrent budget goes for administrative costs and there are more non-structural staff than instructors on the payroll. Finally, there is an overall lack of coordination of training efforts.

The result is that in institutions such as INFOP, per hour training costs are as much as twice those for comparable institutions in the United States, in spite of the fact that instructors at INFOP receive salaries that are 25% of those of instructors in U.S. training institutions.

c. Relevance: There is a tendency, especially among the vocational/technical high schools, not to train the individual for the workplace but instead to provide theoretical training geared toward preparing the graduate to go to the university. In the skills training area, there is a tendency to focus on job entry training, rather than on skills upgrading training which is where the real need is. In the area of management training, there are significant gaps between areas where training is needed and the course offerings available. Also in the management training area, there are next to no opportunities for high quality training oriented to the needs of high level managers and users of training services have no mechanism for keeping apprised on a timely basis of training services available. In the skills training area, individuals must take long rigid courses and are not given the option to only participate in those modules where they need upgrading. Finally, employers and employees are limited in the timing and location when courses are offered.

3. UNDERLYING FACTORS/CONSTRAINTS

Five factors, which directly or indirectly impact on the quality of services offered, their efficiency, their relevance to labor market needs and eventually access to these services are identified below. Any action or set of actions taken to alleviate the constraints identified above must take these factors into account.

a. Lack of knowledge among employers, regarding: (1) how to define their training needs; (2) where to look in order to obtain adequate training services; and (3) the role that they could and should play in guiding training. This is perhaps the most serious underlying constraint. As the key users of the services, if the employers do not know what training is needed by themselves and their workers, how to take advantage of training services available, and what role they should play in guiding training, it is of little use investing large amounts of money in training.

b. Limited participation of the users of training services in guiding the content and scope of the training provided. In the United States

and elsewhere, advisory or craft committees, composed of local representatives from the trade, assist vocational schools and management centers in the selection of training courses, the design of the curricula, the selection of materials and equipment to be used, and in job placement and follow-up. This does not exist in Honduras.

c. Valid data for decision making on training is next to non-existent. While INFOP and the Ministry of Education have done follow-up studies on some specific vocational training programs, no follow-up programs are done on a routine basis. In addition, since Household Surveys and establishment censuses are only carried out sporadically, there is no mechanism for training institutions to plan their programs to meet labor market needs.

d. Severe economic pressures are affecting the quality of instruction in vocational training centers with smaller PVOs and public sector institutions being most affected by budgetary cutbacks. The first line items to be affected are for shop materials, supplies, and maintenance. This makes it increasingly difficult to offer practical training.

e. Finally, a tendency, at the level of the GOH, to make decisions regarding allocations of training resources on political rather than technical grounds. While provision of better data for timely decision making would help, until the users of the training services assume a more active role in guiding decision making regarding the destiny of training funds, it will be difficult to resolve this situation.

5. ROLE OF AID AND OTHER INTERNATIONAL DONORS TO DATE IN ADDRESSING KEY CONSTRAINTS IN THE TRAINING SYSTEM

The key outside actors in training have been the World Bank, the IDB, the ILO, and the German Bank, with the United States government, through A.I.D., playing a limited role in the 1960's and just now beginning to get actively involved.

a. The World Bank in the early 1970's financed the construction of INFOP's two major facilities in Tegucigalpa and San Pedro Sula at a cost of approximately \$850,000. Additional funds were provided for limited technical assistance and fellowships. While the World Bank currently is not involved in this area, AID/W has been informed that the Bank is exploring the possibility of entering into one or more projects designed to improve productivity via worker training.

b. The IDB through three programs - one with the local educational credit institution (EDUCREDITO), one with the MOE, and a more recent program with INFOP - has, since the early 1970's, been supporting (1) the use of educational credit for use in training in the technical trades, both in Honduras and outside, (2) the reconstruction and refurbishing of the 3 major vocational/technical high schools, three agricultural high schools (two which are just now in the process of being created), and nine vocational junior high

schools, and (3) providing assistance to INFOP in the creation of rural agricultural mobile units. By the time their current projects are completed, the IDB will have spent over \$27,000,000 in technical/vocational secondary education at the secondary level; \$3,000,000 in non-formal skills training through INFOP; and nearly \$10,000,000 in educational credit, of which approximately half has been oriented toward the technical trades.

c. The German Government through an initial program of assistance at the secondary vocational level which subsequently reoriented toward INFOP has provided the equivalent of \$5,000,000 in technical assistance and equipment to assist in developing the capacity to provide apprenticeship training in five key vocational trades.

d. The ILO, in addition to playing a key role in paving the way for the creation of INFOP, has provided continued technical assistance to INFOP over the past decade both in the technical and administrative areas.

e. A.I.D., a past supporter of secondary technical training in the late 1960's (via the provision of approximately \$1,000,000 in technical assistance and equipment to one of the secondary vocational high schools), has recently begun to actively explore how it can again be of assistance in this area. Since 1982 USAID/Honduras has invested approximately \$300,000 in carrying out exploratory studies in the areas of skills training and management training and, since July of 1984, has funded three PVO projects for a total of \$1,775,000 in DA grant funds and \$775,000 in ESF local currency generations.

1) One project - the Advisory Council on Human Resources Development (CADERH) - seeks to address a number of the quality efficiency, and relevance constraints identified in section 3 as well as some of the key underlying factors that contribute to these constraints (section 4) by: (1) assisting the Honduran private sector to take the lead in guiding the establishment of skills certification standards; (2) as part of this activity, introducing flexible competency based instructional modules that can be used to provide training on an open-entry open-exit basis; (3) assisting management training institutions to coordinate their training programs and, through the publication of a biannual calendar, keep the public better apprised of services provided; (4) upgrade the skills of instructors in the management training area; (5) and taking the initiative in persuading the private sector that it must play a more active role in guiding training.

2) A second project supports the institutionalization of a fledgling Honduras manager's association in San Pedro Sula (GEMAH) which, with the help of the American Manager's Association (AMA) in New York, will develop the capability to deliver practical management training courses in areas where there are management training; establish a management library and information service; and encourage interchange among Honduran businessmen on topics related to improved management.

3) A third project supports a local PVO which is establishing a practical training program designed to prepare homeless youths to prepare themselves for productive employment.

6. SUGGESTED A.I.D. ROLE IN VOCATIONAL/TECHNICAL AND MANAGEMENT TRAINING FOR THE PERIOD 1985-1989

Given past experience of other donors in this area as well as A.I.D.'s recent experience, it is suggested that over the next five years A.I.D. continues to actively stimulate and support the Honduran private sector in its efforts to become more actively involved in guiding worker training. At a minimum it is recommended that USAID/Honduras avoid becoming involved in any training activities where the users of the training services are neither directly nor indirectly involved. Efforts should be directed toward improving the quality, efficiency, and relevance of worker training, with the Mission supporting those activities where it can be effective and avoiding areas where risk of failure is great or where successful implementation is beyond A.I.D.'s control. While the primary emphasis of A.I.D.'s efforts should be on upgrading the quality, efficiency, and relevance of training services for the modern or formal sector, in support of other Mission funded activities designed to support the private sector, A.I.D. should also support measures designed to upgrade the quality, efficiency, and relevance of training oriented toward the informal sector.

The activities listed below complement and in several cases are follow-ons to activities already initiated during FY 84 and summarized in Section 5 above.

a. Nonformal Technical Education upgrading and Cost-recovery. This is a five year grant proposed to begin in FY 1985 for a total of \$4,000,000. Its purpose would be dual: (1) improve the quality of technical education by assisting public and private sector training centers to develop mechanisms for financing instructional/shop materials and equipment maintenance costs through income generated as a result of integrating production activities with vocational instructional; and (2) assist PVOs and the smaller public sector technical training centers, through the provision of basic equipment and instructor training. to improve the quality and relevance of instruction. The implementing institution would be a PVO umbrella organization about to be created by the Mission or possibly CADERH.

b. Skills training and certification: A five year project scheduled to begin in FY 1987, this project would follow-on and expand the initiatives being introduced under an ongoing project with the Advisory Council on Human Resources Development (CADERH). The project will provide technical assistance and other resources for: (1) implementing, with close involvement of private sector advisory committees, a nationwide skills certification system in a wide variety of occupational clusters; (2) developing instructional materials which will become part of a National Instructional Materials Bank and be made available for all private and public sector vocational and technical training programs for rental or purchase; and (3) expanding in-plant training activities, based on professional analyses of the training needs of individual employers. The approximate project amount is \$7,000,000.

E. ADULT EDUCATION

1. OVERVIEW OF THE SECTOR

a. Literacy rates and summary of services provided

The only census data available on illiteracy dates from 1974. It showed an overall literacy rate of 60% with the majority in rural areas.

No overall statistical data have been gathered in recent years, but when PLANALFA was begun in 1983, it concentrated in the three departments where the illiteracy problem was most egregious, and next in the region where experts agreed illiteracy was almost as endemic as in the first. Not surprisingly, these regions are completely rural in character. While the illiteracy rate in urban areas has almost certainly dropped substantially in the past ten years, it would be expected that because of relatively low enrollment rates and high incidence of dropouts in rural area schools, the number and percentage of illiterates will have changed little in rural Honduras.

b. Summary of services provided

The following programs carry major responsibility for adult education in Honduras:

. PLANALFA: The national literacy plan began operations in 1983 in the three Departments with the highest rates of illiteracy (Intibuca, La Paz and Lempira). The program has expanded to three more Departments, and it is expected to enter two more in 1985. A three-phase study plan will bring participants from total illiteracy to the point of being able to apply literacy and numeracy skills to new activities which will improve their economic situation.

. Education de Adultos: The Ministry of Education has operated two adult education programs over the past fifteen years, Functional Education through Learning Circles, and Accelerated Primary Education, through which adults can obtain primary school certificates after four years of study.

. AVANCE: USAID/Honduras is building on the experience of Accion Cultural Popular in Colombia to use mass media in support of rural development. Publication of a campesino newspaper, El Agricultor, is the first phase of this activity.

. National Skills Training Institute (INFOP): Among INFOP's programs are eight mobile centers which attend exclusively to the needs of the agricultural sector. Its other programs are directed to the industrial, commercial and service sectors.

. National Agrarian Institute (INA): INA's Training Division combines several sub-programs which offer training to farmers. Campesino Training and the Rural Audio-Visual Production and Training System work with such programs as credit assistance and commercialization programs to consolidate the benefits of the agrarian reform.

. Ministry of Natural Resources (MNR): Two major programs are Human Resources Formation and Agricultural extension. The former uses training centers in Choluteca, La Esperanza and Catacamas, as well as the Secretaria's regional training centers to train members of agricultural committees. Agricultural extension concentrates on small producers on their own land.

. Cooperative Development (DIFOCOOP): DIFOCOOP promotes and organizes cooperatives, and provides technical assistance and training for the associates.

. National Autonomous University (UNAH): UNAH's extension program promotes organizational and educational activities for workers, campesinos and students. The program was restructured in 1983.

The programs described below are among the most significant private sector activities in adult education.

. Accion Cultural Popular Hondurena (ACPH): ACPH is often called "Escuelas Radiofonicas Suyapa"; it carries out educational programs directed to campesinos with little or no contact with other institutions either in the public or private sector. It offers accelerated primary education for adults, and a basic integral education program (initiated in 1982) which uses participatory research methods to identify needs.

. ALFALIT: ALFALIT is a protestant church-supported program which offers in Honduras a program using methodology similar to its work in other Third World countries. In addition, ALFALIT carries out a literacy program in the Misquito language for the ethnic group.

. Honduran Institute of Rural Development (IHDER): IHDER provides training for campesino organizations to improve production. Concentration is on three areas; organization of groups, strengthening management capacity, and improving agro-technical capability.

. Cooperative Research and Training Institute (IFC): IFC carries out research on the cooperative movement. Its training activities include a mobile school of cooperative administration and a program of integrated cooperative development.

Enrollments in the programs mentioned are detailed in Annex 4 of this document. Of the approximately 550,000 participants in these programs, about two thirds were enrolled in public sector programs. The recent growth in public sector programs, principally PLANALFA and INA, would indicate that

the public sector's role will continue to grow in the next several years, since participation in private sector programs seems to have experienced either a flat pattern or irregular growth/retreat cycles.

2. ROLE OF THE PRIVATE SECTOR IN THE DELIVERY OF SERVICES;
ESTABLISHING STANDARDS; GUIDING/ESTABLISHING TRAINING
POLICY

As indicated in the previous section, the private sector has a continuing involvement in adult education, both in literacy training and in more specific technical education. The private sector seems, however, to be taking a secondary role in the country's current push to raise the literacy rate substantially in the near future. The initiative has been seized by PLANALFA, with its support from the highest level of Government.

As PLANALFA develops its third cycle curriculum and administrative organization, the likelihood is that the national literacy effort will involve numerous organizations, both public and private. As the number of participants grows and the variety of demands for technical inputs increases, PLANALFA plans to draw on and strengthen existing institutional resources to transfer needed information and technology.

AVANCE, a private sector organization recently founded by the Simon Bolivar Foundation under contract to A.I.D., will play a major collaborative role in information transfer. USAID/Honduras will fully subsidize distribution of El Agricultor to all PLANALFA literacy centers. An insert is being developed especially for the literacy program. In future years AVANCE plans to move into radio education to complement the classroom instruction offered by PLANALFA.

There is little to indicate that the private sector has played a major role in recent years in setting policy or standards for adult education, at least in rural areas. The labor unions and cooperatives can be said to set policy in their own areas of influence, but they are generally limited to defining the content of their own courses. Scarcity of technically competent trainers and of resources has meant that the influence of private programs on national policy and standards is less than in other nations where the balance favors greater private sector influence.

