UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D.C. 20523

HAITI

PROJECT PAPER

INCENTIVES TO IMPROVE BASIC EDUCATION

AID/LAC/P-298

Project Number:521-0190

PDAAH=250

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete) — Amendment Number: _____ — DOCUMENT CODE: 3

2. COUNTRY/ENTITY: Haiti

3. PROJECT NUMBER: 521-0190

4. BUREAU/OFFICE: LAC 05

5. PROJECT TITLE (maximum 40 characters): Incentives to Improve Basic Education

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 08 DD 30 YY 92

7. ESTIMATED DATE OF OBLIGATION (Under "B." below, enter 1, 2, 3, or 4): A. Initial FY 86 B. Quarter 3 C. Final FY 90

8. COSTS ($000 OR EQUIVALENT $1 =)

A. FUNDING SOURCE	FIRST FY 86-87 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(670)	(994)	(1,664)	(5,110)	(9,890)	(15,000)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S. 1.						
Other U.S. 2.						
Host Country					3,844	3,844
Other Donor(s)		45	45		1,703	1,703
TOTALS	670	1,039	1,709	5,110	15,437	20,547

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1. Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
1) EHR	614	680				1,200		15,000	
2)									
3)									
4)									
TOTALS						1,200		15,000	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each): 660 670

11. SECONDARY PURPOSE CODE: 664

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code	PART	PVON	TNG
B. Amount			

13. PROJECT PURPOSE (maximum 480 characters)

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

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

14. SCHEDULED EVALUATIONS: Interim MM 05 YY 89 — Final MM 05 YY 92

15. SOURCE/ORIGIN OF GOODS AND SERVICES: ☐ 000 ☒ 941 ☒ Local ☐ Other (Specify): _____

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

USAID/Haiti Controller Clearance:

I have reviewed and approved the methods of implementation and financing for this PP.

Charles Brocks, Mission Controller

17. APPROVED BY — Signature: Gerald Zarr — Title: Director, USAID/Haiti — Date Signed MM DD YY

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION MM DD YY

PROJECT AUTHORIZATION

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

1. Pursuant to Section 105 of the Foreign Assistant Act of 1961, as amended, I hereby authorize the Incentives to Improve Basic Education project in Haiti involving planned obligations of not to exceed Fifteen Million United States Dollars (U.S. $15,000,000) in grant funds ("Grant") over a six year period from the date of initial obligation, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project.

2. The project ("Project"), designed to improve the quality of private primary schools serving rural and depressed urban areas, consists of the following components: (i) a grant to the consortium of U.S. educational institutions under the AID funded project, "Improving the Efficiency of Education Systems," for financing technical services to initiate Project activities including the selection and training of personnel; the establishment of institutional norms and procedures for undertaking educational research and providing resources to participating primary schools; and financing for pre-primary educational centers; (ii) a grant to an institution for overseeing project implementation following the initial start-up phase; (iii) a grant to the Government of Haiti to strengthen the Ministry of Education's capacity for accreditation, examination, evaluation and applied research needed to support the development of primary education in Haiti; and (iv) personnel costs for monitoring project activities.

3. The Project Agreements, which may be negotiated and executed by the officer to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the following essential terms, together with such other terms and conditions as A.I.D. may deem appropriate:

Source and Origin of Goods and Services

Goods and services financed by A.I.D. under the Grant shall have their source and origin in A.I.D. Geographic Code 941 countries, or in Haiti, except as A.I.D. may otherwise agree in writing.

Gerald Zarr
Mission Director
USAID/Haiti

July 2, 1986
Date

Clearance:

OPVD: PMcDuffie
DRE : BBurnett
CSO : RWebber
CONT: CBrooks
D/DIR:LMorse
RLA : TCarter

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1. RECOMMENDATION AND SUMMARY

1.1 Recommendation

Pursuant to review and approval of the proposed Incentives to Improve Basic Education Project (IIBE) by the USAID/Haiti Project Review Committee, it is recommended that the Mission Director approve the Project described herein for a total cost to AID of $15,000,000 in grant funding over a six year period.

1.2. Summary of Project Rationale

Educational opportunities for the vast majority of Haitians have always been limited. Insufficient school places, inefficiency and poor quality characterize all levels of the education system, but are particularly acute at the primary level. Fewer than 60 percent of school age children are enrolled and there are sharp variations in enrollment rates between urban and rural areas and by socio-economic status. Educational inefficiency is evidenced by high dropout and repetition rates. The recent Haiti Education and Human Resources (EHR) Sector Assessment estimated that an average of 15 student-years are required per primary graduate in rural areas, that nationally, only 31 percent of those who enter primary school actually complete six grades and that the rate is less than one-third that high in rural and depressed urban zones. The poor quality of education results from inadequate learning materials, unqualified teachers and traditionally, a failure of GOH to commit the necessary resources to correct the situation. Serious nutritional deficiencies also play a major role in undermining student achievement.

Over 60 percent of primary and the majority of preprimary enrollments are in the private sector. Sixty-nine percent of schools are private, and the private sector is growing more rapidly than the public sector.

The chief characteristics of the private education sector are its extreme diversity and lack of coordination It consists of both systems of schools and individual schools. These may be run by religious organizations, communities, or individuals on a for-profit basis, although

this last group is largely restricted to urban areas. According to government statistics, in 1982-83, of the 2,241 registered private schools, 1,102 were run by Protestant missions (with local or outside sponsorship), 601 by individuals, 312 by a Catholic diocese, 119 by communities, and 107 by Catholic religious orders. There is at present little coordination among the private school systems and none between the public and private sectors.

The central rationale of the IIBE project is to provide the hitherto disorganized private sector of Haitian primary education with stimulus and support that will enable it to better organize itself and to upgrade educational quality and efficiency in a growing number of private primary schools serving disadvantaged strata of the Haitian population. The project blends an instructional improvement strategy with an institution-building strategy designed to make those improvements relevant and durable. It has been developed in close harmony with the education policies of the other principal actors in the field of education in Haiti, including the donor agencies, the Ministry of Education and the private sector. Organization of private sector education is a condition sine qua non for improved educational planning in Haiti and for the achievement of significant macro-efficiencies in the educational system as a whole. The redundancy, overlap and lack of coordination that presently characterize private education and private sector/public sector relations result in distinctly sub-optimal use of the scarce resources available for Haitian primary schools.

1.3 Summary of Project Description

1.1.1. Purposes

The project has two purposes: (1) to improve quality of instruction, administrative efficiency and equity of access in private primary schools serving rural and depressed urban areas; and (2) to provide the necessary catalyst and support for Haitian private primary education to organize itself on a more coherent basis and to take ongoing responsibility for quality improvement efforts.

1.1.2. Components

Four closely related components are designed to achieve the twin purposes outlined above.

(1) On the basis of a performance contract, the project will provide a significant portion (between 10 and 20 percent) of existing private primary schools in the target areas with a package of pedagogical and material resources over a continuous 4 to 5 year period. These schools will be located in a wide spectrum of existing educational subsystems and geographical regions in order to enhance the spread effects of the new methods and materials introduced. These resources include in-service training for school directors and teachers, performance incentive grants for directors and teachers, textbooks, school equipment, pre-primary programs, building renovation/additions, school feeding programs and seed funds for income generating activities.

(2) Research and development will be carried out with a view to broadening the set of available instructional and financial resources for primary education and improving their effectiveness. This component will focus on four kinds of educational innovation: (a) low-cost learning systems using radio/audio technology and/or programmed instruction; (b) low cost text production systems for composing, editing, printing and disseminating additional reading materials in Creole to support new literates; (c) pre-primary programs as a means of improving child readiness and enhancing retention and learning in primary school and (d) strategies for improved cost recovery and local educational financing.

(3) The project will provide the stimulus, resources and assistance necessary for

représentatives of Haitian private primary schools to take responsibility for organizing, supervising and monitoring these efforts. In both the Protestant and Catholic subsectors, embryonic representative bodies have already emerged and played a vital role in the design of this project. Progress has been slower in the proprietary (lay) subsector because of its unorganized nature and because of the relatively small number of schools in this category which function in the areas targeted by the project. AID will provide most of resources necessary for the establishment and initial operation of Catholic, Protestant and lay sectorial education units, but the subsectors will finance an increasing proportion of their operating expenses beginning in project year 3 from self-generated resources.

(4) The Ministry of Education will be strengthened in its capacity of accreditation, examination, evaluation and applied research needed to support harmonicus development of private education. Consistent with the project's strategy of building on existing institutions and at the strong suggestion of both private and public sector representatives, support will be provided for the establishment of an Office of Private Education with the Ministry of Education which will coordinate, inter alia, the participation of "lay" sector schools in the project.

Together these four components will create the occasion and the mechanims for extending to the private sector the effort to reform basic education initiated in 1979 by the GOH with World Bank support. They will also help institute means for joint public sector/private sector planning and evaluation of educational development in Haiti.

1.1.3 Implementation

The principal grantee for the project will be an U.S. non-profit institution to be chosen by USAID in consultation with the private and public sector counterparts who have participated in the project design.

Project institutions include both a representative policy-making body (Project Advisory Council) and a technical and administrative one (the Technical Services Center). The Advisory Council will be composed of representatives from the Catholic, Protestant and lay sectorial education units, the Ministry of Education, USAID and the grantee. It will be responsible for overseeing the operations of the Technical Services Center and advising USAID and the grantee on project policy. The Technical Services Center will be staffed by expatriate and local hire personnel recruited by the grantee with the approval of the Advisory Board. It will be responsible for organizing all project activities and supervising the production and purchase of needed commodities and services. The TSC will work in close cooperation with the three sectorial education structures and will progressively devolve to them entire responsibility for school support, materials procurement and delivery as well as teacher and director training. At the end of the project, it is expected that the TSC will either cease to exist as a separate entity or that it will be transformed into a private sector (or joint public-private) R&D center with new funding. But given the unpredictability of institutional development, it is possible that additional funding will still be needed for a transitional period.

1.4. Project Preparation and Review

The project was designed over a period of one year in close collaboration with a group of dedicated Haitian educators who joined forces in a Catholic/Protestant Working Group. The unstinting devotion of the following individuals to the cause of improving Haitian primary education is gratefully acknowledged.

Catholic/Protestant Working Group

- Pastor Pauris Jean-Baptiste (Co-Chairman)
- Sister Lesly Ann
- Jean-Claude Cerin
- Maud Fontus
- Marianne Julsaint
- Jonas Georges
- Kenneth Little
- Sandy Turnbull
- Delille Antoine (Co-Chairman)
- Father Yves Jocelyn
- Father Serge Miot
- Father Louis Kebreau
- Father Hubert Constant
- Father Jacques Mesidor
- Sister Marie Raymond

In January 1986, the Working Group invited the following Haitian specialists to form a Technical Committee for the purpose of addressing curriculum and teacher training policy. The work of the named individuals has had and will continue to have an important impact on these key issues both as they relate to Haitian primary education in general and to the project in particular.

- Pastor Pauris Jean Baptiste (Co-Chairman)
- Maud Fontus
- Marianne Julsaint
- Hans Aeberhard
- Phebe Pierre
- Sister Lesly Ann
- Delille Antoine (Co-Chairman)
- Sister Lops
- Sister Fanfan
- Sister Marie Paul
- Brother Hubert
- Father Jean Michel

A special thanks is due to Marie-Claude Laforest of the AID Mission who has produced invaluable minutes of the meetings of both the Working Group and the Technical Committee.

Two additional individuals played a crucial role in helping the Mission launch the dialogue with what became the joint Working Group. They are Rosny Desroches, the former Protestant Coordinator and present Minister of Education, and Father Ivon Joseph, educator and community organizer.

The Human Resource Development Office of AID's Bureau of Science and Technology in Washington furnished critical assistance to the Mission in the conception and technical elaboration of IIBE through its Improving the Efficiency of Education Systems (IEES) Project. The consortium of institutions responsible for implementing the IEES initiative provided consultants and personnel at each step in the development of the IIBE Project, from initial assessment of the education sector in Haiti through preparation of the PID and the PP. The French language and cross-cultural negotiating skills of one consultant, Peter Easton (Florida State University) proved to be vital in the long, collaborative process culminating in this document.