3. ANALYSES OF SERVICES AVAILABLE 1/

The economically active population of Honduras in 1983 was approximately one million persons from age ten to sixty nine. About one third

1/ The conclusions offered in this section are based largely on the record of proceedings of a forum on education and training for workers and campesinos held in Comayagua in July, 1984. 145 participants from both the private and public sectors took part in a critical analysis of their current state of affairs. Thus, while hard data are scarce, the conclusions are proffered with some confidence that they reflect a general consensus among persons who know first-hand about nonformal adult education in Honduras.

of these classed as laborers outside the agricultural sector, and a little over half worked in agriculture. The remainder would presumably be found in the commercial and service sectors. This subsection of the action plan is concentrated on the agricultural sector, since the others will be addressed in other chapters.

a. Access: The major training institutions reported that in the ten period ending in 1983, more than 500,000 persons had received some form of training. While this gross number is impressive, it should be noted that it does not reflect how many of the participants were involved in more than one course, nor does it show the geographic concentration of the course offerings. People in zones near cities, on good roads, and in economically advanced areas were much more likely to have access to nonformal education opportunities than those in isolated, marginal areas. PLANALFA recognized this fact in drawing up its program, and targetted specifically on those departments and regions where the people had traditionally had least access to organized learning opportunities.

b. Quality: Quality of instruction offered in adult education programs is affected adversely by several factors: the continuous mobility of personnel means that experience does not lead to improvement of programs; shortage of logistical support reflects administrative deficiencies; little use is made of new technologies because resources are so scarce; selection of participants is not done with a clear idea of what preparation they should have (either formal or experiential), so much of what is transmitted is not put to use; and finally, little provision is made to follow up training with an eye to its application.

c. Efficiency: Efficiency becomes very different from internal efficiency of schools since most courses are short and drop outs are few. PLANALFA's efficiency for the first years seems to be very high, since almost as many people complete the program as began it. These figures probably conceal some drop-outs who were replaced by new entrants.

d. Relevance: Relevance is least ambiguous when an organization designs and delivers training to persons participating in its programs. Such courses are organized to help the institution carry out its programs more effectively, and to the extent that happens, the learning must be said to be relevant.

The question of relevance becomes more difficult to address when the topic covered is more general, such as literacy. In general, no process of needs assessment has been successfully applied in Honduras. The content of training has almost always been defined by the institution offering it, and little evaluation has been carried out to ascertain whether what was learned in the training was put to use.

Training in Honduras tends to be theoretical in nature, and it is delivered in a didactic, rather than participatory, manner. Where participatory methods have been used, it has usually been with the aim of

getting people to take part in already-designed programs, rather than to determine what information and techniques would be of most use to the participants.

4. UNDERLYING FACTORS/CONSTRAINTS

In addition to the difficulties facing adult education which are cited in the previous section, several more general constraints are noted below:

- Limited opportunities for the potential clients of training programs to have a say in determining what is needed. Even though the utility of carrying out needs assessments is generally recognized, the fact is that most organizations do not know how to do needs assessment, nor do they have any administrative arrangements to permit potential participants to be heard by course planners.

- Lack of any central information source on what courses are available in any given region or department. The large number and diversity of courses offered would be confusing to any individual or group with a training need. Their situation is made more difficult, however, by the absence of any systematic way to find out what the options are.

- Absence of any quality control mechanism. As mentioned above, many organizations offering adult education are extremely hard-pressed. They are short of money, of trained staff, and of materials. As a result, what they have to offer is often of dubious quality. Since evaluations are seldom carried out, and even more infrequently are shared with colleagues or other institutions, participants are unlikely to have any idea of whether they will be wasting their time or putting it to good use.

- Shortage of teaching materials. Even when courses have on hand materials which support the instructor, the quality of the books, pamphlets, or handouts is often embarrassingly poor. In addition, mass media's potential is severely underutilized. Properly used, radio can be valuable for both teaching and for training of teachers.

- Difficulty of implementing intersectoral efforts. Any development professional has stories of programs which failed because of reliance on intersectoral cooperation. Nonetheless, the insularity of most programs, their consequent redundancy, and their ignorance of resources available under other auspices, is readily seen to cause inefficiencies which cannot be tolerated in a subsector as resource-poor as adult education.

6. ROLE OF A.I.D. AND OTHER INTERNATIONAL DONORS TO DATE IN ADDRESSING KEY CONSTRAINTS

a. International donor experience in adult education/literacy training

Numerous failures mark the history of international donors' attempts to alleviate the problem of illiteracy in the Third World. UNESCO's

spectacular failure in the 1970s to achieve impact through its Experimental World Literacy Program (EWLP) made all western donors shy of making major programmatic commitments to literacy training. No other donor has failed on such a scale, but all donors could point to projects which have not made any discernible difference.

Successes with literacy training in recent years have been mainly associated with national campaigns in socialist countries. While one would be properly skeptical of the statistical results claimed by these efforts, their social and political impact on the population at large is undeniable. People in rural areas have received unprecedented attention from the government and from urban dwellers. Secondary school students have been pressed into service as teachers, and have been surprisingly positive about the experience. Reading materials have been made available for the newly literate--admittedly with a heavy nationalistic content, and less-closely linked with income-generating opportunities than the participants would have desired.

In cases where literacy training has succeeded in non-socialist countries, it has been tied closely to changed practices in health, nutrition or family planning, and in other cases to investment/money-making activities. While literacy holds undeniable intrinsic value for those who acquire it, the truth seems to be that the satisfaction lasts only if and as it makes a tangible difference in their lives.

Analysis appears to show the following:

- Government must provide high-level, high-visibility continuing support for the program. Regional, smaller-scale literacy efforts may make spot impacts on target populations, but unless a national program is mounted, a country's illiteracy rate seems to diminish only marginally over time.
- Literacy teachers work most effectively when they are chosen from the community or area in which the training is offered. This is true in part because remuneration of literacy teachers is always low, so getting an outsider to provide reliable service over time is a difficult proposition. Furthermore, the local resident has a vested interest in doing a creditable job, since s/he operates in full sight of friends and neighbors.
- Training for teachers need not be long-term, but should recur frequently to avoid feelings of abandonment. Recurrent training also provides opportunity for formative evaluation, for dissemination of materials, and for program promotion. Incorporating a number of elements into training occasions makes the activity more cost-efficient. This is an area in which radio could play a major role.
- Literacy should be linked with income-generating opportunities. Identification of such opportunities and effective action in their pursuit will almost certainly involve tapping existing human and institutional resources from public and private programs. Newly-literate women in several countries have reached out to extension agents for information on such

ventures as chicken-raising and marketing, commercial bread baking, and marketing of hand-made items in new ways and in new classes. An essential element of these new investment activities is access to credit. Because many of the clients of literacy programs have no effective access to credit, the programs themselves are increasingly taking steps to assure that participants will be able to obtain loans for the investments they must make in order to improve their economic situation.

In summary, even though the past efforts of international donors have not produced richly satisfying results, we have learned enough in the past few years to make investment in literacy a viable proposition. Further, we have an obligation to show that successful programs do not occur only in socialist countries. By combining the key elements of the best programs in our recent experience, we have good reason to believe that literacy programs supported by international donors can work in countries like Honduras, where high level government support for literacy training is strong.

b. Role of A.I.D. and other donors in Honduras in the area of literacy training:

To this point, the program has received only limited assistance from donors. UNICEF is providing some consultants, and may offer up to \$350,000 to help with Phase III. AID provided \$200,000 in PLANALFA's initial stages for production of texts and pamphlets, and has underwritten technical assistance for design, evaluation and implementation. Several Peace Corps volunteers have been involved in the program since its inception, and the level of volunteer participation will likely increase in the near future. (UNESCO turned down PLANALFA's initial request for assistance, and has only recently, and somewhat grudgingly, agreed to send out an international call for assistance. Such calls generally produce offers of in-kind support, such as pencils for all participants, rather than any substantial subvention for program implementation.)

6. SUGGESTED A.I.D. ROLE IN ADULT EDUCATION FOR THE PERIOD 1985 - 1989:

The first consideration in approaching the question of adult education must be to assure that the tide of illiteracy be stemmed, by whatever means are available. Planners of adult education too often ignore the role that primary education must play in reducing the number of illiterates who in future decades will require attention from adult education programs. Any effort to reduce illiteracy must be two-pronged: it must take steps to reduce the number of young people who grow up illiterate, and at the same time must move as rapidly as possible to provide current illiterates with the skills they need to alleviate the stigma and to begin to improve their economic situation.

USAID/Honduras should support PLANALFA as it begins to design and implement its third phase and to expand its program to the other regions of the country.

PLANALFA is trying to address many of the key constraints and problems mentioned earlier in this report. Its program development takes into consideration the expressed needs of its clientele, and it has concentrated on assuring that teaching materials are available to all people who take part in the program. As PLANALFA moves into Phase III, it is attempting to address many of the problems of intersectoral collaboration, in order to draw on the resources and expertise available in other Ministries and programs. If it succeeds in this effort, it will have gone a long way to provide both a central source of information on available training and a means of quality control on courses offered.

PLANALFA's design is following many of the lessons of experience cited in the previous section. It enjoys high-level government support; it uses persons from the community as alfabetizadores, and maintains contact with them to avoid feelings of abandonment. It has even adopted one of the variables associated with success in socialist countries, i.e. the use of secondary-level students as trainers of the local teachers. Finally, we see as a very important positive factor the emphasis PLANALFA is putting on linking literacy to money-making opportunities in its Phase III design.

In the short term, USAID/Honduras should provide ESF funding to assist PLANALFA with development of Phase III. This will include provision of technical assistance to address administrative and evaluation/research question, support for development of new materials, accelerated expansion into one additional department, vehicles and equipment, and establishment of a revolving fund to provide credit access to groups of new literates. Such a fund should be established in the National Agricultural Development Bank (BANADESA); PLANALFA's role will be to help establish criteria for loans, and to assure close linkage of training with credit. Actual administration of loans, however, is a bank function, and should not be undertaken by PLANALFA.

In the medium term, USAID/Honduras should collaborate with PLANALFA to design a four-year project which will improve and expand Phases I and II, and assist in implementation and evaluation of Phase III.

PLANALFA officials recognize the need to improve the materials currently used in the program's first two phases. The need is especially evident in Phase II, where the booklets are more school-modeled and didactic than they should be.

Phase III is critical to overall success of the PLANALFA effort. Their approach is just now being worked out, but is fundamentally compatible with AID's best thinking on literacy programs. With resources provided by USAID/Honduras, there will be a good likelihood that PLANALFA can generate the leadership and momentum which will be required to achieve effective intersectoral collaboration. More detailed recommendations will be provided in a brief project proposal to be appended to this report.

Peace Corps volunteers can be fruitfully involved in at least two project elements. Administration of the microproject loans will require

training and monitoring of bookkeeping and reporting procedures, as well as oversight of the links with technical field personnel. Production of materials growing out of local endeavors such as potato growing or small animal projects could also be done by volunteers working with alfabetizadores.

Although PLANALFA sees its program continuing beyond its original mandate, USAID/Honduras should recognize that a new GOH administration may not be as supportive of the program as the Suazo Cordova government has been. If PLANALFA succeeds in creating a constituency, its program may evolve into a permanent part of the MOE. If AVANCE's program develops as projected, it will be a major factor in adult education for the remainder of the decade. The Mission should continue to foster collaboration between AVANCE and PLANALFA to take advantage of the complementary nature of the programs - AVANCE's media supporting PLANALFA's classes.

Since no one at this time can predict with confidence what will happen in the next five years, the Mission should take steps to acquaint key Honduran adult educators with new thinking and experience in the field. PDS funds could be used in FY 85 and 86 to provide travel and study opportunities for leaders from both private and public sector programs.

By FY 1987 the future should be clearer, and the Mission will be able to lay the groundwork for a follow-on adult basic education project with whichever organization is in ascendancy at that time. Meanwhile, the intersectoral approach being taken by PLANALFA is the Mission's best choice for support.

In the long term, USAID/Honduras should provide support as needed to maintain a balance in the two-pronged approach outlined at the beginning of this section. For the next decade, Honduras will need assistance with both primary education and adult literacy; neither should be neglected.

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Since this section was drafted in November of 1984, PLANALFA has come to a virtual standstill. AVANCE, on the other hand, has since March of 1985 been publishing and distributing its newspaper, El Agricultor. As of the date of drafting this update, circulation has increased to 30,000 weekly.

In the light of these more recent events, the Mission has opted to channel its future activities in the area of adult education and literacy through AVANCE. The Mission's FY'87 Action Plan submitted to AID/W in June contained a \$9,000,000 FY'86 shelf project entitled "Adult Education and Literacy" which proposes to establish, through AVANCE, an adult primary education equivalency program. This program is described in more detail in the project narrative included in Annex 1 to this document.

F. HIGHER EDUCATION

1. OVERVIEW OF THE SECTOR

University education in Honduras is provided by seven institutions: the National Autonomous University of Honduras (UNAH), the San Pedro Sula Private Sector University (USPS), the Jose Cecilio del Valle University (UJCV), the Superior Teachers Training College (ESP); the Panamerican Agricultural School in Zamorano (EAP); the Escuela Nacional Agricola (ENA); and the National Forestry School (ESNACIFOR). Together, these institutions enrolled over 33,000 students in 1982.

a. UNAH: UNAH, an autonomous state financed institution has its principal campus in Tegucigalpa and campuses in San Pedro Sula (CURN) and La Ceiba (CURLA). In 1982 the three campus system had enrollments of over 28,000 with nearly 21,000 in Tegucigalpa, more than 5,000 in San Pedro Sula, and approximately 2,000 in La Ceiba. Enrollments have grown very rapidly in recent years, up from 18,600 in 1978. ^{1/} UNAH students can obtain degrees in 31 fields including chemistry, pharmacy, economics, accounting, business administration, engineering, medicine, law, dentistry, psychology, social work, education, and microbiology. Three agricultural degrees are offered at CURLA. CURN offers degrees in Economics, Business Administration, Accounting, Education and Industrial Engineering. At the post graduate level there are programs in economics and social work. Approximately one third of the student body is enrolled in the law/administration area, with 26% in medicine, 22% in math/physics and 19% in liberal arts. In 1983 of total enrollments of approximately 30,000, 320 graduated with a "Licenciatura" degree. Most courses are offered at night.

Typical of most Latin American "state institutions" UNAH does not charge tuition and has a policy of open enrollments. Students may eventually flunk out of a faculty (they are permitted to take any one course up three times) but there is no way to flunk out of the University as the student may simply go from one faculty to another. Student parity (an equal representation of students and faculty/administration) exists at all levels within the governing structure of the university. According to the Honduran Constitution UNAH must receive 6 percent of the total government budget which in 1982 was 59 million Lempiras. The Constitution also vests with UNAH the sole authority to review and grant accreditation to all new Honduran universities and to review and grant all new degree offerings.

b. USPS: The San Pedro University is a private sector institution that began in 1978 at the initiative of a group of local businessmen who felt

^{1/} Unlike the United States, where we have full time equivalents (FTE's) which permit us to have a more exact gauge to demonstrate student enrollments, in Honduras enrollment figures must remain approximations.

that the UNAH was not graduating professional students responsive to developmental needs. USPS in 1984 had 834 students registered in eight undergraduate departments. There are no graduate programs. The academic departments and 1984 enrollments are: law (309), business administration (123), auditing (112), agriculture (150), education (15), banking (20), communications (33), and commerce (64). The FTE is thought to be approximately 750. USPS officials look to a yearly 20% enrollment increase for the next few years taken primarily from secondary school graduates in San Pedro Sula and environs. They would like to add new associate careers in hydraulics, mechanical and industrial arts, computers, and medicine.

Since its inception the USPS has had two graduating classes totalling 124. USPS officials claim a 70% graduate rate. Like the UNAH, most classes begin after 3 P.M. Of the 115 faculty, 15 are full time. While the original enrollments were drawn exclusively from the local professional working class, recent highschool graduates have also begun to enroll at the USPS.

The total USPS budget in 1984 was approximately \$1,500,000 per year with tuition set at \$800 to \$950 per semester depending on the department. This is approximately double the tuition of a good private highschool in Honduras. There is no GOH subsidy. While very few students have loans with the local educational credit institution, EDUCREDITO, time payments are permitted.

At present the USPS operates out of facilities that are rented. The Board of Trustees has just bought two tracks of land, one for the main campus and a second for agriculture and other practicums. Initial campus designs have been commissioned, however, there are no funds for construction.

Unlike the UNAH, at the USPS policy is set by the Board of Directors and there is no student co-governance. The local business community strongly supports the institution and USPS officials indicate that the job market is quite good for their graduates since, due to this strong private sector support, the curriculum closely adheres to the needs of the private sector economy.

c. UCJV: The Universidad Jose Cecilio del Valle is a private university begun in 1978 in Tegucigalpa. Enrollments reached a high of 241 in 1980 and have now dropped to 153. There are 10 full-time and 40 part-time faculty. Courses are offered in architecture, engineering, communications, and administration with an annual budget of 1.7 million Lempiras.

d. ESP: the Escuela Superior del Profesorado Francisco Morazan is a GOH supported post-secondary institution which accepts students who have successfully completed their secondary level education. It offers a three year secondary school teacher training program; a two year pre-primary program to certify primary level professors to teach at the pre-primary level; and special programs of up to one year for training primary school directors, supervisors and counselors. Enrollments, at an all-time high of 2,638 in 1978

fell to 1,778 in 1982. There are 145 full time, 10 part time, and 32 hourly professors on the payroll. Unlike the other other higher institutions listed above, a large proportion of enrollments are during the day.

e. EAP: The Panamerican Agricultural School is a U.S. based private institution founded in 1944 through cooperative efforts of the GOH, Standard Fruit, and the State of Delaware. It provides a "hands on" associate agricultural degree which provides students with combined practical/theoretical experience in agriculture, animal science, fisheries, and beekeeping. EAP trains students from all Latin American countries and has a total enrollment of over 300 students, of which a small portion are from Honduras. Funds are obtained through enrollments, donations from U.S. and other corporations and from the marketing of products generated from its 2,400 hectares. EAP maintains very strict enrollment standards and has a reputation throughout Central and South America for being one of the top institutions of its kind in the region. All of its students are enrolled full-time.

f. ENA: The Escuela Nacional de Agricultura is located in Catacamas and is a line item in the Ministry of Natural Resources Budget. Begun in 1962, the ENA offers a three year course of studies leading to an associate of agriculture degree similar to that offered by the EAP. There were 231 full time students in 1980 and 205 in 1983. ENA presently has 28 faculty members. The budget is 1.5 million Lempiras. ENA has developed procedures for student selection, graduation requirements, credit values and evaluating the learning process. Students are boarded on campus and the faculty can be considered full-time. There is an incipient extension program for the campesinos of the area.

g. ESNACIFOR: The Escuela Nacional de Ciencias Forestales is located in Siguatepeque and is a line item in the Ministry of Natural Resources budget. Begun in 1969, this facility, which is open to students through out the region, offers a two or three years course of studies leading to an associate degree in forestry. There were 205 students in 1980 and only 113 in 1983. The reduction in students was mirrored in a reduction of faculty from 37 to 25. The annual budget is 2.5 million Lempiras.

2. ROLE OF THE PRIVATE SECTOR IN SERVICE DELIVERY; ESTABLISHING STANDARDS; GUIDING/ESTABLISHING HIGHER EDUCATION POLICY

As can be seen from the discussion above, there are a variety of actors in the delivery of higher education services in Honduras. The largest by far is the State, accounting for the 30,000 enrollments at the UNAH and the nearly 2,000 in enrollments at the Escuela Superior del Profesorado. With the exception of ENA and ESNACIFOR, which are line items of other GOH entities, the remainder are private and have low enrollments.

As was indicated earlier in the discussion, responsibility for guiding/establishing higher education policy in Honduras rests with the UNAH. No new institutions of higher education can be established without prior UNAH approval, nor is it possible to open new courses of study without UNAH's prior consent.

Apart from very limited participation on the governing board at the level of each faculty (one of the eight members of the board represents the corresponding professional school) there is absolutely no private sector involvement in guiding course offerings at the UNAH. At the USPS, by way of contrast, there appears to be considerable private sector input and great potential for increased private sector input, should the USPS so wish.

3. ANALYSES OF SERVICES AVAILABLE

With a few specific exceptions, higher education in Honduras is characterized by limitations in access, major internal and external inefficiencies (especially in the case of the UNAH), there are constraints in the quality and in the relevance of services provided. A brief summary of these constraints follow.

a. Access: There have been tremendous strides in access to higher education in recent years. Higher education in the early 1960's was offered to a small elite of the population, liberal arts graduates from local highschools. A major and significant change, however, took place in the early 1970's which had a major impact on access: a law was passed which opened up the option of university education to graduates of normal schools, vocational/technical schools and commercial schools. Since then, enrollments at the UNAH have skyrocketed from less than 10,000 in 1974 to approximately 30,000 in 1984. and the first two private sector universities in Honduras have opened. The latest higher education enrollments show 6.2% of the university population enrolled in higher education in Honduras.

From all appearances, however, access continues to be a problem. The UNAH continues to be the major provider of services, accounting for 84% of the nation's university enrollments, and outside of the two newly established private sector universities and the postsecondary agricultural schools, there are few other places students can turn to in order to obtain higher education in Honduras. As more students graduate yearly from the nation's secondary schools, more pressure is placed on the higher education system to accept these individuals. While it is questionable whether Honduras actually needs the number of enrollees in higher education that it actually has, demand for higher education continues to be very strong.

b. Efficiency: The UNAH in particular, suffers from high levels of inefficiency, internal as well as external. At the UNAH, for example, due to a combination of parity and open enrollments, student repetition is extremely high. A 300+ graduation rate for a system with over 30,000 in enrollments is extremely low.

Precise figures are not available for the other institutions referred to in Section A. However, it would appear that efficiency is much higher at these other institutions.

c. Quality: Quality is a major constraint at the higher education level, especially at the UNAH. A grading system is used (60% is passing) which does not award academic excellence and, as indicated

previously, a student may fail any one given course up to three times. Due to the low wage structure, a large proportion of the faculty members (40% in 1982) work part time and many who register as full-time also hold other jobs. This takes away from the time they need to prepare and grade assignments. In many of the faculties curricula are not current and there are severe limitations across the board in availability of reference materials.

d. Relevance: While there is limited participation of the professional schools on the governing boards of the faculties of the UNAH, in reality there is very little input on the part of the users in designing courses. Limited data is available on labor market needs. The end result is that employers complain that the graduates of the UNAH are not prepared for the realities of the labor market.

Education offered at the USPS appear more relevant to labor market needs, although it is too early to tell how well the USPS is meeting these needs.

4. UNDERLYING FACTORS/CONSTRAINTS

There are a number of underlying factors/constraints that affect the quality, efficiency, and relevance of higher education in Honduras. A brief summary of these constraints follows:

a. Lack of any mechanism whatsoever for quality control: As is the case at all other levels of the system, there are no standards that clearly specify what a graduate of an institution of higher learning should have mastered in order to exercise a predetermined profession. Employers receive graduates as they come out of the institutions and "test" them on the job to see if they are trained with the skills they require. This is an extremely inefficient way of doing business.

b. Student parity: At the UNAH perhaps the single-most limiting constraint on quality, efficiency, and relevance has been the introduction of student parity. Students now have virtually majority say in all decisions taken at the UNAH - ranging from the selection of new course offerings, to the setting of standards, to the hiring and firing of faculty. It is not uncommon at the UNAH for a professor, who has flunked several students in a course to be approached and "asked" to revise his grade upward. It is also not uncommon for a professor at the UNAH to be fired from his/her profession when he/she refuses to comply with requests of this nature.

c. Lack of participation of employers in designing courses: With the exception of the USPS, which has active private sector participation, higher education in Honduras is characterized by initiatives carried out almost entirely "al margen" of the users of the services. It is very difficult to train someone adequately in Business Administration if there is no input from the employers of graduates.

d. An open-entry system with no screening prior to entry: In order to get into the UNAH, and this applies for the most part to the private sector universities as well, the only criteria for entry are a highschool diploma and a health certificate. The result is that every year thousands of students who are not prepared for postsecondary instruction enter the university.

e. At the UNAH, no system for discarding students who fail to perform adequately: According to the by-laws of the UNAH, while a student may flunk out of a given faculty, there is no way of flunking the student out of the university. Instead that student may go from faculty to faculty, flunking out ad infinitum as he/she goes along.

f. Lack of coordination of services: Especially in the agricultural sector, there is overlap in provision of services and no mechanism for coordinating either the orientation of the training programs provided by each of the training institutions or their course offerings. The result is needless overlap in the provision of some postsecondary agricultural training services and gaps in other areas.

g. Significant strains on the system caused by a burgeoning in access in recent years: Just in the last six years enrollments at the UNAH have grown from a little over 10,000 to over 30,000. The result has been significant overcrowding in classrooms; a system forced to accept faculty without the credentials to teach; and a stretching out of already scarce didactic materials.

5. A.I.D. AND OTHER DONOR INVOLVEMENT IN HIGHER EDUCATION IN HONDURAS

Other than the provision of scholarships for faculty members through the LASPAU program (over 100 faculty members from the UNAH and the ESP have studied in the United States through this program over the past decade) A.I.D. has limited its involvement in higher education to working with the agricultural school of the UNAH at La Ceiba - CURLA and to the San Pedro Sula University.

Under the Agriculture Sector II program initiated in 1980, A.I.D. has provided \$8,000,000 applied toward the construction of new facilities, technical assistance, and the training of over 75 professors in the United States and elsewhere.

A \$50,000 grant to the USPS given in 1982 has provided financing to assist the USPS create a career offering in agricultural administration. Project funds have been used to purchase reference materials; laboratory equipment; and obtain technical assistance. The Project has proceeded well and the Mission has been satisfied with implementation progress to date.

6. SUGGESTED A.I.D. ROLE IN HIGHER EDUCATION FOR THE PERIOD 1985-1989

Higher education is a relatively new area for A.I.D. in Honduras. With the exception of ongoing support to CURLA under the Agriculture Sector II loan and limited support provided to the San Pedro Sula University, A.I.D. has a very limited track record in this area.

A.I.D., accordingly, should enter higher education carefully taking care to design programs in a prudent fashion and learning from experience as programs are implemented. It is suggested that A.I.D.'s role over the next few years in Honduras in higher education be three prong - an attempt to accomplish policy dialogue and eventually policy reform at the UNAH; continuation of support to the San Pedro Sula private university; and initiation of an attempt to consolidate activities in agricultural education, beginning at the level of higher education. Also recommended is a regional program that would screen low-income youth and help them prepare to enter the Panamerican Agricultural Schools and other postsecondary agricultural programs in the U.S.

Each of these proposed initiatives are described in more detail below:

a. UNAH policy reform: The dominant players in terms of numbers of students and budget within the higher education Honduran game is, and for the foreseeable future will be, the UNAH. UNAH will have no less than 98% of all university enrollments and will have access to 6% of the national budget (in 1982, 59 million Lempiras), guaranteed by the constitution. In the light of the constraints identified in Sections 3 and 4 above, the major determinant in an USAID/Honduras intervention strategy with UNAH must be policy dialogue - specifically focussed on reforming internal UNAH governance. At this moment the proposed Agriculture Education project (see 6 below) fits within the policy dialogue context. As presently understood, if the GOH determines to establish a coordinating council for agriculture education USAID/Honduras will develop a major reform projects that includes forming public-private sector advisory committees.

Any USAID/Honduras programming with UNAH could fit into the following matrix:

- 1) No UNAH response. A low cost/low gain strategy. USAID/Honduras would provide: increased off-shore individual faculty and student participant training and consider purchase of library books for specific academic areas and/or commodity purchase.
- 2) Limited specific UNAH response (assuming the Agriculture Education project achieves its objectives in the area of agriculture). A medium cost/high gain strategy based on identification of a specific UNAH faculty (the agriculture faculty under the Agriculture Education project) and student body willing to bite the reform bullet. USAID/Honduras would provide: on-site technical assistance; off shore participant faculty training; and purchase of needed commodities and library books.
- 3) Complete/positive UNAH response. A very high cost/very high gain strategy based on a stated UNAH request for overall university planning and development wherein reform of parity takes place with diminishing student input and increasing out-of-school professional and business participation taking place at departmental levels and on all decision making bodies. USAID/Honduras would provide: massive on-site technical assistance;

assist the UNAH to develop a time-phased investment plan for all faculties; faculty and student off shore participant training; and purchase of commodities and library books.