The following USAID personnel served on the Project Paper Committee:

- Linda Morse, D/DIR
- Barry Burnett, DRE
- Robert Gilson, DRE
- James Ahn, CONT
- Gilbert Chenet, ENG
- Ira Lowenthal, RDO
- Giovanni Caprio, OEA
- Barry N. Heyman, OPVD
- Dana D. Fischer, OPVD

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: A (A = Add, C = Change, D = Delete) — Amendment Number: _____ — DOCUMENT CODE: 3

2. COUNTRY/ENTITY: Haiti

3. PROJECT NUMBER: 521-0190

4. BUREAU/OFFICE: LAC / 05

5. PROJECT TITLE (maximum 40 characters): Incentives for Improving Basic Education

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 06 DD 30 YY 92

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A. FUNDING SOURCE	FIRST FY 86-87 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
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TOTALS						1,200		15,000	

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11. SECONDARY PURPOSE CODE: 664

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

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B. Amount			

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14. SCHEDULED EVALUATIONS: Interim MM 05 YY 89 — Final MM 05 YY 92

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

USAID/Haiti Controller Clearance:

I have reviewed and approved the methods of implementation and financing for this PP.

Charles Brooks, Mission Controller

17. APPROVED BY — Signature: Gerald Zarr — Title: Director, USAID/Haiti — Date Signed MM DD YY

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION MM DD YY

AID 1330-4 (8-79)

2. PROJECT BACKGROUND AND RATIONALE

2.1. Project Background

Formal schooling has a long history in Haiti. It was a concern of the earliest leaders of the Republic after the hard-won independence of 1804. In 1816, Alexander Petion laid down the principle of free primary education and oversaw the founding of the first such schools in the country's principal towns.

Over the years, Haitian education produced a small but impressive share of students who would later become writers, historians, professionals of national and international renown. However, thanks in large part to recurrent political turmoil and the severe economic underdevelopment of an island nation boycotted by much of the rest of the world, the educational system developed little breadth and depth during the first 150 years of the nation's existence, and rural education was largely ignored. By 1950, scarcely 10% of school age children in rural areas were in school; twenty years later, in 1970, that proportion had only reached 12%.

Primary enrollments in general began to increase at a greater rate around 1960 (Table 1), and starting in 1970, schools and enrollments in rural areas began to approximate the growth rate of urban areas (Table 2). Most of the recent growth of primary education in rural and depressed urban areas is due to the considerable influx since the early 1970s of philanthropic monies handled by private voluntary organizations. As is evident in Table I, over the period from 1974 to 1983, private school enrollments increased by nearly 150% at the primary level, while those of public schools showed only a 16% increase. The comparison of growth rates in rural areas is even more striking: 123% increase among private schools, as compared to virtual stagnation (+ 3% over nine years) in the public sector. Nationwide in 1983-1984, 32% of private schools were non-religious proprietary or community institutions, whereas 68% were sponsored in one form or another by a church or a mission. In rural and depressed urban areas, the proportion of private schools supported by philanthropic funding is even greater, since poor families are generally

TABLE 1

Primary Enrollments, 1957-58 to 1982-83

Year	Schools	Pupils	Teachers
1957-58		213,000	
1958-59		233,834	
1959-60	1,522	238,304	5,365
1960-61	1,793	231,849	5,533
1961-62	1,616	260,692	5,793
1962-63	1,628	271,779	5,903
1963-64	1,683	264,383	6,260
1964-65	1,947	274,136	6,198
1965-66	1,949	282,847	6,210
1966-67	1,955	283,851	6,460
1967-68	1,968	292,822	6,741
1968-69	1,977	314,073	7,821
1969-70	1,981	315,704	7,770
1970-71	2,191	332,725	7,833
1971-72	2,142	361,237	7,893
1972-73	2,216	387,713	8,074
1973-74	2,418	431,607	10,265
1974-75	2,730	451,140[a]	11,320
1975-76	2,788	487,135	11,816
1976-77	2,798	510,720	12,953
1977-78	2,841	517,723	12,554
1978-79	2,966	528,611	12,751
1979-80	2,996	580,127	13,401
1980-81	3,271	642,391	14,581
1981-82	3,221	658,102	15,113
1982-83	3,241	723,041	16,986

[a]This figure is estimated using the rate of change between 1974 and 1983.

Source: DEN, *Annuaire Statistique, 1981-82* (1983).

TABLE 2

Indices of Growth of Primary School Enrollments by Sector and Location, 1974-83 (percent)

Year	Public			Private			Total
	Urban	Rural	Total	Urban	Rural	Total	
1974	100	100	100	100	100	100	100
1975	105	99	102	108	108	108	105
1976	119	102	111	120	111	116	113
1977	105	109	107	152	118	135	118
1978	100	111	106	162	120	141	120
1979	96	116	106	168	125	146	122
1980	103	117	110	166	173	160	134
1981	103	116	110	187	221	204	149
1982	106	117	112	196	224	210	152
1983	129	103	116	259	223	241	168

Source: DEN, Annuaire Statistique, 1982-83

unable to pay the kind of tuition or fees that would make a school financially profitable. For the most part, however, the philanthropic effort has concentrated on giving minimal support to already existing or recently created schools to enable them to make ends meet and to provide some basic educational services to the population.

The quality of education in these schools remains for the most part very low. Though there is little reliable information on learning achievements of primary school students, indices of poor quality and inefficiency include the following:

Teacher competency: Teaching staff in rural schools typically have minimal levels of prior formal education and little or no teacher training. According to a survey conducted in 1982 by the Ministry of Education, of those rural primary teachers for whom information was available, 18% had a complete primary education or less, 50% had from 7 to 9 years of schooling (junior secondary) and 32% had 10 or more years of schooling, including barely 2.5% having normal school training or another form of teaching degree. In fact, these data probably overestimate average qualifications somewhat, since the smaller and less well endowed rural schools that do not figure in the survey are generally staffed by teachers at the extreme low end of the qualifications distribution.

Supervisory competence: In general, neither school directors nor the PVO staff who oversee school operations are trained educators, though advisors in the larger private school organizations have acquired a great deal of valuable practical experience.

School personnel motivation and turnover: The teaching occupation does not currently enjoy very high status in Haiti, and private primary school teachers and directors receive on the average significantly less than the already low $100-$150/month salaries of their counterparts in the public sector. Though there are numerous cases, particularly in church or mission-affiliated schools, of dedicated individuals who work conscientiously and creatively with scant resources, the very low pay in the private sector has a significant impact on teacher

motivation and is one of the main factors underlying the rapid rate of teacher turnover.

Student readiness and aptitude: Few students are developmentally, physically, psychologically and socially ready to get full benefit from the school experience. Malnourishment is an endemic problem in Haiti, particularly among the infant population in rural areas. In many home environments, there is insufficient food to ensure normal physical growth through the theoretical entry age into primary school and often insufficient stimulus to awaken a child's curiosity and creativity. Students entering grade 1 in rural areas vary in age from 5 to 17 (40% are 10 years old or more), and many walk miles to school with little or no breakfast.

Curriculum: There is no single standard curriculum or even standard set of curriculum objectives for primary education in Haiti at the present time. The system is in the throes of transition between a traditional French-language curriculum, learned by rote, which most Haitian educators find severely deficient in both content and pedagogical approach, and several "reformed" approaches, based to varying degrees on Creole literacy, an active pedagogy and a gradual transition to French, none of which has been universally adopted or adequately worked out. On the strength of experience acquired by private educators and with the financial support of the World Bank, the Government promulgated in the early 1980s an official "Reform," based on Creole literacy, a 4-3-3 year segmentation of basic education, discovery methods of teaching and extensive teacher retraining. The Reform movement was designed to start in the early primary grades and gradually expand all the way through secondary school.

In theory, the Reform was to cover public and private education. As of the 1984-1985 school year, it had nominally (i.e. at least the first grade) reached 69% of public primary schools and 34% of private ones. However, the Reform has run into major implementation problems (discussed more fully elsewhere in Annex G.3) due in part to management shortcomings in the Ministry of Education and in part to parental resistance. Public resistance is rooted largely in a simple fact: parents have not yet seen proof

that children who begin instruction in Creole can acquire French as well and will stand as good a chance of advancing to the secondary level as those who stick with the traditional rote French-language program. As a consequence, the private sector, which must be more responsive to public demand, has been slow to adopt the Government's Reform, though a number of private sector organizations have worked out alternate reformed curricula based on adaptation of the National Pedagogical Insittues's materials or on their own previous experiences.

Instructional materials: Because of the differences in curricula mentioned above, a multiplicity of textbooks are used in primary schools. In rural and depressed urban schools, however, books are very scarce, approximately one book to four students on the average and as few as one to ten in some areas.

School equipment and facilities: School furnishings and equipment in rural and economically depressed urban areas are generally threadbare: a blackboard, an insufficient number of benches, generally without writing surfaces or storage areas and a wobbly table to serve as a teacher's desk. Less that 50 percent of rural school buildings are made of cement or stone construction in less than half the cases. In the preponderantly rural Department of Grand'Anse in 1981, 30% of private primary schools in rural areas were made of mud-plastered thatch, while 21% were simple straw shelters without walls.

The rapid expansion of private primary education in recent years and the disorganized and disparate nature of the private sector have precluded much effort to counteract these weaknesses and to improve the quality of the education provided in the private sector. As a consequence, the system is characterized by a great deal of both internal and external inefficiency. Internally, all indications are that few children learn much or manage to stay in school long enough to have a chance at further education. Nationally, according to data analyzed in the Haiti Education and Human Resrouces (EHR) Sector Assessment, only one third of children enrolling in primary school finish the final grade. In rural areas that ratio is often nearer to one in ten. As for the external efficiency of this type of schooling, the

rote learning acquired in traditional primary schools has little application to the problems of development in the Haitian environment, opens the way to few employment opportunities and does little to promote critical thinking about human problems. At the same time, the private sector in primary education - which accounts for a majority of enrollments - is so disorganized and balkanized into separate subsystems and independent schools that there is no reliable data base on its overall characteristics or on valid indicators of output and efficiency.

Haiti is still a long way from universal primary education (UPE) of any kind. The primary net enrollment ratio for the whole nation was estimated in 1984 to be 56.6%; in rural areas it is under 30%. Primary schooling has been shown worldwide to have potentially large positive effects on agricultural productivity, child and maternal health, population control and political participation, not to speak of its role as a preparation for further academic or vocational training. But available resources are already stretched thin by the current effort to provide education of often questionable quality to less than half of the eligible children in rural areas. Unless ways are found to improve the quality of teaching and learning in the private sector, a significant proportion of these resources will continue to be wasted; unless ways are found to increase the efficiency of the system and lower the unit cost of instruction, it will be very difficult to expand basic education much beyond its present limits and to make progress toward UPE.

What transpires in the private sector of Haitian primary education holds the key to these developments, both because the majority of enrollments (particularly in rural areas) are there and because, though it was the cradle of the reform idea, the private sector has not yet found the means to upgrade quality and efficiency of its operations in a systematic manner. The Government of Haiti is counting on the private sector to absorb most of the increased demand for education and to furnish a type of education adapted to the country's needs, but is not at present able to give the necessary support and guidance. The Incentives for Improving Basic Education (IIBE) project aims to enable the private sector to perform these tasks itself.

2.2 Project Rationale

The central rationale of the IIBE project is to provide the hitherto disorganized private sector of Haitian primary education with stimulus and support that will enable it to better organize itself and to upgrade educational quality and efficiency in a growing number of private primary schools serving disadvantaged strata of the Haitian population. The project blends an instructional improvement strategy with an institution-building strategy designed to make those improvements relevant and durable. It has been developed in close harmony with the education policies of the other principal actors in the field of education in Haiti, including donor agencies, the Ministry of Education (MED) and the private sector.

2.2.1 Relationship to GOH Development Plan

In its most recent official planning exercise, the "Plan Biennal d'Education 1984-1986," the Government of Haiti (GOH) placed major emphasis on education and set the universalization of basic education by the year 2000 as a priority goal. Since the change of regime in February 1986, there are clear indications that the new government intends to maintain these declared priorities and to give them stronger financial, moral and personnel backing than the previous regime was willing to do. Speaking on February 25, 1986, Lieutenant General Henri Namphy, President of the National Government Council, announced by order of priority 25 key areas in which the new government would seek to take socio-economic initiative. Literacy and education were third on this list. The new Minister of Education has likewise unofficially expressed his strong concern for improvement of basic education, and the Ministry is expected to come out with a policy statement on educational reform and educational financing in the near future.

2.2.2. Relationship to USAID/Haiti Action Plan

The IIBE project is a direct reflection of USAID/Haiti's current priorities for development assistance. In its Action Plan for 1986-1987, the Mission has chosen human resource development as one of its three principal foci. The importance of reinforcing the country's basic

education facilities, and in particular those in the private sector, is clearly stated in this policy document. To quote from the Action Plan,

"The foundation of a human resource strategy is basic education -- literacy and numeracy and the expansion of a technical manpower base... Nearly two thirds of Haiti's primary education is managed by the private sector today, and the proportion is increasing... AID's strategy will, therefore, concentrate on bringing about improvements in the private school system..."

The central thrust of the IIBE project is also consistent with the principal recommendations of the Education and Human Resource Sector Assessment conducted at Mission request in the Fall of 1984 by a team of consultants from the centrally-funded educational planning support project, Improving the Efficiency of Educational Systems (IEES). The highest priority recommendation of the sector assessment team was to strengthen basic education, by increasing the availability of instructional materials, teacher training and school feeding programs.

2.2.3. Relationship to AID/W and LAC Education and Human Resource Policy

Illiteracy has been identified as one of the six key development problems to be addressed in A.I.D.'s world-wide development strategy. In the LAC regional strategy statement, literacy is not only viewed as "a prerequisite to economic growth," but "its absence results in a workforce insufficiently skilled to ensure employability."

In most LAC countries, the literacy rate has shown a dramatic rise in the last two decades. Haiti is an exception to this trend and is named specifically in the strategy statement as a country where illiteracy is a major constraint to development. Support for primary education is ranked as a first priority. Such support should include "assistance in educational administration, teacher training and material development, as these activities relate to primary education." In the Bureau's review of the Mission's 1986 CDSS update, support was indicated for assistance to the primary education subsector pending the results of the

education sector assessment then being planned. The Bureau subsequently received the assessment results and reviewed and approved the PID for USAID/Haiti's proposed new initiative in support of basic education.

2.2.4. Relationship to Other Donor Activity

2.2.4.1. Official bilateral and multilateral aid

The present national literacy rate of approximately 20% -- and 10% in rural areas -- is, in large part, the result of a combined public and private education system which can accomodate less than half of the school age population. Mission education policy seeks to change this situation. But, because USAID is a late arrival on the education scene, coordination with the GOH, other donors and the PVOs operating basic education programs is essential and is an integral part of the Mission's strategy.

The World Bank and, to a far lesser extent, UNICEF have been the two major donors supporting basic education, largely in the public sector. The Interamerican Development Bank (IDB) is presently launching with the GOH a major public primary school construction project that will also include instructional material supply and teacher training support for public and some private schools. Mission support to the private sector is designed to complement donor efforts in the public sector and has received the strong endorsement of all three organizations mentioned. There has been particularly close collaboration with World Bank representatives in the design of the IIBE project. Indeed, the frequency and quality of the interchange between the Mission and World Bank has been of such a nature as to have long since surpassed what is commonly understood by the term "donor collaboration" The USAID project is regarded by both banks as the most promising vehicle for reaching private sector schools.

Two other donors interested, but less heavily involved, in primary education support have been consulted during the project design process, and groundwork has been laid for further collaboration. The French Fonds d'Aide et de Cooperation (FAC) provides technical assistance and material support for the Institut Pedagogique National (National

Pedagogical Institute or IPN), which is the unit of the Ministry of Education most responsible for devising and implementing the Reform curriculum. FAC representatives have indicated their interest in promoting collaboration between the IPN and the research and development activities to be carried out under the IIBE project. The Canadian International Development Agency (CIDA) deals principally with vocational-technical and management education, but it has in the past been involved in support for educational planning at the Haitian Ministry of Education and provides scholarships for Haitians needing to do advanced study in the areas of educational planning and research. CIDA representatives have been thoroughly apprised of the evolving design of the IIBE project and have expressed an interest in helping to provide whatever additional support for educational planning and organization these enlarged activities in the private sector will demand of the Ministry of Educaton. Some scholarships for Haitians involved with the IIBE project who need further francophone training in educational management, planning or technology may also be available through CIDA funds.

2.2.4.2. PVO assistance

More than fifty PVOs operating in Haiti are involved with primary education. Some of them operate large and well-organized private school systems which play an important role in the delivery of private education, especially to rural and depressed urban areas. Almost all are funded independently of each other, so that there is little impetus for coordination from the outside. Donated funds go principally to pay capital and recurrent costs of sponsored schools, so there is little available for school improvement, evaluation and research. The IIBE project constitutes a first important means of coordinating private sector efforts in education, providing the technical back-up and research, planning and evaluation facilities that private sector organizations need in order to make a joint effort at improving the quality of education and efficiency of administration in their rural and depressed urban schools. The willingness of private sector educators to assume an active and time consuming role in the development of the project over a 12-month period suggests the value they attach to the Mission's intervention.

3. DETAILED PROJECT DESCRIPTION

3.1. Program Goal

The program goal of the IIBE project is to promote Haitian economic development and popular participation in development activities by strengthening of the country's human resource base (see Annex B, Logframe Matrix)

3.2. Project Purpose

The project has two purposes: (1) to improve quality of instruction, administrative efficiency and equity of access in private primary schools serving rural and depressed urban areas; and (2) to provide the necessary catalyst and support for Haitian private primary education to organize itself on a more coherent basis and to take ongoing responsibility for quality improvement efforts.

The project will serve to increase access to basic education to the degree that improvements in quality of instruction and efficiency of administration among schools currently serving disadvantaged strata of the population enable the children of these groups to remain in school longer and to acquire more learning and other educational benefits than is presently the case. The lessons learned and the models generated in upgrading the quality of education in the course of this project will provide a solid basis for further quantitative extensions of the basic education system in subsequent phases. However, expansion of schooling and of access is not a primary purpose of the current phase of Mission investment in basic education and will be undertaken only to the extent that quality and efficiency improvements make it feasible and justified.

3.3. End-of-Project Conditions

The project will improve the quality and efficiency of private primary education in Haiti by achieving the following end-of-project conditions:

a. Reformed or approved alternate curricula are being applied in 300 participating private schools.

b. Decrease in student attrition and repetition rates for 60,000 primary school students.

c. Demonstrably higher levels of student competence attained by 60,000 primary school students.

d. Decrease in teacher turnover and absenteism in these same schools.

e. Alternate primary school reform curricula identified and supporting textbooks produced, disseminated and being applied in participating schools.

f. Studies of local school organization and funding completed and best practices identified and incorporated into curriculum for in-service teacher and director training.

g. Preprimary programs evaluated and methodologies that improve child readiness in a cost-effective manner identified and disseminated.

h. Applicability of alternate educational technologies (radio education, programmed teaching/learning, audio supports for language instruction) evaluated and decision reached on designing a project for wider development and diffusion.

The project will help the private sector of Haitian primary education to organize itself for ongoing and systematic support of school improvement by achieving the following end-of-project conditions:

a. Representatitive bodies created in the Catholic, Protestant and lay subsectors and are coordinating and regulating educational improvement efforts.

b. Sectoral Service Centers operating in the three subsectors to give technical support to education improvement efforts.

c. Sectoral Service Centers attain 50% self-financing of operating costs.

d. Private Education Office functioning within the Ministry of Education to handle organization of lay sector schools participating in the project and to coordinate joint public sector - private sector activities in the areas of examinations; design, setting curriculum standards and teacher certification.

e. Primary school leaving examinations for the public and private sector entities involved in the project.

f. Procedures devised, tested and in operation for evaluating and approving alternate curricula meeting the general objectives of the Educational Reform.

3.4. Project Components

The IIBE project will have four closely related components designed to achieve its twin purposes of improving quality of instruction in private primary schools and enhancing the organizational capacity of the private sector to sustain the educational improvement effort. As a means of improving quality of instruction and efficiency of administration in private primary schools, the project will

a. Provide a significant proportion (between 10 and 20%) of existing private primary schools in rural and depressed urban areas with a package of key pedagogical and material resources over a continuous 4 to 5-year period. These schools will be located in a wide spectrum of existing educational subsystems and geographical regions in order to enhance the spread effects of the project.

b. Undertake research and development aimed at broadening the set of available instructional and material resources, improving their effectiveness and increasing the local financial capacity of participating private schools.

As a means of enhancing the capacity of the private sector to sustain these educational improvement efforts on a ongoing basis, the project will -

a. Provide the stimulus, resources and assistance necessary for representatives of Haitian private primary schools to take responsibility for organizing, supervising and monitoring these efforts.

b. Strengthen the Ministry of Education's capacity to perform the system-wide and essentially public functions of accreditation, examination, evaluation and applied research needed to support harmonious development of private education.

3.4.1. First Component: Support for Existing Private Primary Schools

3.2.4.1. Background and justification

There is at present no very exact census or reliable data base concerning private primary schools. The MEN estimated their number at 2,266 for the 1983-1984 school year; and this number has been increasing at an average rate of 4.3% per year over the last ten years (as opposed to an average rate of growth of 1.2% in the public sector).

The IIBE project cannot reach all private schools, or even all those (between 75 and 80% of the total, or 1800 schools) serving the population of rural and economically depressed urban areas. Given the severe needs of private primary education described above, spreading resources this thinly would result in imperceptible and probably evanescent impact on participating schools. Support must be substantial enough to help the school meet minimum pedagogical and organizational needs and long-standing

enough for these inputs to have a perceptible effect and for the school to begin finding ways to generate essential resources on an ongoing basis. At the same time, it is important to assist a large enough proportion of private sector schools to have a positive impact on the educational system and to contribute to the accomplishment of the project's institutional goals; and it is desirable to keep that support at a level and design it in a manner that makes feasible larger scale application of the best methods devised.

In consideration of these multiple criteria, the project will provide critical material and training inputs over a continuous four to five year period to private primary schools enrolling 60,000 students -- or approximately 15% of current total private school enrollment in rural and economically depressed urban areas. This will amount to the equivalent of 300 schools enrolling 200 students each. The value of resources to be provided to each school will be set as a function of the school's enrollment and will amount to $25 per enrolled student per year (or about 20-50% of existing recurrent costs). The proposed phasing of this support is presented in Table 3. Since school enrollments vary (and in many rural areas do not reach 200 students), the actual number of schools to be supported each year will depend on the characteristics of the schools selected.

The level of AID financial support will diminish starting with the third year of school involvement in the project as schools develop new resources and/or achieve savings through improved efficiency of administration. The third cohort of schools will receive only four years of funding under the present project. This apparent disadvantage will be more than offset, however, by two other factors: first, project management will have acquired sufficient experience by Project Year 3 to ensure the same level of support to these schools in the space of four years that the earlier cohorts will receive in the space of five. Second, the possibility that a follow-on project will be developed for an additional 10 years at the termination of the present effort means that schools in the last cohort may benefit from assistance over and above the resource support budgeted here.

TABLE 3: PROPOSED PHASING OF PRIVATE PRIMARY SCHOOL SUPPORT IN IIBE PROJECT

		PROJECT YEAR					
		1	2	3	4	5	6
First cohort	Students	5000	5000	5000	5000	5000	
	Schools*	25	25	25	25	25	
Second cohort	Students		25000	25000	25000	25000	25000
	Schools*		125	125	125	125	125
Third cohort	Students			30000	30000	30000	30000
	Schools*			150	150	150	150
TOTAL	Students	5000	30000	60000	60000	60000	55000
	Schools*	25	150	300	300	300	275

* Number of schools based on 200 students per school. Actual number may be higher in certain years due to average enrollments below 200.