While a worthwhile endeavor, policy dialogue with the UNAH is fraught with a number of political constraints and it is not expected that major changes will take place vis. a vis. student parity during the FY 1985-1989 programming period. In the event, however, that significant gains are made either in (2) or (3) above, USAID/Honduras should be prepared to earmark a significant amount of funding to assist the UNAH as it moves toward upgrading the quality of its course offerings.

b. San Pedro Sula University undergraduate expansion and upgrading: The moving force behind the creation of the University of San Pedro Sula has been the local private sector. The private sector orientation is towards developing a small quality undergraduate institution responsive to the "external" demands of the Honduran economy. USPS staff and administration are quite interested in developing a long-term collaborative assistance relationship with a U.S. university through which its present degree offerings will be strengthened and a limited number of new quality offerings are developed. USAID/Honduras would provide: long-term on-site technical assistance through the collaborative relationship with a U.S. university; faculty participant training; purchase of commodities and library books; and assistance in building a new campus.

c. Agricultural Education: This project addresses the problem of lack of qualified personnel at the postsecondary level in the area of agricultural education by attempting to establish a Council for National Agriculture Education which will provide policy coordination and administration of agricultural education programs and, through the Council, providing support to selected institutions that provide agricultural training. Selected inputs of technical assistance, in-country and U.S. training and facility upgrading would be provided to institutions such as:

- Council for National Agriculture Education: to establish policies and plans related to accreditation standards, operating guidelines, financial systems, scholarship and donor operations.

- The various universities: to upgrade curricula, teaching methods, quality standards, and linkages with research and extension activities.

- The National Agricultural School (ENA): to reinforce technical orientation, relations with the private sector, to strengthen outreach and communications capacity and to upgrade the physical plant.

- The Panamerican Agricultural School: to expand its capacity for practical training of Honduran students, to increase the applied research functions, and to upgrade to a bachelors level the university's degree program.

- Secondary agriculture schools: to upgrade technical agricultural programs both through staff training, curriculum development and linkages with national higher education institutions.

G. PARTICIPANT TRAINING

1. OVERVIEW

Over the years, a number of young Hondurans have had the opportunity to study outside of their country, primarily at the undergraduate and graduate levels. Among the well to do, sending one's son/daughter to the United States for a University degree has been nearly the norm. Other, less "advantaged" young people have been able to obtain loans from the local educational credit institution - EDUCREDITO - for study abroad, although with the high costs of U.S. education the trend has been for most of these loans to be applied for training in other Central and/or South American countries. Precise figures on numbers of self or family sponsored training in the United States are not available. Loans through EDUCREDITO over the past 10 years account for a large proportion of training taking place in the United States with sons of daughters of well to do families being sent for training without need for outside financial assistance.

While offers for training grants and loans have come to Honduras from a variety of sources, the major actors in the educational loan/grant market in recent years have been the United States, through A.I.D., the Soviet Union and the IDB. The IDB is currently implementing the second of two loans (the first for \$3.5 million, and the second for over \$7 million) through which several hundreds of students have been able to study out of the country. A.I.D. participant training figures for 1984 totaled 66 long terms and 21 short term participants of which 64 were for study in the United States. This training has been in the the areas of education, health, nutrition, agriculture, public administration, and most recently related to private sector activities. Precise figures for training sponsored by the Soviet Union are not available.

A.I.D. experience to date with participant training in Honduras has been quite positive. Through an agreement with the LASPAU (spell out) A.I.D. has been able to sponsor over 100 faculty members from the UNAH and the Escuela Superior who have gone to the United States for receive Masters' or Doctorate degrees in their field of specialization. Under the Agriculture Sector II loan over 100 faculty from the CURLA received training in agriculture and related areas.

More recently USAID/Honduras has had the opportunity to open training opportunities to sectors of the Honduran population who have not benefitted from training in the United States in the past. Under the LAC Training Initiatives Project and the Caribbean Basin Scholarship Fund electricians and mechanics (foreman in Honduran private sector firms) have been sent to the United States for skills upgrading training in their own language over a three month period and a group of small businessmen from rural cooperatives visited the United States over a two week period to learn about how small businesses operate in the United States. A select number of individuals have received training in computer sciences and communications at the postsecondary technical level and a number of short observation tours have been financed for A.I.D sponsored groups wishing to learn about relevant technologies in the United States in their respective areas of interest.

Experience with all of the above modes of training, although not formally evaluated, has shown that, with rare exceptions, participants return to Honduras after receiving training. Although they may not always turn up in the positions for which they were trained, most - at one time or another - show up in positions of leadership within the Honduran public and private sectors that directly or indirectly benefit the implementation of A.I.D. sponsored projects.

2. FOCUS OF MISSION PARTICIPANT TRAINING EFFORTS OVER THE FY 1985-1989 PERIOD

The priority Mission concern over the FY 1985-1989 period is on meeting the training needs of a much broader base of A.I.D.'s target population. The recommendation by the Bipartisan Commission to increase U.S. training opportunities, if approved, will give the Mission the wherewithall to recruit, select, and train individuals whom the Mission has not reached in the past, i.e. rural residents, the poor, women, etc.

First priority for long-term training over the FY 1985-1989 period will be undergraduate level training to study in U.S. universities, community colleges, technical schools and vocational schools. Training will be in development fields where there is likelihood that the person will be employed upon return to Honduras and contribute to national development. A second priority will offer training opportunities to the public and private sectors. The majority of this training will be for management and technical level studies. Individuals training in public and business administration are needed as soon as possible to more effectively and efficiently administer private and public entities. A limited number of Masters and post Masters scholarships in critical development fields is projected as well.

Priority for short-term training will be given to groups who will study in the U.S. in a manner similar to the programs referred to above. Training such as the mechanics and electricians program in Florida, the Partners of the America's activities with rural cooperatives, and the agribusiness training for small farmers will be offered. These short-term U.S. training programs, conducted in Spanish, are all starting to demonstrate significant impact. The Mission will expand on this type of U.S. training program.

In addition, short-term U.S. courses in management and technical areas will be offered to private and public institutions, principally in areas affecting productivity, e.g. non traditional export promotion, agricultural business, information systems, marketing exports, small and medium industrial systems, etc.

The Mission will also use funds available for training in the U.S. to train selected persons in areas where there is currently no A.I.D. project activity and where a development training need exists. The Mission will also attempt to upgrade selected institutions where a serious training need has been identified.

As part of its training program, the Mission proposes to invest a significant amount of time and effort, up front, to provide training in the English language in order to prepare participants for a broader selection of training opportunities in the U.S. Where necessary, remedial training designed to bring prospective participants up to U.S. university standards will also be contemplated.

July 1985 Update

Since this section was drafted in November of 1985, the Central American Peace Scholars Program (CAPS) has been authorized and a Country Training Plan (CTP) for FY'1985-89 has been prepared by the Mission and submitted to AID/W for review. Further information on USAID/Honduras' participant training plans under CAPS may be obtained in the CTP.

H. PRIMARY SCHOOL STUDENT ASSESSMENT SYSTEM

PRELIMINARY NOTE:

Quality of basic education, a major concern of the National Bipartisan Commission on Central America and of LAC/DR/EST, is extremely difficult to assess using the standard quantitative indicators currently available in most developing countries. One mechanism used in the United States and elsewhere to assess quality is student achievement which is usually measured using standardized tests which are based on the curricula in use in the school system.

One of the very valuable outputs of the action planning exercise carried out in Honduras in early November was a report prepared by Dr. Frank Romero, California Director of the Educational Testing Service (ETS) addressing the quality issue. At LAC/DR/EST's invitation, and with the prior concurrence of the Mission, Dr. Romero spent two weeks in Honduras: (1) finding out what mechanisms were being used by the MOE to measure and evaluate student performance; (b) assessing the quality and appropriateness of these indicators; and (c) recommending appropriate next steps in the event that the Mission and the Honduran Ministry of Education were interested in initiating a national student assessment system at the primary level.

During his two week visit in Honduras in November, Dr. Romero was openly received by both the Mission and by key MOE counterparts. His visit was very timely as both USAID/Honduras and the MOE had independently come to the conclusion that the time was ripe for looking toward developing indicators for assessing quality of student performance.

The principal conclusion of Dr. Romero's visit, stated below, is that this is an appropriate point for introducing a system to assess student achievement at the primary level in Honduras. At the same time, he cautions that establishing a comprehensive student assessment system is a long term endeavor and should be approached carefully. Dr. Romero, therefore, suggests a two-pronged approach. Phase I (to take approximately two years to put in place) would introduce student achievement tests for use as a programmatic tool - to assess effectiveness of ongoing programs and new innovations. The outputs of Phase I would also be used to track effectiveness of programs designed to implement the National Bipartisan Commission on Central America's recommendations in education.

Phase II, to take up to five years, would put in place a comprehensive system for use at the classroom level as a diagnostic tool for students and teachers.

Dr. Romero's report, included below, has been incorporated into this working document as an illustration of what might be included in the action planning exercises to be carried out in other Central American Missions should the Missions so wish. Over an approximate one week period Dr. Romero or one of his colleagues from ETS could visit the Mission, review documentation, and

interview Mission and MOE staff in order to determine: (a) what exists; (b) the quality of what exists; (c) appropriateness of introducing or implementing student assessment systems; and (d) relevant next steps.

1. INTRODUCTION

Over the past two and a half decades education projects such as the Rural Education Project (522-0119) and the Rural Primary Education Project (522-0167) have been implemented by USAID and other agencies in an attempt to improve access to education and improve the quality and the efficiency of the educational system. Through these projects significant strides have been made primarily in increased access. In primary education access has increased from 65% in 1965 to 87% in 1983. However, with the expansion of access has come a deterioration of the quality of educational services.

Other Central American donor agencies such as World Bank, IDB, and OAS agree that quality of educational services needs to be addressed. Recent education sector assessments and appraisals site quality of educational services as one of three or four major problems in Honduras, and, in general, across Central America.

Addressing the quality issue is not a simple task. The problem itself is manifested in several areas of Honduran Education. Teacher preparation, although improved through the efforts of USAID, remains relatively inadequate. For example, many of the teachers in rural areas do not have credentials to teach or proper training.

A second area is the general lack of educational materials. Text books and supplementary materials are not equitably available in all schools and for all students. Part of this is due to the inaccessibility of some rural schools.

A third area is the absence of any type of criteria or standards of achievement for certifying students being promoted through a school or graduating from a school and a mechanism to measure them. No standards exist anywhere in the system reflecting what a student should know at a particular age or grade level. The absence of this information prevents measuring impact of programs, projects, and services in terms of what students have learned. The remainder of this discussion will focus on this area.

2. ANALYSIS OF THE PROBLEM

Approximately 704,000 children were enrolled in primary schools in 1983 equivalent to 87% of the population aged 7 through 12. While a large number of children attend primary schools, approximately one third of the first grade entrants complete the full 6 year cycle. One cohort of 186,970 tracked through the 6 year cycle of 1978 to 1983 had 54,352 completers.

A child progressing through the primary grades may or may not be tested in the various content areas. If testing does occur it may be oral,

written or both. The teacher uses his or her own criteria to judge whether a student has accomplished what is necessary to progress to another grade. Therein lies part of the problem.

Of the 703,606 children receiving a final school evaluation in 1983, 596,245 were promoted and 107,363 were retained for remediation or repetition of the grade. The mechanism for remediating these children to prevent them from becoming repeaters or deserters does not exist. This is another part of the problem.

If a child migrates to another school, only final grade information (on a scale of 1-5) travels with him. Because the scale does not represent any standard of accomplishment, the information is useless to a teacher and may be harmful to the child if he encounters failure simply due to the lower expectations in previous school experience. The final part of the problem.

Much of the problem extends to the "Programa de Estudios" or national curriculum guide. The guide is employed by teachers in their daily instruction. Although clarity in instructional contents is provided for each grade level, it fails to establish what the student is expected to know having completed a grade, whether minimum or otherwise. Standards are requisite to enable teachers to diagnose and prescribe remediation activities to those students identified as "reprobados" or requiring remediation.

The problem is also in the classroom. Teachers, although recognizing the importance, do not use standard assessment practices from year to year or from student to student. This practice places the student who is progressing and acquiring the minimum standards of achievement to function as a productive member of the community at a disadvantage.

This problem is also evident at the ministry level. In the attempts to determine the impact of certain programs, the indicators typically used to judge impact or success are quantitative (number of teachers, number of schools, etc). The question of program impact on student learning as it relates to survival in the community has not been addressed since the mechanism for addressing this question does not exist.

3. ROLE OF STUDENT ASSESSMENT IN ADDRESSING CRITICAL ISSUES

A system of student assessment, if developed and implemented properly, can address several issues critical to the educational community. National concerns such as the following can be addressed:

- Are students learning the skills necessary to function in the community?
- What types of programs or allocations of resources seem to make a difference?

- Are students developing both a cultural commitment and appreciation?

Human resources issues such as the following can be addressed:

- What are the overall competencies of students and are they being equipped to enter the local workforce?

School effectiveness issues can also be addressed.

- Are students in rural and urban schools being prepared adequately?
- How do particular curricular approaches relate to achievement?
- What types of services, programs or allocations seem to make a difference in improving school effectiveness?

Finally, instructional issues can be addressed.

- Are students achieving minimum standards in the various content areas?
- In what content areas is student performance strong or weak and what can be done to remediate the weaknesses?
- What diagnostic decisions can teachers make to enable students to attain the minimum standards and prevent grade repetition or desertion?

To address all of these issues requires the development of a comprehensive assessment system, a long term commitment, and building the capacity to maintain the system.

4. OTHER DONOR AGENCY PROJECTS

Only one project is known to have attempted addressing educational quality issues by investigating student performance levels. The project was funded by OAS in 1982 and entitled "Investigacion Evaluativa de Logros de los Sistemas Educativos". Its objective was to address instructional issues in terms of student performance. This project involved the development of assessments in Spanish, Mathematics, Natural Science, and Social Studies. Two "departamentos" or regions of the country were involved. There were 55 schools and 856 students participating in the project. Although the effort was sincere and reasonably well organized, several problems are evident in the instrumentation that may call to question the results. A few of these problems are:

- It is not clear what skills are being measured by several of the items on the tests. For example, measurement of computations skills was often confounded by the ability to write.