Resources equivalent to $25/enrollee/year over a four to five year period represent an increase of between 25 and 50% in what targeted schools are presently able to devote to their students, if one judges by unit cost data developed in the Haiti Education and Human Resource Sector Assessment. An analysis of the cost of key instructional resources and of the rate at which they can be assimilated at the school level presented in the following section, and developed in greater detail in Annex F.2, demonstrates why this is an appropriate level of aid and an appropriate timeframe. Since much of the assistance proposed (in-service teacher and school director training, basic instructional equipment, etc.) is in the nature of critical small investments designed to raise quality of instruction and administrative efficiency, a several year period is required for the school to assimilate the new inputs and readjust its mode of operation to the new methods that they entail. Though recurrent costs (analyzed more fully in Annex F.2) are restricted and the major effort required of participating schools consists more of better directed human effort than of additional cash expenses, it is very important that the school begin to make these efforts on its own and take over prime responsbility for directing the instructional improvement effort within a forseeable time horizon. Four to five years represents a period long enough to carry out the necessary investments but short enough to avoid structural dependance on project support.

Besides constituting an appreciable portion of private sector primary education, these schools will be chosen in such a way as to

- o maximize the spread effects of the improved teaching and school administration practices introduced; and

- o furnish project management and the participating institutions with a better understanding of the dynamics of basic education in the most disadvantaged regions of the country.

By developing pedagogical and material supports which allow low-resource schools to improve quality of instruction and efficiency of operations, the project will furnish

examples that relatively better endowed schools can follow without the same level of additional outside support.

3.2.4.2. Proposed strategy

(a) Choice of schools

Selection of schools is a critical element in project planning and requires that careful account be taken of the structure and composition of the private sector. Private schools are extremely varied in size, location, clientele and quality. At one extreme are some of the best schools in the country, virtually all located in prosperous urban neighborhoods. These are not a direct concern of the IIBE project. At the other extreme are two other categories of schools that fall largely outside the purview of the project as well:

- o "Borlette" or "maitre" schools established by unqualified teachers - often young people with scarcely a primary certificate - to absorb some of the excess demand for education. These schools generally offer only a few grades and appear and disappear rather rapidly on the fringes of the educational system.

- o Schools which in fact function principally as day-care facilities or child feeding centers. The influx of school feeding programs into an environment of food scarcity and undernourishment has created a supplementary demand for schooling and led to the creation of an undetermined number of "non-schools," institutions with nominal teachers and enrollment but which serve primarily as welfare centers for the children (and occasionally the directors) and are not centrally concerned with the learning process.

In the latter two cases, the basis for a quality improvement effort does not yet exist.

The remaining private primary schools in rural and depressed urban areas are divided into three subsectors, each one including more than one variety of school:

The Catholic sector which accounts for roughly 20% of the total number of schools and 25-30% of enrollments comprises two sub-varieties:

- o "Ecoles presbyterales", established and run by Catholic parishes under the responsibility of the local priest, represent the largest number of rural schools in this subsector (including "ecoles de chapelle" directed by local Catholic laity in small rural locations);

- o "Ecoles congreganistes" established and run by members of one of the several religious orders operating in Haiti (Salesians, Oblates, Sisters of the Holy Cross, etc.) are distinctly less numerous, though generally larger. Some "ecoles congreganistes" are classified in the public sector, because their staff is salaried by the government, though these subsidies have been sharply reduced in recent years.

The Protestant sector accounts for roughly 50% of private schools in target areas and 45% of enrollments. It is divided among more than 50 different mission and supporting groups, from large ones like the Methodists and the Baptists which have several hundred schools each, to small groups consisting of only a handful. Three different categories - not always clearly demarcated one from another - may be distinguished:

- o Schools founded by an established Haitian Protestant denomination.

- o Schools founded or funded by a foreign based Protestant mission.

- o Schools founded or funded by an enterprising local clergyperson, sometimes as an offshoot or splinter group from a preexisting mission.

Some of the latter category are virtually proprietary schools, inasmuch as they are operated as profit-making institutions.

The lay sector accounts for about 30% of all private schools in rural and depressed urban areas and approximately 25% of enrollments. It includes two principal sub-types:

- o Proprietary schools run by individual owners on a for-profit or break-even basis.
- o Community (rural) or communal (urban) schools established by the collectivity itself.

Only a relatively small minority of these schools presently offer kindergarten (class enfantine) plus all six primary grades. (Table 4). They are in fact haphazardly arranged into feeder networks. Schools containing only the lower grades are the most numerous. The minority of their students who are able to continue their studies beyond the 3rd or 4th year of primary school must generally switch to a larger school offering upper primary studies.

In order to maximize impact on the educational system, a roughly stratified sample of schools covering all of the categories listed above will be selected for participation in the project. Counterpart institutions within each of the three primary subsectors, described more fully in section 3.4.3 of this chapter and in chapter 4, will be responsible for jointly defining the criteria that schools must meet and then for picking schools and presenting candidacies from within their particular subsector. The quota of 300 schools (or 60,000 students) will be allocated among the three subsectors by the Project Advisory Council as equitably as possible, in a manner which reflects

(1) the current number of schools in each subsector which service the target population and their enrollments;

(2) the level of resources currently available in each subsector; and

(3) the demographic breakdown of the Haitian population by religious affiliation.

The exact criteria and conditions of participation remain to be determined and will be defined before Project Year 1 by the Project Advisory Council, but the following points will be carefully taken into consideration in establishing these norms:*

(1) Preference will be given to schools serving rural and economically depressed urban localities. The breakdown between rural and urban schools will approximate the relative proportions of the population in these two areas: 80% rural, 20% urban. The demarcation between rural and urban localities will be established in the same manner currently used by the Haitian Statistical Institute, which defines as urban centers communities of more than 5000 inhabitants plus county ("commune") seats.

(2) Participating schools must have been in existence for long enough prior to the beginning of IIBE support to have demonstrated serious educative intent.

(3) Directors must have a level of formal education equivalent at least to three years of high school; teachers' formal training must be at least equivalent to the full primary school certificate.

(4) Schools must be willing to adopt improved curricula and pedagogical methods based on Creole literacy and active student involvement, but also ensuring sufficient mastery of French to qualify those who complete the course to continue their education in currently available secondary schools.

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* Because of the importance of total agreement on school selection criteria to good working relations between the Protestant and Catholic associations involved in the project, final decision on these points must await further meetings of the Project Advisory Board, on which representatives from both sectors sit.

TABLE 4

HIGHEST GRADE OFFERED BY PRIMARY SCHOOLS
IN THE THREE SOUTHERN DEPARTMENTS IN 1982
(Source: MEN, Carte Scolaire, 1983)

Highest Grade Offered	Urban		Rural		TOTAL	
	Nb.	Pct.	Nb.	Pct.	Nb.	Pct.
Kindergarten	11	45	82	8	93	7
1st Grade	27	11	171	16	198	15
2nd Grade	39	16	255	23	29	22
3rd Grade	35	14	223	21	258	19
4th Grade	22	9	147	14	169	13
5th Grade	30	12	82	8	112	8
6th Grade	81	33	126	12	207	16
TOTAL	245	100	1,086	100	1,331	100

(5) Support will be contingent upon non-discriminatory practices with respect to school admissions, school administration, treatment of students and awarding of grades and diplomas.

(6) Schools and their sponsors must agree to sign a performance contract (described more fully below) stipulating the objectives that they intend to attain in the realm of quality improvement and increased efficiency of administration.

(7) Schools must agree to begin taking over recurrent expenses associated with project support in year 3 of their involvement and to assume all recurrent charges at the end of the project. A number of aspects of project methodology, including experimentation with income generating activities within parent-teachers' associations or the support of communities to schools, are designed to help schools bolster their financial resources in order to meet these exigencies of the project contract.

(8) School locations should be chosen by the different subsectoral associations in such a way as not to be directly competitive with existing schools in the locality and with a primary concern for jointly achieving better coverage of the school age population in each geographical area.

The school location criterion is a particularly important one and involves taking account of two critical considerations: the relative merits of concentration and dispersion of effort; and the existing "feeder" structure of the private school system.

Concentration versus dispersion: The IIBE project will give support to schools in all nine departments of the country in order to acquire experience with the problems of private primary education throughout Haiti and to enable the private sector associations to promote affiliation of all major private school subsystems -- a number of which are regionally specific -- with the new organizational structures. This latter consideration is of particular

concern to the private sector representatives who participated in project design. Their chances of founding strong national associations that will have a significant voice in educational planning and will be able to carry on the educational improvement effort after the end of the LOP are in some measure dependent on their ability to actively involve the majority of the constituent organizations in each subsector in their work. If, for example, the project had elected to support schools in only four of the nine Departments of Haiti, as many as half of the potential members of a Protestant Educational Association would have had little initial motivation to affiliate.

At the same time it is recognized that regional concentration has certain virtues and that the subsector organization of primary education which is characteristic of Haiti and will be reflected in this project has at least one important disadvantage: when schools are chosen and approached solely through the vertical structures of the subsystems to which they belong, the opportunity to address the problems posed be intensifying the degree of "coverage" of the population in any given geographical area is forfeited. Under these circumstances, one is much less likely to understand which social groups are and are not deriving benefits from education; how the distribution of schooling relates to topography and to existing patterns of social and economic activity; what would need to be done locally to ensure better coverage of the population; and how the different types of schools in a given zone might cooperate to achieve this end.

Consequently, project design stipulates that each of the subsectoral organizations (Protestant, Catholic and lay) shall select at least 10% of its quota of schools in each of two microzones of geographic concentration: the arrondissement and school district of Hinche in the central Plateau (Departement du Centre) and the arrondissement and school district of Cavaillon in the Cayes watershed (Departement du Sud). This will provide for intensive coverage (30-40 private schools per school district or nearly 80% of the total) in these two areas.

The two named localities represent areas where important agricultural development and income-generating

activities either have been or will soon be undertaken by USAID, the GOH and other foreign and domestic donors. They offer, therefore, an opportunity to investigate the external efficiency of improved primary education -- that is, the uses to which increased acquisition of knowledge can be put in rural development -- as well as possible means for increasing community funding of schooling.

"Feeder" structure of the private school system: As mentioned in section 3.2.4.2 above and illustrated in Table 4, many private schools are small and only include the first few grades. Though the internal composition and dynamics of private sector primary education are still poorly documented and understood, it is evident that the more numerous lower-grade schools currently function as feeders for the larger institutions offering upper primary instruction. The decision about whether and how to help given schools will therefore be based not simply on the apparent needs of the individual school but on the nature and dynamics of the "cluster" of which it is a part.

(b) Performance contracts

Resources will be furnished to participating schools on the basis of a performance contract in which the following conditions will be stipulated:

(1) The criteria of eligibility (cf. those suggested above).

(2) The technical and material support to be provided to the school and a delivery schedule.

(3) The means of internal monitoring and accountability to be instituted.

(4) The tangible improvements in quality of instruction and administrative efficiency that the school proposes to achieve.

(5) The indicators by which these achievements will be measured.

(6) The methods of evaluation to be employed and the intervals at which evaluation will be carried out.

Providing that the project has honored its side of the contract by furnishing the agreed-upon inputs in a timely manner, participating schools will be expected to meet their performance objectives, and support will be discontinued to those falling significantly below the mark. (What constitutes a significant shortfall and how these aspects of performance will be monitored and evaluated is discussed further on in part (d) of this section.) Every effort will be made to set realistic and worthwhile performance objectives. Project management and the cooperating host country institutions will be responsible for working out an appropriate, clear and reasonable set of regulations governing performance contracting with schools.

The justification for the performance contract approach stems from the nature of private education in Haiti. One of the fundamental characteristics of the private sector in Haitian primary education is its variability. Though most schools are very undersupplied in absolute terms, some have relatively more of one type of resource than of another. A second characteristic is the presence of people within the various subsystems of the private sector (Baptists, Methodists, Salesian Fathers, etc.) who have acquired considerable experience in administering education programs under the difficult conditions of remote rural and economically depressed urban areas as well as a fairly clear sense of the currently available inputs that make the most difference in improving learning outcomes and administrative effectiveness.

Given these conditions, it would be unwise to try to define a priori a single input or set of inputs to be provided to all participating schools. The nature of a performance contract, the variability in school conditions, the acquired experience of those who work with education in Haiti plus AID's relative lack of experience in (and therefore lack of prima facie credibility with) francophone formal education systems in the developing world all suggest that a more open stance should be adopted. During project design, extensive consultations were therefore held with educators already working in the various subsystems of the

private sector in order to determine the kinds of resources most likely to be needed by candidate schools and the threshold level of inputs required to achieve significant improvements in performance. On this basis, a list or "menu" of twelve types of available inputs was designed. The twelve include in-service director training, improved instructional materials, in-service teacher training, performance incentive grants for directors and teachers, basic school supplies, school equipment and furniture, funds for needed school repairs, school feeding programs, support for preprimary programs and monies for income-generating activities. A fuller description and justification of these inputs is presented in the following sections.

The general level of support for each school that appears to be both practicable and sufficient to promote significant educational improvement is $25 per enrolled student per year for a four to five year period, or $5000 per year for a school with an enrollment of 200 students. The calculations upon which this estimate of need is based have been worked out in consultation with private sector educators and are presented in Annex F-2. An illustrative school budget showing the costs and phasing of needed inputs is presented in Table 5 of Annex F-2. This example and the analysis in Annex F.2 make it evident that schools will not be able to acquire the whole list of inputs. Rather, in applying for project support and drawing up the performance contract, schools will be expected to specify, within the budgetary limits set by the ceiling value of the grant, the particular "package" of resources that they most need as well as the performance objectives that they propose to accomplish with this support. They will be assisted in this process by the subsystem officials sponsoring their candidacy as well as by staff of the Sectoral Education Service Centers. In so doing, they will in effect be engaging in a simple, instructive and highly practical "cost-effectiveness" exercise.

Additional funding will be provided to a minority of schools at the discretion of the sectoral education councils and the Technical Service Center in one or both of the following special situations:

(1) Matching funds for school construction in the case of schools where existing facilities have been seriously damaged or are totally inadequate for the environment (e.g., schools with thatched roofs in areas experiencing frequent or heavy rainfall) or for the school's current enrollment. A few schools that need to accommodate enlarged cohorts in the upper grades because of decreased drop-out achieved in their lower grades or in those of their feeder schools may also be assisted to add classrooms. These decisions will be made on a case by case basis. Construction of additional classrooms will be undertaken in no more than 10% of participating schools at a maximum.

(2) Investment and equipment expenses of schools which desire to establish preprimary programs and which meet all other criteria established by the Community Integrated Nutrition and Education Center (CINEC) office, the AID-supported and Ministry of Education-approved preprimary program. (Further details on the strategy of preprimary programming associated with the IIBE project and the types of CINEC interventions that will be available is contained in part (c) of this section and in Annex G.4).

Resources provided to each school will in most cases include both instructional supports and economic assistance designed to put the school on a more solid financial footing and enable it to generate revenues without major across-the-board tuition charges that would discriminate against poorer students.

(c) Menu of resources

The menu of school support will initially include the twelve types of resources listed below. This menu is not fixed once and for all. At least two factors may lead to adjustments in the composition of the menu in the course of project implementation. First, formative evaluation may provide relevant information on which inputs are the most and least cost-effective, or which resources not originally

identified need to be included. Second, the research and development activities described in the next section may engender new inputs to be offered to schools. Each of the initial inputs is briefly described and justified in the rest of this section. Further details may be found in Annex F.1, Technical Analysis.

(1) In-service Director Training

The IIBE project considers the school as the unit at the local level which must take charge of the effort to improve quality of instruction and efficiency of operation. The school director is the key local actor in this effort, because he or she must assume a role as pedagogical manager and activities coordinator. Short-term training sessions for directors of all participating schools in school administration, instructional management, monitoring and evaluation will therefore be a first obligatory part of the package of resource selected by each participating school. This training will include an initial two-month session conducted during the summer preceding the school's first year of project participation, followed by at least two one-week refresher sessions in the course of the project.

(2) Improved instructional materials

A second resource made available by the project will be a complete supply of primary school textbooks to be kept by the school and rented at nominal fees to students or loaned against a security deposit. The school may choose among four or five approved series of textbooks - either the official Reform materials prepared by the IPN or one of several other sets of materials prepared by private organizations in Haiti which impart Creole and French literacy, achieve Reform objectives and have been sanctioned by the Project Advisory Council.

(3) In-service teacher training

In-service training courses covering the use of the new textbooks, improved classroom management techniques and teaching methods will be offered each summer through existing teacher training institutes in Haiti. The project

will fund the participation (tuition, room and board, stipend, manuals) of teachers from participating schools which decide to utilize this resource.

(4) Performance incentive grants for directors and teachers

The low level of teachers' and directors' salaries is widely considered to be one of the principal impediments to quality improvement in primary education. Salaries in the targeted portion of the private sector range from $30 to $90 a month, compared to $100 to $150 in public schools. At low salary levels, it is difficult to recruit and keep teachers with a strong formal educational background. Moreover, if there is no salary increment in view, teachers whose skills have been upgraded by in-service training may seek employment elsewhere, in which case the training investment is lost to the school and to the project.

The IIBE project cannot pay the salaries of teachers and directors in participating private schools on an ongoing basis. It will, however, offer performance incentive grants to directors and teachers who successfully complete in-service training and continue to serve in the same school in a manner that reflects the fruits of their training. The grants will be of a standard amount, roughly equivalent to one year's salary for a private primary school teacher in a medium salary range, and will be paid in three installments at a time and in a manner to be determined by the Project Advisory Council. In the meantime, and via the other economic supports and seed monies provided by the project, the school will develop the financial capacity to raise salaries sufficiently to prolong the incentive effect. In any and all cases, the performance incentive grant mechanism is designed to ensure two to four years of improved performance in sponsored schools and a permanent upgrading for the overall teaching workforce.

(5) School supplies

Basic school supplies (notebooks, pencils, rulers, erasers) in sufficient quantity to meet the needs of all students will be supplied to schools that elect this form of material support.

(6) School equipment

Student desks, teacher desks, simple cabinets for school supplies and blackboards all can be produced in Haiti and usually in the regional locale. The project will make arrangement for furnishing such material to schools that list these among their priority needs.

(7) Instructional aids

Simple additional didactic and instructional materials for classroom use will be made available for schools interested in this kind of resource. Instructional aids include maps, charts, a world globe, a small library of suitable simple and illustrated reading material in Creole and French, and subscription to publications.

(8) Preprimary programs

In rural and depressed urban areas of Haiti, the school environment is radically different from the home environment, and the demands made upon children are quite unfamiliar to them. Furthermore, malnutrition is widespread enough so that many children are already behind norms of both mental and physical development by the time they arrive in first grade. For children to get full value from schooling and for primary education to be truly cost-effective, there is a need to ensure that the child enters school better prepared both mentally and physically than is generally the case at present.

To accomplish this goal, several kinds of preprimary programs have been instituted in Haiti. A majority of primary schools have a "classe enfantine": a one- or two-year preschool grade which serves as a child-care facility and a place where children can get used to the school environment. Little more is done in these programs, however, than to sit children down and accustom them to periods of attention and a few exercises and songs. Two donor-sponsored preprimary projects -- a UNICEF program called "Timoun Byen Vini" and the Community Integrated Nutrition and Education Center (CINEC) project initiated by

CARE -- have come into being in the last few years. They place an emphasis on both proper nutrition and intellectual and social stimulation to prepare children for primary school. In the CINEC program, which has been selected by the Ministry of Education as the form of preprimary education to be disseminated as part and parcel of the Educational Reform, children are reached first through an outreach program of nutrition and health check-ups from ages one to five, then enter an intern program of one year during which they receive more intensive stimulation, instruction and nutritional support by daily attendance at the preschool center, attached to the local primary school. Evaluations of CINEC, though not conclusive, give some evidence that children who undergo this program are stronger and healthier than control groups, advance more quickly in primary school and learn more rapidly. However, the investment costs of the form of preprimary programming so far developed by CINEC are currently well above what most private schools expected to participate in the IIBE project can easily finance out of their grants, and the recurrent costs are too heavy for all but the best endowed schools in the group to absorb.

Consequently, in the course of the IIBE project, CINEC will develop on an experimental basis two less costly versions of preprimary education which are more thoroughly described in Annex G.4: Model A, or a slightly improved form of current "classe enfantine" practice involving few additional investment and recurrent costs; and Model B, or "pre-CINEC," which is intermediary between this first level of preprimary effort and the full CINEC approach (referred to as Model C). A limited number of participating private schools will be separately funded to create Model A, B and C centers on an experimental basis according to a procedure described in Annex G.4 in order to provide a basis for more detailed research into preprimary education in Haiti and in particular into its costs and cost-effectiveness. Other schools (up to a ceiling number of 60) may elect to establish Model A, B or C centers with the resources allocated them by the project.

(9) School feeding programs

Among children in primary schools, malnutrition is currently a serious impediment to mental development and

school performance. A survey conducted under USAID contract in 1982 found that 20 to 24% of school children aged 9-11 showed signs of acute malnutrition. These rates are higher yet in rural and depressed urban areas. A 1984 survey on the island of La Gonave, which is entirely rural, set the incidence of acute malnutrition among school children at 34%. Even those children not so afflicted generally come to school with little or no breakfast, and their powers of concentration are seriously impaired by hunger and weakness.

To address this problem, a school feeding program sponsored jointly by the Haitian government and foreign (principally USAID) assistance has been in operation for many years. By 1986, it had reached around 65% of all primary school students. The commodities provided to schools enable them to serve children a lunch of fortified milk and grains which both improves their general nutritional level and bolsters their immediate attention span and learning capacity.

Private schools participating in the IIBE project that are not already benefiting (or are only partially benefiting) from a school feeding program may select this as one of the inputs needed to improve educational performance. The commodities will be distributed to the schools and their use supervised by one of the four PVOs currently responsible for the administration of the school feeding program. Funds to construct and furnish kitchen facilities and a depot to stock the food are part of this menu item.

(10) Matching funds for school construction and renovation

The IIBE project is designed principally to support improvements in the quality and efficiency of existing primary schools and not to underwrite a major expansion effort. For that reason, no major outlays for new school construction are planned. However, there are cases in both rural and depressed urban areas where the dilapidated state or small size of existing facilities is a critical constraint on improvements in quality of instruction and administrative efficiency. For example, when schools must suspend classes during rains because of inadequate roofing or where sixty to eighty children are crammed into a

classroom designed for twenty, it is difficult to conceive of significantly improved performance without addressing these physical handicaps. Consequently, as one option the project will provide funds on a match-grant basis to schools that desire to make infrastructural improvements and present a coherent justification and plan of action for this undertaking. This aid will be furnished by one of the following two mechanisms:

(a) In the case of schools belonging to organized subsystems (Sisters of Holy Cross, Methodists, Salvation Army) that have already acquired experience in local school construction, the job will be subcontracted to subsystem officials. As one example, the Baptist Mission of Haiti has already supervised the construction of more than 75 schools in rural areas.

(b) In the case of unaffiliated schools or those belonging to subsystems lacking experience in local school construction, the job will be subcontracted to a Haitian construction firm having the necessary skills and experience. The firm will be chosen by the Project Advisory Council on the basis of expressed interest and demonstrated competence in local self-help construction projects.

In both cases, the school community and/or the parent school subsystem must contribute a significant portion of the resources necessary for the renovation or construction--half or more in the case of schools sponsored by major religious organizations with experience in school construction, somewhat less as necessary in the case of independent schools entirely dependent on their surrounding communities. These may include contributions of time and labor evaluated at current wage rates and contributions of material as well as cash inputs. One criterion for selection of the Haitian contractor will be willingness to accomodate local participation in project planning and in labor and materials supply.