- The items appear not to be linked directly to the objectives of the Plan de Estudios.

- The frameworks for the tests appear not be comprehensive enough to draw several of the conclusions reached.

- Participation of key factions of the educational community was not included.

The major accomplishment of the project was the participation of the schools and interest generated in the area of student assessment in the schools. The project will terminate in FY 1984-1985.

5. SHORT TERM STRATEGY FOR ADDRESSING THE CRITICAL ISSUES

Over the short term it would be impossible to address all of the issues and overcome all of the constraints. Hence, the recommended approach would be to begin by addressing the overall national issues. The approach would consist of the development of several forms of brief survey tests in Spanish, Mathematics, Social Studies, and Natural Sciences. These tests could be administered on an annual or periodic basis (2 or 3 year cycle) depending on the need. The results would (1) measure degree or impact of AID programs (such as the AID Textbook Project), (2) clarify the curriculum and help set grade level standards, and (3) provide information to educational decision-makers regarding program effectiveness in relation to such areas as resource allocation.

a. Elements of the Approach

In order to carry out this approach the following elements would be required:

- Assemble a committee of key factions of the educational community (Departamento de Informatica, Programa de Actualizacion del Magisterio, Escuela Superior del Profesorado, Direccion General de Educacion Primaria, and Teacher Unions). In order for this effort to be successful, all of the above must understand the process, feel comfortable with it, and have "bought in".

- Utilize a consultant (on-site) to work with the committee in developing, implementing, and evaluating the project. This would be a specialist in achievement testing, His/her role would include educating and guiding the education community on what achievement testing is as well as assuming responsibility for guiding the actual achievement testing development and implementation process.

- Acquire existing item banks, such as National Assessment of Educational Progress, of technically sound and culture-free items to avoid a major investment in test development. Develop the tests in relation to the Plan de Estudios. Key MOE actors to be involved in this stage would be the in-service teacher training unit and the MIS unit.

- Develop several forms of brief tests. This would minimize the amount of testing required and thus the burden on the teacher and student. At the same time, it would accurately address the question of overall student performance.

- Administer the test to a scientifically designed sample of departamentos, schools, and students that would ensure sound implementation and administration yet maximize the information of student performance.

- working with the committee, begin to link the results of the assessment to addressing the critical issues. This is a critical point in the exercise as it is here the the result of the aforementioned process becomes used.

b. Benefits of the Approach

- It is cost-effective, would cause the least amount of school or classroom disruption, and yet maximize the information for decision-making.

- Involving the key factions of the educational community prevents political or other repercussions from occurring and obstructing the project.

- The participation activity would begin to create the understanding of the value of student assessment and create the capacity for the operation of this type of project.

- The system would help develop standards of achievement for each grade level. This would enable teachers to better remediate students identified as "reprobados" and in turn reduce repeaters and deserters.

- The effort would link together the experience and knowledge gained in other AID efforts (teacher training, MIS) and maximize their use.

- This approach would create a mechanism to begin information-based curriculum and general instructional reform.

- The approach would create a mechanism to evaluate the impact of the program developments resulting from the National Bipartisan Commission on Central America's Recommendations from the perspective of student learning.

c. Constraints

- A significant amount of time will be required to educate the educational community on the value of a student assessment system.

- Teacher competence and understanding of test administration and using test information for instructional purposes may create an obstacle. Significant amounts of training will be required.

- Although teachers would be involved in the project, the teachers' unions may create resistance to the project.

- The expected change in the Honduran administration may create an obstacle with the appointment of a new Minister of Education.

- The information generated will only provide overall levels of performance. Diagnostic information for individual students will not be available.

d. Indicators of Achievement of Approach

- Overall reduction in desertion and repetition rates by clarifying for teachers what the student performance standards for each grade level are and providing direction for remediating students.

- Generation of student achievement indicators for evaluation of program impact.

- Creation of grade level standards of achievement for improving classroom instruction.

e. Length and Cost of Approach

- System would be in operation and providing information for decision making in 2 years.

- General cost of the approach would be on the order of: 1.5 - 2.0 million. The general cost estimate would include:

1. Technical Assistance
2. Training
3. Educational Technology and Materials
4. Salary Support

6. LONG TERM STRATEGY FOR ADDRESSING THE CRITICAL ISSUES

This approach would involve the development of comprehensive achievement tests in Spanish, Mathematics, Social Studies, and Natural Sciences focusing on utilizing these tests as a means of gauging individual performance. The administration of cycle of the tests would be annual in order to provide the diagnostic information to teachers. The development of the system would be susceptible to problems of all levels of the educational community, however, in the end, the results produced by the system could be used for program monitoring and evaluation, program planning and development, allocation of resources, and instructional diagnostic decision making.

a. Elements of the Approach

- Assemble a committee of key factions of the educational community (same as previous approach).

- Utilize a consultant (on-site) to begin to develop a Testing and Evaluation Unit within the Ministry of Education. (Director and 2 staff). Integrate the unit in the Departamento de Informatica.

- Acquire existing item banks to avoid significant item development time and cost.

- Work with committee to set test specifications for all content areas and select or develop items.

- Identify critical or minimal performance levels or criteria.

- Plan and develop the capability to distribute to and collect the tests from all of the schools in Honduras.

- Plan and develop a scoring and reporting system using the unused capacity of the Wang Computer in the Departamento de Informatica.

- Plan and develop technical assistance workshops to show teachers how to use the information.

- Develop a system to systematically report the information to the various decision makers (Ministry, schools, teachers, donor agencies, etc) to begin to address critical issues.

b. Benefits of the Approach

- Involving key factions of the educational community prevents political or other repercussions from occurring and obstructing the project.

- The participation activity would create the understanding, of the value of student assessment and create a basic technical and operational capability for continuing this type of project.

- The effort would link together the experience and knowledge from other AID projects and maximize their use as well as rely on the operational facilities developed through the MIS Project.

- The approach would create a mechanism to provide teachers with information on student performance, diagnostic information, and help establish appropriate standards of achievement. This would enable teachers to more effectively remediate students and reduce the number of repeaters and deserters.

- The information could be used to begin a process of information-based curriculum and instructional reform as well as improve teacher training.

- Using the MIS system the information could be used to track students from school to school.

- The approach would create a mechanism to evaluate the impact of program developments resulting from the National Bipartisan Commission on Central America's recommendations from the perspective of student learning.

c. Constraints

- The competency levels of the personnel participating in the project could be an obstacle. Substantial training will be required.

- Teachers unions could provide resistance if the effort is viewed as a project to evaluate teaching performance.

- Teachers would require substantial training on use of testing information.

- This effort would require a long term commitment and would be susceptible to political whims.

- The time required for training, development of the tests, and development of the operational capability would be significant. Hence information to address the critical issues would not be forthcoming during the initial period (2-3 years) of the project.

d. Indicators of Achievement of Approach

- Significant reduction of desertion and repetition rates by providing teachers with diagnostic information for individual students and identifying their strengths and weaknesses. This will enable teachers to monitor student programs in relation to the standards for each grade level.

- Generation of student achievement indicators for evaluation of program impact.

- Creation of grade level standards of achievement for improved instruction.

- Diagnostic information provided to teachers for remediating students.

- Creation of indicators for tracking students through primary school.

e. Length and Cost of Approach

- System would be operational and providing information to decision makers in 3-5 years.

● General cost of approach: 4-6 million. General cost estimates includes:

1. Technical Assistance
2. Training
3. Educational Technology and Materials
4. Salary Support

7. RELATIONSHIP WITH OTHER A.I.D. PROJECTS

The Mission has been supporting a Rural Primary Education Project since 1980. This project was designed to build new classrooms; provide an in-service program designed to upgrade skills of rural teachers and supervisors; and institutionalize a management information system (MIS) designed to assist the MOE to strengthen its capability to have reliable data on hand on a timely basis for making policy and program decisions.

A student assessment project from this discussion would link both the MIS system and the teacher training components in strong cooperation to develop and implement the project. The knowledge and experience gained from those efforts would reduce the time necessary to institutionalize a student assessment system and provide information for improving educational services.

8. FEASIBILITY OF PROJECT

The success of a student assessment project will depend upon several critical factors; support from the key factions of the education community, training and capacity building, and consciousness-raising in the education community. Discussions with Ministry staff, teachers, parents, and students generally favored having an assessment system. Teachers, in particular, recognize the assistance this type of information could provide them with. Parents sensed that it would help their children get through school. The teacher training program staff recognized that it would help them make improvements in curriculum and training efforts.

If USAID decides to pursue a project in student assessment although several constraints exist, the near future would be a prime time. The necessary sensitivities about the value of testing seem to generally exist, the MIS system is approaching the point of possessing the type of operational capability that will be required for this type of project; and, with a consciousness-raising effort, a generally strong support base could be generating for the project.

9. SOCIAL IMPACT OF A PROJECT

The project would encompass several distinct yet related participant groups: (1) primary school students who will benefit from the improved instruction; (2) primary school teachers whose knowledge and skills will be upgraded through the training, and (3) the educational decision-makers who will be recipients of student performance information for making decisions.

The first groups will consist of primary school children in grades one through six. Many of these children do not know how to take a test nor see any value in it. Their home environment, for the most part, does not provide any academic support. To insure that the project does not create a traumatic experience for children, during the project, intensive review of the classroom environment and learning process should be conducted. This review would enable development of an assessment system that was compatible with the learning activities in the classroom.

Teachers will also be direct participants in the project. With very few exceptions, teachers are not accustomed to testing children with objective instruments nor do they understand how to use the information for instructional purposes. While the teacher training component of the Rural Education Project has begun to sensitize teachers to the value of student testing, teachers acceptance and understanding of the project and use of the information generated will be critical to the success of the project. Some development research would be required to determine the extent of this problem and identify strategies of how it could be remediated.

Educational decision-makers would also be direct beneficiaries of the project. The MIS project has begun to produce information that is useful for decision making. A student assessment project will complement the system by creating indicators on student performance. However, the precise nature of the decision-making structure needs to be determined during the project to insure that the information on student performance is placed into the proper hands.

ANNEX 1
PROPOSED PROJECT NARRATIVES FOR THE FY 1985 - 1989 PERIOD

Attached are a series of descriptions of proposed projects for the FY 1985-89 period. These projects, as indicated above, are proposed. Their becoming a reality is subject to: (a) the availability of funds; and (b) each project's passing the rigors of the project development process.

The Projects are organized according to four functional categories: primary education; vocational skills and management training; adult education; and higher education. Support for participant training efforts will come under the Central American Peace Scholars (CAPS) project.

PRIMARY EDUCATION

FY 1986 PROPOSED PROJECT

PROJECT TITLE: Primary Education Efficiency

PROJECT FUNDING: \$30,500,000 LOP

FUNCTIONAL ACCOUNT: Education and Human Resources

PROJECT PURPOSE: To improve the efficiency and coverage of primary education in Honduras.

PROBLEM: The National Bipartisan Commission on Central America identified universal access to primary education as an ambitious but realistic goal for the 1980's. With A.I.D. support, enrollment in the first year of primary education in Honduras has increased from 60% in 1965 to a projected 88% in 1985. However, instructional quality has not kept pace with the physical expansion of public education. Only 20% of students entering rural primary schools are able to complete the sixth grade. Because of high dropout and repetition rates, the system must deliver, and pay for, nineteen student years of schooling to produce a single sixth grade graduate. The unnecessary recurrent cost burden of such an inefficient system is enormous. The human costs of putting a large majority of Honduran children through an ordeal of poor quality instruction and academic failure are incalculable.

PROPOSED PROJECT: This Project will follow from the Rural Primary Education project (522-0167), but will shift emphasis from quantitative expansion to improving the efficiency and quality of the primary education system. Over a multi-year period, the Project will develop and implement a package of practical educational innovations designed to reduce dropout and repetition rates, lower unit costs, improve the quality of instruction, increase academic achievement, and streamline the MOE's administrative operations. To accomplish these objectives, the Project will finance activities such as instructional radio programming in difficult subject areas, development of standardized instructional objectives and tests, a more efficient and economical normal school program for teacher training, use of local teacher aides, and long-range development of a new series of primary school textbooks. These activities will be coordinated with a series of changes in the Ministry of Education administrative practices designed to improve the responsiveness of the primary education system to local needs and to reduce overall administrative costs. Grant funding will be provided for these educational and administrative innovations.

Throughout the life of the Project, loan funding will also be provided for construction and maintenance of primary schools in order to continue to expand access of the population to basic primary education services.

TARGET GROUP: The target group is the entire population of Honduran children between seven and fifteen years of age that is eligible for primary education. Within this population, poor and rural children who are enrolled in poor quality schools and children who are presently not enrolled at all will benefit most.

PARTICIPANT TRAINING: The Project will fund short-term education administration training for 20 trainees at an estimated cost of \$125,000.

VOCATIONAL SKILLS AND MANAGEMENT TRAINING

FY 1985 PROPOSED PROJECT

PROJECT TITLE: Technical Upgrading and Cost-Recovery
PROJECT FUNDING: \$4,000,000 LOP (ESF local currency generations)
FUNCTIONAL ACCOUNT: Education and Human Resources

PROJECT PURPOSE: To improve the quality of technical education by assisting public and private sector technical training centers to meet minimum standards in shop equipment, facilities, and curricula; prepare instructors; and develop self-financing mechanisms for recurrent vocational instruction costs.

PROBLEM: By working through the Advisory Council for Human Resource Development (CADERH), USAID is establishing certification standards for trades which will encourage direct private sector participation in determining curricular priorities through trade advisory committees and a national trade certification system. These activities will improve articulations between vocational training programs and the modern, industrial sector of the Honduran economy.

The Ministry of Education's three major training centers and INFOP should have little difficulty in meeting the initial standards for preparing students for certification because of relatively well prepared instructors, adequate facilities and the complementary activities of the CADERH project. The remaining 48 training centers: MEP prevocational, adult, and technical training institutes, PVOs and other training centers, however, will have difficulty meeting these standards because of instructor, facility, and equipment shortcomings. These smaller training centers will also require assistance for reorienting their curricula with more appropriate instructional strategies.