(11) Seed monies for income-generating activities

Up to $2000 may be granted to the parent-teacher association (Association des parents d'eleve) of a school in two separate amounts of $1000 to enable this group to undertake an income-generating activity which will help the school to meet its cofinancing requirements under the project. An example might be funding of a sewing machine and cloth to make uniforms to be sold to students at reduced prices, or the installation of irrigation equipment to allow cultivation of marketable vegetables. USAID is also planning to experiment with tree nursery programs that have the potential for producing income for school communities. Interested schools will be required to submit a description of the activity to be undertaken, to provide justification of its income-generating potential and to demonstrate the existence of a functionning parent-teacher association or community group with the ability to supervise the work and ensure that at least 50% of its profits accrue to the school. They will be assisted in this task by a community development specialist attached to each of the Sectoral Service Centers. The TSC will determine the technical and economic feasibility of the proposed activity, i.e., availability of necessary technical expertise, the existence of a market for the product, and the ability to keep an adequate accounting of the project funds. Cash will be made available as a last resort. . The preferred strategy will be to supply materials with the local community providing an in-kind consultation.

(12) Administrative overhead

Up to 5% of the total value of the grant can be given to the school and/or the sponsoring subsystem to help cover the extra investment of time and energy involved in preparing school candidacies and managing the instructional improvement effort. The suggested sharing of these funds is 3% for the subsystem and 2% for the school administration.

(d) Production and delivery

The majority of the resources listed above that are to be furnished initially to the participating schools are available in Haiti or can be produced with existing facilities. Nonetheless, some time and effort will be required to ensure that these inputs are provided in an appropriate manner, in sufficient quantity and at the times and places needed. Probable sources of resource supply and production are listed below.

- Inservice teacher training is currently provided by four private teacher training colleges. The National Pedagogical Institute also has a program, funded by the World Bank, for training teachers from private schools which apply the Educational Reform.

- Management training for school directors and supervisors can also be provided by existing teacher training colleges, though they will need help in designing an appropriate two-month program which focuses on the needs of directors of schools participating in IIBE. They will be assisted in this task by the Human Resource Development Center (HRDC), an AID-initiated private sector entity whose staff have several years of experience in the design and administration of training courses for development personnel, particularly in the area of project management.

- School textbooks and supplies are currently produced by three different printers in Port-au-Prince, all of whom have several years experience in furnishing instructional materials to primary schools.

- School equipment can be manufactured to specification in one of numerous existing wood and metalworking shops. Where possible, an attempt will be made to use the services of workshops attached to the vocational-technical schools recently created by the GOH with World Bank funding.

- o Preprimary program resources will be furnished by CINEC, an AID-supported preprimary project with six years of experience in the field, which is currently supervising 121 such centers.

- o School feeding program support will be provided by the four PVOs currently responsible for these activities in Haiti: CARE, Catholic Releif Services, Church World Service and the Adventist Development Relief Agency (ADRA).

- o School construction services will be performed by those existing private school subsystems which have already developed procedures for supervising locally-managed school construction programs or directly by Haitian construction firms.

The remaining resources (performance incentive grants and seed monies for income generation) consist of funds to be administered by the project itself.

Initial responsibility for supervising and monitoring the production, delivery and use of these resources will be vested in the Technical Services Center (TSC) created by the project, then shared to an increasing degree with the Sectoral Education Centers (SECs) set up within each of the three subsectors of the private education system. (See chapter 4 on Implementation for further detail.) The first order of business for project management will therefore be to establish the TSC and to begin performing the following functions:

(1) Identify, in consultation with the sectoral councils, the participating schools and the types and approximate quantities of resources required at each phase of project implementation.

(2) Check with suppliers incountry (textbook printers, inservice training facilities, school equipment manufacturers, etc.) in order to work out the most cost-effective production and supply mechanisms.

(3) Begin to develop a detailed production and delivery schedule.*

(4) Set up appropriate monitoring, evaluation and accountability procedures.

The distinction between these tasks and those of research and development (to be described in the next section) is relative rather than absolute: one shades into the other. The overall strategy of the project is to provide a critical set of existing inputs to participating schools, then to begin improving these resources, refining them and devising more cost-effective alternatives. The concern for improved efficiency and quality will be present from the outset. While selecting materials and services for initial distribution and providing for their timely production, project staff and their sectoral council counterparts will attempt to choose the best among available resources and to assist and encourage the suppliers to make adjustments in their products that will permit improved performance. For example, the major amount of in-service teacher training to be funded by the project will provide an occasion for the contracted teacher training institutes to revise, update and improve their course offerings and training strategies.

(e) Evaluation and monitoring

The establishment of mechanisms for evaluation and monitoring of participating schools is important both because the notion of performance contracting requires

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* Note that by virtue of the performance grant mechanism and the ceiling on per-student subsidy and number of students to be supported, the future scheduling of these specific tasks does not imply that major budgetary decisions have been put off until later dates. Requisite sums are specified in this Project Paper: only their detailed allocation at the school level will be decided in the course of project implementation, in order better to meet the needs of individual schools and to establish a practice of decentralization and local school management responsibility.)

determination of results and because there is a great need for better information on the conduct of private sector primary education. The Technical Services Center will be responsible for setting up an evaluation system including the following components:

(1) Collection of baseline data on all participating schools at the time of their initial candidacy. These data will cover the indicators of education improvement defined in the performance contract with each school, plus additional background information on the school and its community.

(2) Preparation of modules on simple evaluation and data-managing practices for the training of school directors and supervisors and for the use of the project's regional monitors.. Directors of participating schools will be expected to conduct quarterly evaluations in their schools and will be supervised in this task by the regional monitoring and supervisor staff.

(3) Organization of yearly school evaluations to be conducted by SSC or TSC staff.

(4) Recording, compilation, analysis and interpretation of all centrally-reported data.

(5) Progressive devolution of a large part of these functions to the Sectoral Service Centers.

The SSCs will gradually apply the evaluation and data gathering procedures developed under the project to a larger proportion of the schools in their respective subsectors over and beyond the number directly participating in IIBE activities, and will be assisted in this task to the extent possible by TSC staff.

(f) Technical support: TSC and SSCs

The Technical Services Center will function both to supervise production, delivery and use of the foregoing inputs and to organize research and development activities

described in the following section. Resource supply and monitoring tasks will be transferred progressively to the SSCs in the course of project implementation (see Chapter 4) to ensure more effective decentralization of management tasks and the durability of the supervision structures necessary to sustained educational improvement efforts. Guidance for the TSC will be provided by a Project Advisory Council, composed of representatives from each of the subsectors, USAID and the Ministry of Education.

3.4.2: Second Component: Research and Development

(a) Background and justification

The second component of the IIBE project involves research and development aimed at broadening the set of available instructional and financial resources for local private primary education and at improving their effectiveness. While gains in instructional quality and administrative efficiency can certainly be made in most private schools by ensuring more reliable supply of certain key inputs outlined in the preceding section, a point of diminishing instructional returns and a ceiling on the school's ability to finance educational improvement may soon be reached unless new approaches are simultaneously developed. The existing methodology embodied in these inputs places definite limits on the progress that can be made in individual schools. The unit costs of existing approaches combined with the extremely narrow resource base of private schools generally preclude any major rapid extension of primary education to those strata of the population that have not yet had access to education. For example, it will in all likelihood be a long time before sufficient outside funds are available to provide one well-trained primary school teacher for every 40 or 50 Haitian children of primary school age. Research and development concerning new learning systems and funding strategies to overcome these constraints and make more efficient use of available local resources is needed if Haitian primary education is to fulfill its promise.

There are two potential sources of innovation for the R&D effort. The first is constituted by experiments and trials already conducted in the field in Haiti by educators from both the public and the private sectors. The Educational Reform undertaken by the Ministry of Education with World Bank support represents one major recent effort at innovation. It is less well recognized that a number of the private sponsors of education in Haiti have introduced innovations of their own. The Educational Reform was, in fact, derived in large part from experiments already tried out in private schools. There is little centrally-available information on the nature and results of these innovations, principally because private schools have heretofore had no central organization and have been reluctant to let the government know much about their activities. The IIBE project will help to remove the first impediment; the second has been largely removed by the recent change in political regime. As a consequence, it is very important at this time to explore more systematically the lessons to be learned from the efforts at educational innovation already made by private sector schools and to give wider dissemination to the most promising among them.

The second resource for R&D activities under the project is constituted by educational technologies and strategies tried out in other Third World countries which face similar conditions and constraints. Experience with radio education in the Dominican Republic and, Kenya; the development of locally-adapted programmed learning and teaching materials in the Philippines and Liberia; use of peer-group teaching and "learning post" approaches in Indonesia; and cost recovery and local financing strategies tried in Malawi and India are examples of the kinds of strategies applied elsewhere that may serve as a source for innovation in Haiti.

It is important to note that the R&D effort proposed under the second component on the IIBE project is not entirely distinct from the private school support component of the project described in the preceding section. The objective of the first component of the project is not only to help 300 schools to obtain better results, but also through the formative evaluation activities conducted simultaneously, to identify the types of available inputs

that have the most favorable impact on private primary schools in Haiti and the conditions under which local private schools can become financially viable.

3.4.2.2. Proposed strategy

Research specialists on the TSC staff in conjunction with the curriculum specialists of the SSCs and TSC regional personnel (see below) will begin R & D work by inventorying and studying the innovations and experiments of this nature that have already been carried out by private schools in particular areas of Haiti. They will then add to these local resources the insight that can be gained from the experience of other Third World countries in improving the quality of instruction at the primary level. Attention will be focused principally on four kinds of educational innovation:

(1) low-cost learning systems using radio/audio technology and/or programmed instruction;

(2) low-cost text production systems for composing, editing, printing and disseminating additional reading materials in Creole to support new literates;

(3) preprimary programs as a means of improving child readiness and enhancing retention and learning in primary school; and

(4) strategies for improved cost recovery and local educational financing.

The latter topic is of particular interest and importance as an R&D focus because it holds the key to survival of the educational improvement effort in private primary schools.

Drawing both on existing local innovations and on the fruit of this analysis of R&D results from other countries, project staff will seek to elaborate, test and develop improved educational methodologies that may be added to the set of resources offered to schools and may serve as a basis

for further extending primary education of acceptable quality to children not presently participating.

The funding of the present project will not by itself be sufficient to develop, produce and disseminate a full-scale new instructional technology. The initial objective set for the R & D component of the project is more modest: identify and evaluate the innovative efforts already underway in the field; gather information on educational technologies which have proven successful in other developing countries; provide for the training of personnel in instructional design, media education and economic evaluation of education; and test a few particularly promising innovations in a sample of participating schools. By years 3 and 4 of the project, the R & D division should be in a position to envisage, in collaboration with private sector institutions and the MEN, a major effort aimed at developing an instructional technology to make Haitian primary education more cost-effective. Outside funding or additional funding through a second phase of IIBE should then provide the resources for this extended endeavor. Several factors dictate this prudent approach to large-scale innovation:

(1) USAID and the American educational community have relatively little experience with the formal education system in Haiti and in francophone developing countries in general. It will take some time to build credibility and to acquire the insight required for appropriate innovation.

(2) One of the starting points for any program of innovation needs to be the work that has already been done in the field by educators concerned with the learning needs and potentials of Haitian children. USAID is at present only very partially informed about this acquired experience. "Work already done in the field" includes at least three kinds of experience:

(a) The Educational Reform undertaken by the Government of Haiti and designed by the National Pedagogical Institute.

(b) Local and subsectoral reforms and innovations worked out by educators in the private sector.

(c) Numerous programs of bilingual education for the children of Haitian immigrants in the United States, Canada and Europe.

Most major new instructional technologies like radio education and programmed learning involve considerable initial developmental expense. Their unit costs go down below those of more traditional modes of teaching, and their cost-effectiveness begins to surpass that of the systems they supplant, when the new methodology is applied on a large scale. The private sector of Haitian education does not yet have a unified enough structure or outlook to allow it to start working on a major instructional innovation that would be adopted by all, and it is questionable whether such an effort should be undertaken without prior collaboration from the largest existing R & D facility, the National Pedagogical Institute.