It is also anticipated that all Honduran training centers will experience difficulties in providing sufficient shop materials for increased "hands-on practice." The Ministry of Education has reduced shop materials, tools replacement, and equipment maintenance budgets by 65% over the past four years, and the MEP's own projections show that there will be no financing available for these expenditures within five years. The Junta Nacional de Bienestar Social reduced its budget for these expenditures by 30% in 1984. PVOs are finding it more difficult to finance these costs. Even INFOP's expenditures for equipment maintenance, tool replacement, shop materials have been reduced by government austerity measures and reduced operational budgets.

Quality technical training, however, requires appropriate hands-on practice for trainees, and hands-on practice requires sufficient tools, machines, and shop materials. Because Honduran vocational training centers are having

difficulty financing these costs, the quality of instruction has suffered, and until these expenditures can be increased to adequate levels, it will not be possible to improve the quality of technical training through other actions designed for meeting these ends (instructor and equipment upgrading, more appropriate curricula, occupational certification systems, etc.).

PROPOSED PROJECT: The project consists of two major components:

(1) The first component will integrate production activities with the existing and future curricula of training centers for establishing a self-financing mechanism for recurrent costs in vocational training. A computerized curricular coordination system will be used for these ends, using the installed computer capacity of INFOPOP, MEP, JNBS and CADERH.

Technical assistance will be used to develop appropriate guidelines for administering production activities on a national level in vocational training centers, training administrators and instructors for executing production activities, identifying goods and services which will be integrated with instruction programs, establishing quality controls, and marketing these goods and services.

The initial area of emphasis will be in the production of school furniture for the MEP. The project will identify other goods and services which will also be integrated with training curricula, and will complement other CADERH/USAID activities for improving the quality and relevance of vocational training in Honduras.

Training centers will participate on a voluntary basis, and on the condition that they implement the project's pedagogical and administrative guidelines for executing production activities. Given the difficulties that training centers are having in financing equipment maintenance, tool replacement, and shop materials budgets, however, it is anticipated that the project will have to prioritize its actions for assisting the most needy of the training centers first (PVOs and the smaller MEP training centers).

Experiences in other nations and institutions suggest that within three years Honduran PVOs can be 50% self-supporting in regard to their total recurrent instructional costs, including instructors' salaries, and public sector training institutions will finance up to 100% of their shop materials, tool replacement, and equipment maintenance budgets as a result of integrating production activities with vocational instruction.

(2) The second component of the project will focus on instructor equipment, and physical facility upgrading, and providing revolving production funds for training centers which will allow for integrating production activities with vocational training on a continuing basis.

The project will be administered and executed through an appropriate PVO umbrella organization for facilitating the disbursements of relatively small grants (\$50,000 - \$300,000), and providing sub-project supervision and evaluation mechanism. Complementary activities with the CADERH Project for establishing occupational certification systems and competency based instruction will provide quality control standards and instructional materials for upgrading the nation's smaller technical training programs. Continuing guidance and supervision in curricular matters will be established through the project, and the PVO administrative institution will cover its recurrent costs in supervising and subcontracting production contracts through the marketing of the goods and services produced after two years of subsidized costs by the project. Individual training centers will also market their products on a local level when appropriate.

By linking certification standards with internal improvements for vocational training centers, and establishing recurrent cost-recovery mechanisms, it will be possible to implement occupational certification standards on a national scale, rather than focussing on only INFOP and the MEP's three major training centers.

The proposed project is consistent with Agency education policy for promoting the involvement and participation of employers in planning and implementing training programs, encouraging more direct involvements of PVOs and other institutions in vocational training for the informal sector, and will allow smaller training centers to provide higher quality training for increasing the productivity of both the formal and informal sectors of the economy.

TARGET GROUPS: All Honduran, formal and nonformal, industrial and artisan training programs and their students, with a priority for assisting the training centers with the highest rates of employment of graduates and the lowest levels of recurrent cost financing.

VOCATIONAL SKILLS & MANAGEMENT TRAINING

FY 1987 PROPOSED PROJECT

PROJECT TITLE: Skills Training and Certification

PROJECT FUNDING: \$7,000,000 LOP

FUNCTIONAL ACCOUNT: Education and Human Resources

PROJECT PURPOSE: To assist the Honduran private sector with training programs for the wearing apparel and wood products industries to develop quality production for export, and to upgrade the quality, relevance and efficiency of vocational instruction at the Honduran Institute of Professional Training (INFOP) through the establishment of a national skills certification system and instructional technology center. This Project will involve the active participation of the Council on Human Resource Development (CADERH), INFOP, and the Foundation for Research and Entrepreneurial Development (FIDE).

PROBLEM: INFOP, which is financed through a 1% payroll tax levy, is the major vocational training institution in the nation with approximately 35,000 trainees annually. Studies sponsored by USAID have noted that one of the single most important problems facing the private sector is the lack of trained human resources. The Honduran private sector wearing apparel and wood products industries presently lack skills training programs which would enable them to enter in the competitive international markets for exportation of their products. In the apparel industry, training is needed for operators, cutters, markers, pattern makers, and mechanics. In the wood production industry, training is needed primarily in design, production, wood treatment, finishing, packaging, marketing, and general financial and production marketing. Training programs often do not meet employers' needs, in-plant training resources are limited in both the private sector and with INFOP, and diplomas and certification from training programs do not accurately describe the degree of competency of the graduates of these courses.

PROPOSED PROJECT: The Project will provide technical assistance and other resources for: (1) implementing a nationwide skills certification system in a wide variety of occupational clusters, modeled on the prototype system now being developed by CADERH; (2) in-plant training activities will be expanded, based on professional needs analyses of the training needs of individual employers, using open-entry/open-exit and multi-media competency-based instructional strategies, and involve private sector advisory committees in

the identification of the specific competencies required for developing the curricula for meeting national occupational certification standards in specific trades and technical areas; and (3) developing the instructional materials which will become part of a National Instructional Materials Bank and be available for rental or purchase for all private and public sector vocational and technical training programs.

A key objective is to establish training programs for the apparel industry to develop quality production for export. An International Executive Service Corps (IESC) executive, contracted by FIDE, has carried out a general assessment of training needs. FIDE, CADERH, and INFOP will plan specific training programs to be conducted through INFOP. FIDE will assist the producers to create an association which will further define training needs and coordinating mechanisms. Training programs will first focus on INFOP trainers to assure they have training capabilities. Decisions will then focus on the types of programs to be given in the INFOP premises and in-plant. The Project will finance U.S. instructors training INFOP instructors in Honduras; INFOP instructors being trained in the U.S.; and equipment and material used in training. A similar program will be designed for the wood products and other industries.

TARGET GROUP: The target group will be employed workers seeking to upgrade their job skills for increasing their productivity, and trainees in public and private sector training programs who are obtaining job entry level skills.

SPECIAL CONCERNS: Women in Development: While the Project is not designed to focus only on women, it is expected that a large number of women will be trainees in both skills-upgrading and entry level skills training programs as a result of the project.

Private Sector and PVO: Although the major focus of the Project will be with INFOP, private sector employers will be assisted in training needs analyses. Improved and expanded in-plant training opportunities will help increase private sector productivity and assure that the training is more relevant for meeting employers' needs. Both PVOs and the private sector will have access to the National Instructional Materials Bank for obtaining more appropriate instructional materials.

PARTICIPANT TRAINING: The Project will train 4-5,000 sewing machine operators; 20-30 each of cutters, markers, pattern makers, mechanics, accountants and managers; 300-400 carpenters and cabinet makers; and about 200 persons in the areas of treatment, design, and finishing.

ADULT EDUCATION

FY 1986 PROPOSED PROJECT
(SHELF)

PROJECT TITLE: Adult Education and Literacy

PROJECT FUNDING: \$9,000,000 LOP

FUNCTIONAL ACCOUNT: Education and Human Resources

PROJECT PURPOSE: To provide low-cost primary education and literacy training to adults who have not completed primary school.

PROBLEM: Forty percent of the population of Honduras has never attended school and is completely illiterate. Only 27% of the population over 10 years of age has completed the fourth grade, and only 17% has completed the sixth grade. Levels of literacy and educational attainment are even lower in rural areas.

A large body of research evidence demonstrates that education achievement levels equivalent to the fourth, fifth, or sixth grade of primary school produce very significant benefits, including increased agricultural productivity, improved family health status, and reduced fertility. Having a primary school diploma opens the door to improved employment opportunities, other educational programs, financial credit, and leadership status in the community. Literacy campaigns and other nonformal education programs may provide some practical kinds of information needed to maintain and use cognitive skills such as literacy and numeracy. Furthermore, the additional subject matter provided by the primary school curriculum -- history, geography, civics, and science -- provides an essential knowledge base for informed participation in democratic political processes and in economic development activities. Unfortunately, the majority of Honduran adults did not have access to adequate primary school services when they were children, and, therefore, have little hope of improving their social and economic conditions.

PROPOSED PROJECT: This Project will develop a low-cost education service for adults, enabling them to study primary education subjects at home. Adult learners will be able to begin and end their study programs at whatever levels they wish. Achievement of the second grade level will provide basic literacy and numeracy skills. Adults who complete the sixth grade level will receive an officially-recognized primary school degree. Instruction will consist of

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low-cost workbooks combining reading materials and written exercises, nightly radio lessons, and weekly meetings with other participating students and a local tutor.

Experience in Guatemala, Costa Rica, and the Dominican Republic has shown that primary education can be provided to adults effectively and inexpensively using this approach. A significant proportion of costs can be recovered by charging participating adult learners a modest fee. Dropout rates are low and adults completing the program are able to perform at least as well on academic achievement tests as people who have completed a traditional program of formal primary school education. Costs are low because school buildings and certified teachers are not required.

The project will be developed and supported over a nine-year period through an OPG with AVANCE, a Private Voluntary Organization founded to provide adult education services through the Honduran private sector.

TARGET GROUP: Potential beneficiaries will be all adults who have not completed six years of primary education, approximately 83% of the adult population of Honduras.

SPECIAL CONCERNS: The Project addresses two fundamental concerns of the Jackson Plan for central America -- high levels of adult illiteracy and inadequate access to primary education.

HIGHER EDUCATION

FY 1987 PROPOSED PROJECT
(SHELF)

PROJECT TITLE: Higher Education

PROJECT FUNDING: \$4,500,000 DA and \$4,500,000 ESF local currency generations

FUNCTIONAL ACCOUNT: Education and Human Resources

PROJECT PURPOSE: To improve the quality of university education in Honduras.

PROBLEM: Honduras suffers from persistent shortages of highly-trained professionals in a number of development-related fields. To meet this need, the country has only one major university, a government-run national university which offers free or low-cost university education. Unfortunately, because of a long tradition of political activism in the university and the need to provide education to enormous numbers of students who are admitted regardless of their academic ability, the quality of instruction offered by most departments at the national university is very low. Students seeking modern, high-quality academic programs normally have to leave Honduras for their university education, an expensive practice which discriminates against promising, but financially-disadvantaged young people.

PROPOSED PROJECT: This Project will support the development of academic programs and teaching staff at the University of San Pedro Sula, the only viable private university in Honduras. The University of San Pedro Sula is a small, young institution with about 800 students and no permanent facilities, but it enjoys considerable public support and aspires to academic excellence. This Project will provide continuing support over a period of nine years for a linkage program with a U.S. university. The relationship between the two universities will provide for faculty exchanges, U.S. training of University of San Pedro Sula faculty, technical assistance in long-range institutional planning, design of permanent campus facilities, assistance in the development of U.S.-style academic programs, and granting of joint degrees. In conjunction with this Project, ESF local currency funding will be provided for construction of facilities and scholarships for financially-disadvantaged students.

TARGET GROUP: The target group is Hondurans of university age. Direct beneficiaries will be the students who enroll in the University of San Pedro Sula and receive high-quality degree programs in conjunction with a U.S. university.

SPECIAL CONCERNS: The project responds to the Jackson Plan recommendation for U.S. support for indigenous institutions of higher learning in Central America.

PARTICIPANT TRAINING: The Project will support 10 participants at U.S. universities for Masters and PhD. degrees, as well as several faculty exchange visits. Estimated cost is \$475,000.

HIGHER EDUCATION

FY 1986 PROPOSED PROJECT

PROJECT TITLE: Agricultural Education.

PROJECT FUNDING: \$10,000,000 LOP

FUNCTIONAL ACCOUNT: Agriculture, Rural Development, and Nutrition

PROJECT PURPOSE: Establish agricultural education as a focal point of Honduran agricultural development policy, create the necessary organizational structure to implement this policy, and create quality standards for agricultural instruction while reinforcing the pertinent technical and physical infrastructure.

PROBLEM: The lack of qualified personnel continues to be one of the principal barriers to agricultural development in Honduras. This fact was brought to light specifically by the U.S. Presidential Agricultural Commission which in its report stated that "the most critical factor to increasing the food supply apace with the demands of the future is the development of the human resource". Agricultural education in Honduras is for the most part not meeting the country's developmental needs. Course offerings tend to be theoretical and of low quality with limited applicability to the job market. Institutions offering in agricultural education operate, for the most part in a vacuum with little coordination occuring between them. The result is, in some areas, significant overlaps in course offerings and, in other areas, major gaps.

The final recommendation of the Human Resources Sub-Committee of the Presidential Agricultural Task Force proposes a restructuring of agricultural education by developing an integrated system from the primary through higher education levels. In recent years, USAID/Honduras has alleviated this human resource problem by providing assistance under the Agriculture Sector II Program (522-0150) to the Atlantic Costal Regional University (CURLA) and to the Panamerican Agricultural School at Zamorano, in addition to participant training.

PROPOSED PROJECT: This Project will attempt to establish agricultural education as a focal point of Honduran agricultural development policy, to create the necessary organizational structure to implement this policy, and to create quality standards for agricultural instruction while reinforcing th pertinent technical and physical infrastructure. It will also lay the groundwork for the integration of agricultural education, extension and research activities, including the linkage between the newly founded Honduran

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Agricultural Research Foundation, CURLA and the Title XII Universities. Under the proposed program, the Council for National Agriculture Education will provide policy coordination and administration and implementation will be conducted by a technical executing body.