A further reason for approaching the question of major instructional innovation gradually is that the project's R & D activities will not be limited solely to instructional design functions. In the intersts of overall improvemment in the quality and cost-effectiveness of private primary education, it is equally important to design and experiment with new approaches to educational funding at the local level: linkages with local income-generating activities, use of parents and older students in the educational process, for example, in assistant or monitor roles. A workable innovation in the Haitian context must be both economic and instructional.

The Technical Services Center will be responsible for organizing and overseeing the project's research and development activities. It will work in close collaboration with staff of the Sectoral Service Centers and of the National Pedagogical Institute. A small branch office of the TSC will be established in each of the two micro-zones of regional concentration (Central plateau and Cayes

watershed) in Project Year 2 in order to facilitate the gathering of needed research and evaluative data on an ongoing basis and the experimentation of new instrucrtional and organizational methods. These branch units will be integrated into the existing Government-sponsored Regional Centers for Pedagogical Support (Centres d'Appui Pedagogique Regionaux (CAPRs)) of Hinche and Les Cayes, and project-recruited staff will collaborate with the pedagogical inspectors already assigned to the CAPRs in their research, experimentation and evaluation activities. (For further description of the public sector role in this endeavor, see section 3.4.4.2. below.) As a result of emphasizing project-supported private schools in the two micro-zones, they will constitute important field sites for evaluation and for R&D within the IIBE project.

3.4.3. Third Component: Organization of the Private Sector

3.4.3.1. Background and justification

The private sector of Haitian primary education is highly fragmented at the present time. It is not staffed or coordinated in a manner that allows a major sustained effort at educational improvement, though significant human and material resources exist in a dispersed state. The Protestant and Catholic subdivisions of the private sector are characterized by a number of subsystems of schools, some relatively large, well-endowed and tightly organized and others much less so. None of these subsystems has enough resources to meet on its own the growing public demand for education or to effectively upgrade the quality of instruction and administrative efficiency in rural and depressed urban areas and there has been little active coordination among the subsystems. The proprietary or "lay" sector, on the other hand, is composed almost entirely of individual schools with no interscholastic structure. Given the current costs of supplying education and the amount that poor families can pay, few proprietary schools can make ends meet in rural and depressed urban areas and so relatively few function there.

For existing private sector primary schools in rural and depressed urban areas to make significant progress toward educational improvement, key resources, supervision and guidance must be provided in a reliable and sustained manner. Neither the Haitian Ministry of Education nor the Technical Services Center to be created under the aegis of the IIBE Project will be in a position to do this in the foreseeable future. Though the Haitian Ministry of Education is constitutionally responsible for oversight in both the private and public sectors and will be given support by this project to better fulfill its functions of accreditation, examination and certification (see section 3.4.4. below), it is not presently able, even with World Bank assistance, to play the needed material and pedagogical back-up role with respect to private primary schools. As for the Technical Services Center, it could not directly contact, support and monitor 300-400 private schools while simultaneously carrying out the R & D functions described above unless it were to develop a very large independent administrative structure. It seems entirely inadvisable on both social and technical grounds to create such a free-standing American-sponsored regulatory institution in the midst of the Haitian educational system. The most feasible option is, therefore, to use organizations already existing in the private sector while providing them with the assistance required to coordinate their efforts and to play an enhanced role in educational improvement.

Important resources and capabilities for fulfilling these functions of school support and guidance <u>do</u> exist within the private sector itself, but they have not so far coalesced to the degree necessary to create unified and durable supervisory structures. For the most part, each of the subsystems and each of the nonaligned private schools was established independently of the others. Communication and exchange among Catholic subsystems and among Protestant subsystems have increased in recent years, and there have been irregular though significant contacts between educators from the two religious subsectors. But few private schools, and no proprietary schools, have so far been affected by this tentative collaboration.

Private school officials have acquired considerable experience in administering education in rural and economically depressed urban areas, and several of the subsystems have developed valuable innovations in the areas of curriculum, school administration and community participation. Much of the inspiration for the GOH's educational reform came from experiments already undertaken in the private sector. However, no subsystem has by itself the human resources or material means necessary to refine these innovations and apply improved practices to all rural and poor urban primary schools under their jurisdiction, let alone to the wider private school population. And there have as yet emerged few common standards of educational quality and efficiency.

The IIBE project will perform a critically important function in providing some of the stimulus, resources and technical assistance necessary for the private sector to develop structures of school supervision and support. These structures in turn offer the best means for reaching a well-chosen sample of private schools in rural and depressed urban areas with the impetus for educational improvement that is the central thrust of the project.

3.4.3.2. Proposed strategy

In tandem with the creation of the Technical Services Center, the project will facilitate establishment of sectoral education structures in each of the principal subdivisions of the private sector. These structures will fulfill two overarching functions: representation of the schools and school systems within the subsector in question; and administration of the project-supplied resources for educational improvement.

(i) Representative function

The first function to be performed by the sectoral education structures established with project support is to ensure the involvement and representation of the full spectrum of schools in the subsector in educational improvement activities. The IIBE project is designed to be maximally responsive to the felt needs of participating

schools and school systems while providing improved means for meeting them. It is critically important to the widespread acceptance of the improved educational practices promoted by the project that participating schools constitute a relatively representative sample of private primary education in rural and depressed urban areas and that the schools and school systems of each subsector feel they are actively engaged in the direction, implementation and evaluation of project activities.

The constituent systems and schools within each subsector will therefore be represented on a Sectoral Education Council (SEC) which will be the management and advisory body for all project activities within the subsector in question. The exact nature of representation and the internal operations of the council will be left to the discretion of leaders from within the subsector. Each Sectoral Education Council will name three representatives to sit on the Advisory Council of the central Technical Services Center.

In both the Protestant and Catholic subsectors, embryonic representative bodies have already emerged and have played a vital role in the design of this project. Progress has been slower in the proprietary subsector because of its unorganized nature and because of the relatively small number of schools in this category which function in the areas targeted by the project. At the suggestion of both public and private sector educators in Haiti, the project will provide the resources necessary for the Ministry of Education to assume the role of selecting proprietary schools for participation in the project and supporting and monitoring their performance. (For further detail, see fourth component of project, section 3.4.4. below.) The representative body of the lay sector will nonetheless need to be constituted in the course of Project Year 2 from among proprietary and community school directors interested in project participation. The TSC and the responsible body within the Ministry of Education will collaborate in this task.

Several alternatives for approaching the lay sector, enlisting its participation and promoting some degree of organization were considered during project design. (For

further details, see Annex F.2, Institutional Analysis). Conferring these responsibilities upon the new Private Sector Office within the Ministry of Education was determined to be the approach most consistent with the goals of better coordination and institution building set by the project. Staff of the TSC will need to assist the new Ministry personnel in the task of identifying lay schools for participation in the project, providing them with the needed services and support and seeking indigenous leadership within the lay sector for future association. Given the apparently limited presence of eligible proprietary schools in the zones targeted by the project, it would be inappropriate to set up a full-fledged Lay Sectoral Service Center on the model of those planned for Catholic and Protestant schools, and none has been budgeted. But existing lay schools in these areas, even if a small minority, need to be included, and the experience of servicing their needs will give the Private Education Office field experience for its new mission, vis-a-vis the private sector.

(ii) Administrative function

Administrative and technical functions with each subsector will be carried out by a Sectoral Service Center (SSC), staffed and directed with the guidance of the Sectoral Education Council. A scaled down version of a Sectoral Service Center for the lay sector will reside within the Ministry of Education in the new Service d'Enseignement Prive to be established with AID support (see section 3.4.4.2. below). The Sectoral Service Centers will progressively assume the following tasks:

(a) Selection of participating schools, involving an inventory of eligible schools in the subsector, the preparation of candidacies and the preliminary design of performance contracts.

(b) Delivery of material and services to participating schools. This will involve collaboration with the TSC and the other SSCs in selecting and ordering needed instructional material and school equipment, providing in-service training for school teachers and directors, coordinating preprimary and

school feeding inputs and various forms of financial support to participating schools.

(c) Supervision and monitoring of participating schools, including coordination of the work of the regional project monitors and operation of the materials delivery and monitoring systems established.

(d) Evaluation of school performance and collection of background data.

(e) Active participation in TSC research and development activities.

Though these structures may at first glance appear complex, they constitute in fact a considerable simplification and rationalization compared to the existing tangled skein of private education sponsors. Moreover, they will principally serve to reinforce and coalesce existing tendencies toward better and more harmonious organization in the private sector. Under other names, Sectoral Education Councils had in fact already begun to come into being before project design. Though listed here as separate bodies in order to distinguish their deliberative and representative functions, the Sectorial Education Councils and the Sectoral Service Centers each form in fact a single organization and bear much the same relation to each other as a PTA and its school or a company and its board of directors.

Central administrative functions will be performed for each of the Protestant and Catholic subsectors by the responsible SSC out of rented headquarters in the capital shared with the TSC. The Lay subsector unit will be installed in the Ministry of Education, but there will be regular consultation and coordination among all units. All field supervision and evaluation tasks will be performed jointly. Each of the SSCs will assign a regional project monitor to each of five principal regions of the country (Sud/Grand'Anse, Sud-Est/Quest, South Artibonite/Centre, Nord/Nord-Est, and North Artibonite/Nord-Quest). The lay subsector SSC will be represented by a district inspector from the Ministry of Education detailed to these tasks. The three will share all responsibilities for support and

monitoring of the project-affiliated private schools in their region.

The principle of performance contracting will apply between the TSC and the sectoral education structures just as it will between project management and individual schools. The grantee will agree to provide the inputs specified in the project design, to impose no provisions in violation of the basic objectives of the project and to respect the division of responsibility and the roles and relationships detailed herein on condition that the sectoral service structures perform conscientiously the administrative functions assigned to them, seek faithfully to represent the eligible schools in their respective subsectors and respect the principles of school selection and support enunciated in the project design. This understanding is by nature reciprocal and shall be formalized by written agreement. Either party may bring to the attention of the other, in Project Advisory Council meetings apparent violations and seek remedy and redress. Abrogation of the relationship shall be envisaged strictly as a last resort in the event of unreconcilable differences.

As the private education structures supported by the IIBE project acquire increasing experience and capacity in the course of project implementation, they will begin performing guidance, supervision and coordination functions for all schools in their respective subsectors on a longer-term basis. To ensure realization of this objective, they will need to diversify their resource base, drawing on funds provided by their member school systems and parent religious organizations, as well as any future funds made available through donor or Government-financed initiatives. The Educational Management and Organizational Development specialist within the TSC staff will be charged with helping SSC personnel to devise strategies for diversifying and increasing their funding. The stipulation that an increasing proportion of the operating budget of the SSCs be met through their own resources in the latter years of project implementation (explained in greater detail below) should serve as a stimulus for this move toward financial and administrative autonomy. In the case of the [illegible] subsector, these stipulations signify that the Bureau for Private Education will receive Ministry of Education funding

to do a progressively broader job of supervising and supporting proprietary schools.

(iii) Phases

The functions described above will be assumed in stages as the Sectoral Service Centers develop their staff and management capabilities. The school selection and resource ordering tasks will be assumed first, then the delivery and supervisory functions and finally the evaluation and research functions, though these latter will continue to be coordinated by the TSC for the life of the project. A second element of phasing will be provided by the staged adoption of schools (described in section 3.2.4.1 above) to participate in the project, allowing the TSC and the SSCs to prepare themselves for progressively increased responsibilities.

3.4.4 Fourth Component: Public Sector Reinforcement

3.4.4.1. Background and Justification

In many respects, primary education is by nature a public function. It has a number of the characteristics of a "public good" -- that is, a service whose benefits are not and cannot be limited to the immediate consumers and whose expense should not therefore be borne solely by them. Society has an interest in all of its members receiving a minimum level of education, and in most countries it is therefore a public institution -- be it local, regional or national in nature -- which takes charge of the supply, the financing and the regulation of primary education.