The Ministries of Natural Resources and Education and the Honduran Forestry Corporation would relinquish control over all agriculture education related institutions to the newly formed council. The Universities providing agriculture training would participate as members of the Council. A.I.D. support would be used to assist in the actual restructuring of the system and the upgrading of selected institutions involved. Selected inputs of technical assistance, in-country and U.S. training and facility upgrading would be provided to institutions such as:

- Council for National Agriculture Education: to establish policies and plans related to accreditation standards, operating guidelines, financial systems, scholarship and donor operations.
- The various universities: to upgrade curricula, teaching methods, quality standards, and linkages with research and extension activities.
- The National Agricultural School (ENA): to reinforce technical orientation, relations with the private sector, to strengthen outreach and communications capacity and to upgrade the physical plan.
- The Panamerican Agricultural Schools: to expand its capacity for practical training of Honduran students, to increase the applied research functions, and to upgrade to a bachelors level the university's degree program.
- Secondary agriculture schools: to upgrade technical agricultural programs both through staff training, curriculum development and linkages with national higher education institutions.

TARGET GROUP: The Honduran public and private agriculture sectors.

**ANNEX 2
PROPOSED AID/PEACE CORPS COLLABORATION IN HONDURAS**

One of the outcomes of the action planning exercise that took place in Honduras between November 4 and November 18, 1984 was that a start was made at preparing a plan for AID/Peace Corps collaboration in the area of education in Honduras.

Prior to the team's arrival, the USAID/Honduras Education Officer - Richard Martin - met on a number of occasions with Peace Corps staff to discuss possible areas of joint collaboration and mechanisms for this collaboration. In addition, when the Peace Corps/W team arrived in Honduras during the latter portion of October, Richard Martin met with the team several times to discuss possible areas of collaboration. By the time, therefore, that the AID/W team arrived in November, a number of valuable ideas were already out on the table and being discussed. In addition, significant progress had been made in discussing potential mechanisms for achieving the proposed interaction between the two agencies.

Section A below provides a brief outline of the areas identified where A.I.D. and Peace Corps may collaborate in execution of education and other programs. Section B provides some comments on the mechanisms that would need to be put in place to facilitate this collaboration. Section C raises two points for discussion that A.I.D. would like to address at the December 3 meeting with Peace Corps related to the overall subject of potential A.I.D./Peace Corps collaboration in implementing the National Bipartisan Commission on Central America's recommendations in the area of education.

Before entering into the discussion below, an important caveat is in order. Item 3 in Section A refers to a series of support services where a little bit of additional financing could go a long way in assisting Peace Corps volunteers to maximize their effectiveness. Financing for these support services should ideally come out of the Peace Corps budget. A.I.D. assistance in financing these services should be considered only in circumstances where it is clear that Peace Corps is absolutely unable to provide the necessary funding out of its own budget.

A. POTENTIAL AREAS FOR A.I.D./PEACE CORPS COLLABORATION IN HONDURAS

Four potential areas have been identified. They are as follows:

1. General support for PCVs in carrying out their activities

A number of PCVs are involved, at the community level, in carrying out innovative and potentially very useful activities. While the impact of these activities may not be felt nationwide, the benefit usually accrues to a community or a portion of a community.

PCVs basically have their "heads" and their "hands" to carry out these activities. However, they often lack the wherewithal when it comes to aspects of the activities that require some form of financial input. Peace Corps volunteers, in conjunction with their communities, have been able in some instances to tap into A.I.D.'s Special Development Activities fund to obtain these resources. More recently volunteers who are involved in carrying out projects that are income generating have been able, through the newly created A.I.D. /Peace Corps Small Projects Fund (SPF), to receive assistance in carrying out their activities. 1/

This, however, leaves a number of PCV's, especially those involved in education, out in the cold as - for the most part - they cannot justify their projects as being income generating.

The specific proposal under this rubric is to either expand and make more flexible the Special Projects Funds so that PVCs not involved in income producing projects can also benefit from it; or else establish an additional mechanism similar to the SPF fund that would provide this flexibility. The fund would be used to support activities such as the following:

- Assisting a PVC and his/her community to carry out a special agricultural project in a rural pilot school (.e.g. a pig project, a chicken raising project) by making available the necessary funds to purchase chicken wire, cement, etc. for building the chicken coop/pig trough.
- Making available to a volunteer funding required to train counterparts (e.g. purchase of materials for training; partial support for mobilization of counterparts to and from training sessions if it is to be a large group session).
- Providing the financing required to a PCV who has developed a booklet or pamphlet so that the booklet/pamphlet could be reproduced and distributed 1/

2. Logistical Support for PCVs (in lieu of GOH counterpart)

As part of the agreement between Peace Corps and the GOH, the GOH is to provide for certain expenses incurred by PCVs during their stay in-country. Included among these expenses are funds for in-country travel and per diem and certain expenses for materials.

1/ The SPF fund provides up to \$40,000/year. Under the special development activities fund, run out of the A.I.D. Mission, a total of \$50,000 are made available annually.

In recent years, with the recession in the Honduran economy, it has become increasingly difficult and at times impossible for the GOH counterpart agencies to provide this support. A.I.D. is currently covering counterpart expenses under its own projects using ESF local currency generations. A.I.D. may also want to explore the feasibility/viability of using the same mechanism to support PCV counterpart requirements.

3. Other logistical support for PCVs

There are other forms of logistical support required by PCVs that do not enter under the counterpart rubric. They include such items as funds for purchase of reference books for volunteers; financing for in-country training courses for PCVs; and out of country short-term training. While ideally they should be covered out of the Peace Corp budget (and apparently a number of them have been in the past), A.I.D. may wish to consider, on a selected basis, financing some of these activities, especially when they either directly or indirectly support A.I.D. priorities or initiatives.

4. Participation of PCVs in the implementation of A.I.D. financed projects

This is the area of perhaps most importance and direct interest to A.I.D. A.I.D. Missions in other countries have built PCVs into the implementation of their projects, often with great success. While PCVs have participated successfully in the implementation of several A.I.D. projects in Honduras, it has usually been as an afterthought - pulling a volunteer already in-country into the project - and has not been formally built into the project design. There is, however, at present agreement in principle between the AID Mission in Honduras and Peace Corps/Honduras that such a relationship would be possible and desirable and that it should be formalized in advance during the PID and PP planning stages.

Listed below, based on the exercise recently carried out in Honduras, are some areas where Peace Corps volunteers could participate in potential A.I.D. projects in education to be carried out over the next five years:

1/ USAID/Honduras received three years ago a request precisely along these lines. A PCV had designed some very interesting "fotonovelas" for use in teaching campesinos how to read. The Mission found the activity worthwhile but did not have a mechanism for financing it.

a. PRIMARY EDUCATION

Primary Education Efficiency

- As members of an R&D team developing and field testing educational services such as:
 - . Mechanisms for improving community participation.
 - . Systematic testing and evaluation of student achievement. 1/
 - . Radio education.
 - . Integration of teacher aides.

b. VOCATIONAL/TECHNICAL TRAINING

Nonformal technical education upgrading and cost-recovery:

- As instructors in public sector vocational/technical training institutions and in PVOs.

Skills training and certification:

- Follow-up in implementing the certification system and competency based educational systems at a national level.

1/ In the area of testing and evaluation of student achievement, PCVs could be brought in on two levels:

- At a level which requires a modicum level of skills (e.g. a B.A. generalist who could be trained on site). PCVs would be: observers and data gatherers; work with teachers to conduct the assessment and insure that it is done in a standardized manner.

- At a highly skilled level (e.g., person with an M.A. degree or who is a Ph.D. candidate who wishes to come to Honduras for two or three years). PCVs at this level would work as consultants in the area of planning and would assist in developing of the achievement tests.

c. ADULT EDUCATION

Adult Education and Literacy:

- Provide oversight in linkages with technical field personnel.
- Assist in producing educational materials that grow out of local endeavors.

d. HIGHER EDUCATION/PARTICIPANT TRAINING

Spell university faculty while they are being trained in the U.S.

Assist in identifying potential participants for training in the U.S. and following up on the participants once they return. 1/

B. CONSIDERATION OF POSSIBLE MECHANISMS FOR A.I.D./PEACE CORPS COLLABORATION

Items 1, 2, and 3 above require, on A.I.D.'s part, little more than a transfer of funds and a pre-established agreement with Peace Corps regarding how these funds would be administered. Ideally this transfer should take place at the country level, based on mutually arrived at agreement between the local A.I.D. and Peace Corps offices. It will be incumbent on Peace Corps to administer these funds in an expeditious manner and to develop a satisfactory mechanism for screening volunteer applications for use of funds (item 1) and providing adequate monitoring. A.I.D. may choose to participate in the committee that screens and selects projects for funding.

Item 4 - participation of PCVs in the implementation of A.I.D. financed programs - is where the major thought and effort need to be put in. A.I.D. and Peace Corps, again at the country level, need to reach an agreement on the areas of involvement for PCVs in A.I.D. financed projects as well as the level of expertise required. In the case of the former, the USAID education officer in Honduras has already discussed with the Peace Corp education rep a mechanism whereby A.I.D. and Peace Corps would reach a mutual

1/ This was done very successfully in a program recently carried out with LAC Training Initiatives funds through the Vermont Partners Program. A group of businessmen belonging to small coops were identified by PCVs working with the coops, prepared for their U.S. trip, and following the trip actions were taken to follow-up on ideas generated during the trip.

agreement at the time of the development of the Project PID regarding potential areas of PC involvement and hypothetical PC requirements in terms of numbers. During the PP development process, A.I.D. and Peace Corp would fine-tune the above in order to arrive at the specifics: exact numbers; individual PC job descriptions; timing for their arrival, etc.

With regard to the latter - level of expertise of the volunteer - if the need is for B.A. generalists who can be trained in-country or prior to arrival in Honduras, the current system in use by Peace Corp should be sufficient. If, however, the need is also for individuals with high level technical expertise (e.g. a person with an M.A. or Ph.D. and prior work experience in a specific area), A.I.D. and Peace Corps may want to explore a mechanism whereby A.I.D. or Peace Corps would contract a specialized recruitment agency to identify potential volunteers and wherein, at the local level, A.I.D. and Peace Corps would have an opportunity to screen candidates identified by the recruiting agency and mutually agree on the selecting of the individual prior to his/her acceptance into Peace Corps to fill the specified position.

A.I.D. and Peace Corps' role in Washington would be one of providing overall policy and programmatic guidance 1/, assisting in identifying specialized candidates, and providing overall monitoring for the activities carried out. All other activities should ideally take place at the local level between the USAID Mission and the local Peace Corps office.

C. POINTS FOR DISCUSSION

Two points raised in the text above merit special consideration in future discussions between A.I.D. and Peace Corps on the topic of A.I.D./Peace Corps collaboration. They are as follows:

1. Recruiting and selecting Peace Corps volunteers with high levels of expertise to participate in the implementation of A.I.D. financed projects

In the event that A.I.D. projects require B.A. generalists, we see no problem with proceeding with Peace Corps' standards recruitment and selection procedures. However, if A.I.D. and Peace Corps come to the joint conclusion that it would be desirable to recruit individuals with high levels of technical expertise (see Section B above), then it becomes very important to assure that a mechanism is put in place that is mutually satisfactory to both parties and that assures that the appropriate person/s are selected to fill these slots.

1/ A.I.D. and Peace Corps may want to consider jointly preparing and circulating to the field a policy/strategy document that outlines recommended areas for A.I.D./Peace Corps collaboration and provides specific programmatic guidance for implementing activities in these areas.

Our questions for Peace Corps are as follows:

a. If A.I.D. were to provide financial as well as perhaps other assistance, would Peace Corps be willing - for these special cases - to contract with a specialized recruitment agency that would be tasked with searching out, screening, and selecting three or four candidates for each position?

b. At the point at which these three or four candidates are identified for a given position, would it be possible/feasible to send their resume's to the local Peace Corps Mission with the idea that the local Peace Corps office and the local A.I.D. Mission would jointly select the person that best fills the job requirements? (Again, if necessary, it may be possible to consider A.I.D. financing for bringing potential candidates down to the country so that they could be interviewed by Peace Corps, A.I.D., and the host country counterpart agency).

2. Peace Corps involvement in the area of higher education

AID/W, in its desire to be responsive to the Bipartisan Commission recommendations in the area of education, is currently exploring with Central American A.I.D. Missions potential areas of involvement for A.I.D. over the coming years in higher education. In addition, under the proposed participant training program, AID/W fully expects that Central America A.I.D. Missions as well as possibly the U.S.I.A. will choose to send Central America University professors to the United States for training. Two questions that come up, in the context of potential A.I.D./Peace Corps collaboration, are the following:

a. Is Peace Corps currently involved in the area of higher education and, if not, would Peace Corps be receptive to the idea of entering into one or more Projects in higher education? (Our understanding is that Peace Corps, in the 1960's, did place a number of volunteers in Latin American universities).

b. If the answer to (a) is positive, what are the possibilities of establishing a program whereby Peace Corps would attract as volunteers individuals who might be interested in spending one, two, or three years in a given country spelling a host country university professor while he/she is off in the U.S. for training? (Ideal candidates would be graduate students with Master's degrees who are working on the Doctorates and would like to have overseas field experience).

ANNEX 3

SUMMARIZATION CHART OF HONDURAS EDUCATION PROGRAM,
ONGOING & PLANNED

	<u>A.I.D. Policy</u>	<u>LAC Regional Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bi-Partisan Commission Recommendations</u>	<u>USAID/Honduras Ongoing Program - Future Program</u>
<u>BASIC EDUCATION</u>	<ol style="list-style-type: none"> 1. Priority given to improvements in efficiency and quality rather than expanding access 2. Increase number of students completing system 3. System expansion (increase in access) only where significant progress made on improving efficiency. 4. Improve access for girls, rural and urban poor 5. Encourage decentralized management, local participation and diversified sponsorship of schools 6. Encourage improvement in educational administration and management of resources 	<ol style="list-style-type: none"> 1. Emphasize support for primary education in regions where lack of education (e.g. less than 50% literacy rates; less than 90% primary enrollments rates) acts as a significant constraint to development. 2. Recommend primary education support in: <ol style="list-style-type: none"> a. Educational administration b. Teacher training c. Material development. 3. Preschool education to be the subject of continuing research. 	<ol style="list-style-type: none"> 1. Targetted and moderate reform directed toward improving efficiency, quality, relevance, and administrative managerial effectiveness 2. First priority is intensive action toward quality improvement 3. Vehicles for quality improvements are: <ol style="list-style-type: none"> a. Improved teacher training b. Provision of up-graded teaching material c. Utilization of modern educational administration d. Infrastructure development in some cases 		<p>A. <u>ONGOING PROGRAM</u></p> <p><u>Rural Primary Education</u> (\$13,850,000 Loan \$ 2,000,000 Grant)</p> <p>Consistent with:</p> <ul style="list-style-type: none"> - AID Policy: 2, 4, 6, 7, 9, 10 - LAC/DR/EST Kissinger Briefing Document: 1, 3a, 3b, 3c, 3d, 6 - Bi-Partisan Commission Recommendations: 3 - LAC Regional Strategy: 1, 2a, 2b, 2c, 4

<u>BASIC EDUCATION</u> (continued)	<u>A.I.D. Policy</u>	<u>LAC Regional Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bi-Partisan Commission Recommendations</u>	<u>USAID/Honduras Ongoing Program - Future Program</u>
	7. Encourage improvements in technical and material support for local initiatives 8. Encourage policy discussions and reform initiatives of other donors 9. Encourage community involvement in establishing and maintaining schools 10. Assist LDC's to examine efficiency of education system as a whole	4. Carefully planned and designed support to analyze & improve administrative, logistical, financial & other support systems - to include data management & other specialized training of administrative & financial management staff. 5. Continue to finance a few carefully designed experimental projects that will improve the state of the art in the instructional applications of modern communication media and other cost-effective mechanisms such as use of paraprofessionals in those areas where distances & geographical isolation	4. Other ideas for quality improvement a. Regional materials center b. Special programs for Central American administrators c. Utilization of mass media and other tested innovations d. Pertinent research on education, including advances in pre-school education.		B. <u>FUTURE PROGRAM:</u> 1. <u>Primary Education Efficiency</u> (\$30,500,000 over a 8 year period starting in FY'85) Consistent with: - A.I.D. Policy: 1, 2, 5, 6, 7, 9, 10 - LAC Regional Strategy: 1, 2a, 2b, 4 5 - LAC/DR/EST Kissinger Briefing Document: 1, 2, 31, 3c, 3d. - Bipartisan Commission Recommendations: 2a, 2b, 2c, 3 4.

<u>VOCATIONAL/ TECHNICAL TRAINING</u>	<u>A.I.D. Policy</u>	<u>LAC Regional Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bi-Partisan Commission Recommendations</u>	<u>USAID/Honduras Ongoing Program - Future Program</u>
	<ol style="list-style-type: none"> 1. For adolescents and adults: vocational education and skills training related to employment and improving productivity 2. Promote involvement and participation of employers in planning and implementing training programs 3. For the formal sector: in-service training with strong and direct role for employers in implementing training programs 4. For the informal sector: nonformal approach with as direct a role as possible for PVO's and local producer's associations 	<ol style="list-style-type: none"> 1. Shift to marked emphasis on skills training and employment generation coupled with targeted human resource development primary thru provision of flexible training opportunities plus focussed outreach activities. 2. Top priority for development of more extensive and effective, skills training arrangements & institutions 3. Specific areas to be supported: <ol style="list-style-type: none"> a. Improving flexibility and capability of selected skills institutions 	<ol style="list-style-type: none"> 1. Expand access to relevant skills training and vocational education in formal and non-formal settings including in-plant training 2. Coordinate training with private sector needs 3. Improve caliber of instruction, primarily by fostering greater involvement of private sector 4. Emphasize expansion of skills training institution supported by payroll tax in close collaboration with private sector 	<ol style="list-style-type: none"> 1. An expanded program of secondary level technical and vocational education. 2. Special need for vocational training in agriculture. 	<p>A. <u>ONGOING PROGRAM:</u></p> <ol style="list-style-type: none"> 1. <u>CADERH</u> (\$975,000 Grant \$1,150,000 ESF local currency) <p>Consistent with:</p> <ul style="list-style-type: none"> - AID Policy: 1, 2, 3, 5, 6, 7 - Kissinger Briefing Document: 2, 3, 5 - Bipartisan Commission Recommendations: 1 - LAC Regional Strategy: 1, 2, 3a, 3b, 3c

<u>VOCATIONAL/ TECHNICAL TRAINING</u>	<u>A.I.D. Policy</u>	<u>LAC Regional Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bi-Partisan Commission Recommendations</u>	<u>USAID/Honduras Ongoing Program - Future Program</u>
	<p>5. Support initiatives of community organizations (including groups of employers) for specific vocational and technical training.</p> <p>6. Encourage flexibility in mechanisms for service delivery</p> <p>7. Encourage service agency approach: intermediate institution provides technical support and expertise but it does not initiate training</p> <p>8. Encourage training for women</p>	<p>establishments to provide job specific training for new workers and to upgrade skills of existing workers.</p> <p>b. Promote greater coordination of skills training activities with the private sector in managing & administering programs & executing in-service skills training activities.</p> <p>c. Encourage adoption & transfer of skills training curricula, instructional materials, training aids & other relevant training technology in countries where needed.</p>	<p>5. Develop programs for private sector participation in setting employment standards, assessment of the labor market, and judging products of training</p> <p>6. No quantitative expansion of installed facilities</p> <p>7. Early introduction of pre-vocational education</p>		<p>2. <u>GEMAH:</u> ((\$800,000 Grant)</p> <p>Consistent with:</p> <p>- AID Policy: 1, 3, 5, 6</p> <p>- LAC/DR/EST Kissinger Briefing Document: 1, 2, 3</p> <p>- LAC Regional Strategy: 1, 2, 3a,</p> <p>B. <u>FUTURE PROGRAM:</u></p> <p>1. <u>Minimum Standards for Technical Education & Cost Recovery</u> ((\$4,000,000 grant over a 5 year period beginning in FY'85)</p> <p>Consistent with:</p> <p>- A.I.D. Policy: 1, 2, 4 6.</p> <p>- LAC Regional Strategy 1, 3a, 3b, 3c</p>

<u>HIGHER EDUCATION</u>	<u>A.I.D. Policy</u>	<u>LAC Regional Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bi-Partisan Commission Recommendations</u>	<u>USAID/Honduras Ongoing Program - Future Program</u>
	Not addressed, except via participant training	<ol style="list-style-type: none"> 1. Institutional support for universities seen as highly costly. 2. Only significant investment in higher education in area of business management & administration. 3. Propose to finance staff training & limited physical plant construction for a few selected institutions in the region to provide high-quality undergraduate and MBA level programs in business administration & related disciplines. 	<ol style="list-style-type: none"> 1. Educational reform at post-secondary but not indicated 2. Concentrate on upgrading administrators and faculty in a few carefully selected institutions 3. Instead of reform, increase participant training, T.A., and exchange programs utilizing host country, U.S. and 3rd country facilities 	<ol style="list-style-type: none"> 1. In close partnership with Central American governments and universities, develop a long term plan to strengthen major universities (focusing on quality improvements) 2. Vehicles: <ol style="list-style-type: none"> a. Technical assistance b. Improvements in libraries & labs c. Recruitment & training of junior faculty & young administrators d. Refresher training and upgrading of existing faculty and administrative staff e. Pairing US and Central American Universities 	<p>A. <u>ONGOING PROGRAM:</u></p> <ol style="list-style-type: none"> 1. <u>San Pedro Sula Private Sector University</u> (\$50,000 Grant) Consistent with: - LAC/DR/EST Kissinger Briefing Document: 2 2. <u>National Autonomous University Grant</u> I. 120,000 in ESF local currency Consistent with: - LAC/DR/EST Kissinger Briefing Document: 2 - Bipartisan Commission Recommendations: 2d

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- LAC/DR/EST
Kissinger Briefing
Document: 1, 2, 3, 7.

- Bipartisan Commission
Recommendations: 1, 2.

2. Skills training & certi-
fication
(a \$7,000,000 grant over
a 5 year period starting
in FY'87)

Consistent with:

- A.I.D. Policy: 1, 2,
3, 5, 6, 7.

- LAC Regional Stra-
tegy: 1, 2, 3a, 3b,
3c.

- LAC/DR/EST Kissinger
Briefing Document: 1,
2, 3, 4, 5, 6,

- Bipartisan Commission
Recommendation: 1

<u>ADULT EDUCATION</u>	<u>A.I.D. Policy</u>	<u>LAC Regional Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bi-Partisan Commission Recommendations</u>	<u>USAID/Honduras Ongoing Program - Future Program</u>
	Not directly addressed: only thru technical training	<ol style="list-style-type: none"> 1. Willingness to support programs directed toward reducing "pockets" of illiteracy, especially among marginal groups. 2. In area of basic education for adults provide support thru other adult-oriented programs in agriculture, health, nutrition, and population planning. 	Not addressed	Creation through the Peace Corps of a Literacy Corps as a remedial effort for adults and children over 10 who have received no schooling at all	<p>A. <u>ONGOING PROGRAM:</u></p> <ol style="list-style-type: none"> 1. <u>Campefino Newspaper</u> (\$1,900,000 ESF Grant) <p>Consistent with:</p> <ul style="list-style-type: none"> - LAC Regional Strategy: 1, 2 <ol style="list-style-type: none"> 2. <u>ESF local currency Support for PLANALFA</u> (\$800,000 equivalent) <p>Consistent with:</p> <ul style="list-style-type: none"> LAC Regional Strategy: 1 <p>B. <u>FUTURE PROGRAM</u></p> <ol style="list-style-type: none"> 1. <u>Adult Education & Literacy:</u> (a \$9,000,000 grant for FY'86 initiation) <p>Consistent with:</p> <ul style="list-style-type: none"> - LAC Regional Strategy: 1

HIGHER EDUCATION
(continued)

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- f. Significant expansion of opportunities for faculty, students, and administrators to visit US
3. Constraints include:
- a. Over-extended facilities.
 - b. Over emphasis on traditional skills at expenses of applied disciplines.
 - c. Poorly trained instructors.
 - d. High attrition rates.
 - e. High politization.
- B. Planned Program:
1. Higher Education
(\$4,500,000 & ESF local currency generations)
- Consistent with:
- LAC/DR/EST Kissinger Briefing Document: 2
 - Bipartisan Commission Recommendations: 1, 2a, 2b, 2c, 2d, 2e, 2f

PARTICIPANT TRAINING
(continued)

<u>A.I.D. Policy</u>	<u>LAC Regional Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bi-Partisan Commission Recommendations</u>	<u>USAID/Honduras Ongoing Program - Future Program</u>
<p>c. Training which could otherwise be accomplished cost-effectively in local training activities.</p> <p>3. Encourage of training opportunities for women</p> <p>4. Training in U.S. to be limited to fields in which training is not available locally, for which U.S. training is cost-effective, or which support other strategic considerations such as exposure of key leaders to U.S. institutions and practices.</p> <p>5. Long-term academic training in U.S. institutions should be concentrated on graduate training.</p> <p>5. In some specialized technical fields a B.A., A.A., or certificate may be appropriate.</p>			<p>c. Mechanisms to encourage graduates to return to their home countries after completing their education.</p> <p>d. Arrangements by which Central American countries bear some of the cost of the program.</p> <p>e. Availability of at least 100 to 200 scholarships to mid-career public service officials and a further 100 for University faculty exchanges.</p>	

PARTICIPANT TRAINING

<u>A.I.D. Policy</u>	<u>LAC Regional Strategy</u>	<u>LAC/DR/EST Kissinger Briefing Documents</u>	<u>Bi-Partisan Commission Recommendations</u>	<u>USAID/Honduras Ongoing Program - Future Program</u>
<ol style="list-style-type: none">1. Participant training to be encouraged for three purposes:<ol style="list-style-type: none">a. Staff development for A.I.D. assisted projectsb. Strengthening of key development institutions.c. Establishment of local training capacities.2. A.I.D. policy does not encourage:<ol style="list-style-type: none">a. General participation training which is not linked to specific developmental objectives.b. Training of teaching faculty in technical fields or disciplines not judged appropriate under A.I.D. guidelines.	<ol style="list-style-type: none">1. Careful targetting of participant training.2. Stresses flexibility to assure top and mid-level resource development in areas not necessarily embraced in the respective sectorial programs, but which can be vital in the developmental process.3. Encouragement of active participation of private sector in administering programs & in sharing costs of some participant training.	Not addressed	<ol style="list-style-type: none">1. A program of 10,000 government sponsored scholarships to bring Central American students to the US2. 5,000 four to six year university scholarships3. 5,000 two to four year vocational technical scholarships.4. Program should involve:<ol style="list-style-type: none">a. Careful targetting to encourage participation by young people from all economic & social classes.b. Maintenance of existing admission standards by providing intensive English and other training as part of the program.	<p>A. <u>ONGOING PROGRAM:</u></p> <p>Consistent with AID Policy and LAC Regional Strategy - all items</p> <p>- <u>LAC Training Initiatives</u></p> <p>- <u>Caribbean Basin Scholarship Program</u></p> <p>B. <u>FUTURE PROGRAM:</u></p> <p>1. <u>CAPS project</u> (\$27,500,000 for Honduras over a 5 year period)</p> <p>Consistent with:</p> <p>- A.I.D. Policy: 1a, 1b, 1c, 3, 4, 6, 9</p> <p>- LAC Regional Strategy: 1, 2</p> <p>- Bipartisan Commission Recommendations: 1, 2, 3, 4a, 4b, 4c, 4d, 4e</p>

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12. Private sector views should be sought and included in the assessments of needs and establishment of priorities.

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7. Non-specialized undergraduate training in U.S. is not encouraged and should be supported only as a limited and interim response for countries which have not yet developed local training capacity at this level.
8. With few exceptions, AID support for academic training in U.S. institutions will be limited to 3 academic years.
9. Local and internal short-term training is encouraged.
10. Provisions for post-training follow-up and professional support.
11. Encourage privately sponsored training.