In Haiti, for the reasons discussed in section 2 above, this is not presently the case, and private institutions have had to take up the slack. Though the Ministry of Education currently only directly administers less than half of the primary education system, there is wide consensus among representatives of the leading groups in private sector education that it has a critical role to play

throughout the entire system in school inspection and accreditation, student examination and diploma validation.

(1) School inspection and accreditation - Because of high social demand, private primary education is currently an area in which the consumer needs to be very wary and, in the case particularly of poor families having little previous experience with formal education, seldom is. A substantial proportion of schools offer little in the way of effective instruction and make little effort to improve quality as long as the demand for schooling of any sort is there. Requiring schools to improve quality when there are in fact no means for them to do so would make little sense. But, at a time when these resources are being made available, it is important to begin defining and exercising minimum quality control and to begin providing the encouragement and incentives for schools to use increased resources to these ends. A reliable system of school inspection is a critical means for achieving such goals. Though, to varying degrees, the larger private school systems have their own inspectors, these people generally do not have the background and training to do more than check on the use of resources supplied and the proper observance of the school calendar and of system-wide rules. Private schools belonging to smaller systems or to no system receive little or nothing in the way of technical guidance and quality control. Moreover, there is at present no uniformity in the standards applied and the guidance given by those few private school inspectors who exercise genuine supervisory functions. It is for reasons of this nature that representatives from the principal divisions of the private sector who collaborated in the design of the IIBE project were quick to concur that at least a modicum of standard quality control and regular pedagogical support is needed throughout the primary school system and that the Ministry of Education is best placed to coordinate and organize this task.

At present, the Ministry is far from being adequately staffed and equipped to undertake this task nationwide. Traditionally, the public sector has had

too few inspectors, and inspectors who were too poorly trained, equipped and paid to provide much in the way of guidance and support to all public schools in the country, let alone those in the private sector. With the inception of the Reform of primary education in 1979, it became evident that such a large-scale innovation in teaching methods could not be effectively implemented in the field unless it were supported by a competent corps of inspectors. With the support of World Bank funding, a concentrated effort has been made to increase the number of public school inspectors, to improve their training and to raise their pay to a level enabling them to give undivided attention to their educational duties. Two grades of regional supervisory staff "pedagogical counselors" responsible for in-service training and "district inspectors" responsible for administrative oversight) have been combined to create a single corps of supervisory personnel which shares tasks of inspection, training and administration. There are currently 200 of these personnel in the country, of whom 110 have received a 10-month in-service training session in supervising the implementation of the Reform from the IPN.

(2) Examinations and certification - The Ministry of Education is officially responsible for validating all diplomas granted in Haiti and for supervising qualifying examinations. Until 1981, students finishing the six years of traditional primary school sat for a national examination to earn their primary school certificate (Certificat d'Etudes Primaires or CEP). When the move to generalize the Educational Reform was made in 1981, the Ministry of Education decided to eliminate the national primary school examination and certificate until such time as a new system could be devised which reflected the modified structure of reformed basic education (4 years - 3 years - 3 years) and the improved curriculum and teaching methods associated with the Reform.

In fact, as of the beginning of the 1985-1986 school year, no new examination system had been worked out. In many regional areas, government inspectors continue to oversee the administration of something

resembling the traditional primary examination which they draw up and grade on their own, or have drawn up and graded by the primary school directors themselves. Both public and private school students participate to a large extent in these localized exams, since they constitute the only academic certification procedure currently available. The exams reflect, however, a very traditional approach to education based on rote memorization and therefore have some tendency to discriminate against children who have gone through schools with reformed curricula where other learning objectives are stressed. Moreover, there is no standardization among these exams.

Equally as important as the primary school leaving exams are the competitive examinations given by secondary schools to determine admission. These exams are also quite traditional in content and are subject to no national norms. Each secondary school makes up its own exams with little if any oversight from the Ministry of Education.

One other examination system, though at first glance quite removed from the domain of the IIBE project, exercises a major influence on the outlook for educational reform at the primary level: the baccalaureat exam, administered in two parts ("rhetorique" and "philosophie") in successive years at the end of secondary education. Students must pass the first part and then undergo at least one additional year of preparation in order to attempt the second. These are the best known and the most prestigious exams in the country, for they give access to higher education, greatly increased job possibilities, social status and elite culture. Though at present only 15% of the children entering primary school even reach these exams (well less than 10% in rural areas) and scarcely 25% pass them (including only a handful of students from rural areas), they constitute the goal toward which the whole system is oriented and to which almost all students and their families aspire with greater or lesser degrees of hope. As a consequence, the nature of the baccalaureat exam and the definition of learning that it embodies exercise a determining

influence on secondary school curricula and entrance requirements. Their impact is definitely felt at the primary level as well. Unfortunately, efforts to reform the nature of the baccalaureat exam in the past few years have met with very little success.

The challenge for the public sector in the immediate future is to develop, test and put in place an examination system capable of evaluating the learning outcomes of most importance to Haitian development and to the concerns of educational reform. Some degree of intervention at all three levels of examination just discussed may be required. A number of technical, logistical and policy-related issues will need to be resolved in the process. Given the partial implementation of the Educational Reform and the need for somewhat greater pluralism mentioned above, the question of the content of the post-primary exams will require careful study. For example, the learning outcomes measured should be sufficiently generic to cover students from official Reform schools and students from schools which have instituted acceptable substitutes. In the official Reform, the natural examination points fall at the end of each of the three cycles of fundamental education -- that is, after four, seven and ten years. This scheme will need to be reconciled with a traditional one where exams come at the end of the sixth year, and transitional approaches may be required.

The other levels of the examination system mentioned earlier raise policy-related issues and must not be neglected. Reconsideration and study of the secondary school admission process and of the nature of the baccalaureat examination are important elements in any coherent effort to improve educational quality at the primary level. Sustained consultation and collaboration between the Ministry of Education and the private sector on all these points will be condition sine non of success.

The examination issue is in fact closely related to the question of school accreditation. It is noteworthy that the Ministry of Education has been able to institute an accreditation procedure at the secondary school level,

despite the fact that private schools are even more preponderant in secondary education than they are in primary. The principal reason is that the baccalaureat exam constitutes in and of itself a strong means of regulation. At present, only secondary schools which have been accredited by the Ministry are entitled to enroll students for the baccalaureat exams, and public concern with the baccalaureat diploma is such that schools lacking this accreditation are hard pressed to find paying students.

In summary, a judicious combination of accreditation procedures and improved examination and certification systems constitutes one of the best and most natural means for the public sector to begin exercising a positive regulatory and supportive role with respect to private primary education. It should also provide significant reinforcement for the efforts at educational improvement and private sector organization to be undertaken by the IIBE project. At the same time, the new private sector structures which the project will help to establish represent needed counterparts for the sort of public sector-private sector dialogue required to resolve not only questions of accreditation and examination, but also many of the policy problems currently plaguing Haiti's primary education system.

3.4.4.2. Proposed strategy

The IIBE Project will reinforce the capacity of the public sector to perform the vital support functions outlined above in three specific ways: (1) by strengthening the school inspection facilities of the Ministry in order to enable it to begin giving pedagogical and logistic support to private as well as public education; (2) by providing the resources necessary for shared public sector-private sector research and development studies on topics of vital concern to educational efficiency; and (3) by underwriting and lending technical support for joint public sector-private sector efforts to develop adequate primary school examination and evaluation systems. These three facets of the public sector component of the IIBE project are described in greater detail below.

(i) School inspection

The project does not propose to supply the resources necessary to ensure public inspection of all private schools. The inputs required would be enormous, the Ministry does not presently have the absorptive or administrativ capacity to undertake a task of this magnitude and it is not yet clear just what type of public support and guidance is needed and appropriate. Moreover, given the inheritance of a recent past during which government intervention was greatly and understandably feared in many areas of the private sector, this is a domain in which change must be made slowly. Instead, the project will provide the inputs necessary to try out formulae for public sector inspection and certification of schools at two levels:

(1) <u>At the national level</u>, support will be granted for the establishment of a Bureau for Private Education (Service d'enseignement prive) within the Ministry of Education which will perform the following functions:

- o Coordinate the participation of "lay" sector schools in the IIBE Project and play the role of Sectoral Service Center for this branch of private education;
- o Perform studies of the problems of private education in order to inform Ministry planning on topics concerning the private sector;
- o Coordinate and expedite procedures for examining and ruling upon the acceptability of alternate primary education curricula proposed by the private sector which satisfy the objectives of the Reform;
- o Take care of liaison between the Ministry of Education and the IPN on one side and the private sector structures created by the IIBE Project on the other.

The first function implies that the Bureau for Private Education will perform a census of lay schools

potentially eligible for participation in the IIBE project, assist them in the accomplishment of application formalities and oversee timely distribution of necessary inputs through the intermediary of the TSC and the regional inspections involved. Note that lay schools will not begin to participate until project year 2, and for that year will be restricted entirely to the two zones of regional concentration of the project (Central Plateau and Cayes watershed).

(2) At a regional level: In these two zones of regional concentration (described more fully in section 3.4.1.2 above) the project will provide the logistic and material resources necessary to enable the district inspectors of the Ministry of Education to ensure pedagogical guidance and support to both public and private schools. By virtue of the number of private schools to be assisted in these two districts, the micro-zones will constitute areas where virtually all schools are involved in some type of educational renovation: either (in the case of the public schools and some of the private ones) the existing government Reform or (in the case of the other private schools) one of the alternative curricula approved by the Project. By the same token, these two zones will also constitute two field laboratories in which the possibilities of (and problems involved in) public inspection of the entire educational system can be confronted and studied.

(ii) Shared research and development

The research and development tasks outlined under the second component of the IIBE project concern in fact the entire educational system. The resources devoted to R&D will therefore be shared with the public sector institutions involved in similar work at both the national and the regional level. At the national level, the planned studies of existing educational innovations in Haiti, of the cost-effectiveness of alternate preprimary programs, and of the adaptability of low-cost learning systems (radio education and programmed learning in particular) will be carried out by the Technical Services Center in close collaboration with

the IPN and the University of Haiti; and subcontracts for particular aspects of these studies will be let to units of these two institutions.

At the regional level, the branch offices of the Technical Services Center in Hinche and Les Cayes will be integrated with the existing Regional Pedagogical Support Centers (Centres d'appui pedagogiques regionaux or "CAPR") in these two localities. The CAPRs are branches of the Ministry of Education staffed by district inspectors, which act as resource and training centers for the public schools of the surrounding region. With the addition of the resources and facilities made available to the branch offices of the TSC, they will become joint public-private regional research, training and dissemination centers, and their Ministry-appointed staff will join in the research tasks sponsored by the TSC.

(iii) Examination and Evaluation Systems

In collaboration with the World Bank, the IIBE project will provide some of the resources necessary to support the development and testing of a primary school examination and evaluation system adapted to the needs of reformed basic education in Haiti. The support will consist of funds and technical assistance for a series of joint public sector-private sector workshops on examination development and curricular evaluation, as well as the testing of prototype systems in the field.

3.5. AID Inputs for the Project Components

3.5.1. Support for Existing Private Primary Schools

AID inputs required for full implementation of the first component of the IIBE project include (1) school support resources, (2) operating and investment funds for the Technical Service Center and (3) operating and investment funds for the Sectoral Service Centers (Protestant, Catholic, lay) which will progressively take over responsibility for the educational improvement effort.

School support resources have been outlined in section 3.4.1.2. above. The exact quantity of each type to be provided over the LOP will depend on the choices made by participating schools and will be determined each year for the following year at the time when performance contracts are drawn up or renewed. The overall value of the resources is, however, clear from the scheduling of school participation presented in Table 3 and the stipulation of a $25/student/year ceiling of school aid. They amount to $7,800,100 over the life of the project, exclusive of special funds accorded for CINEC experimentation (included in the research and development component of the project below) and those set aside for major construction undertakings in a maximum of 10% of schools.

Resources required for the establishment and operation of the Sectoral Service Centers are detailed under component three of the IIBE project, "organization of the private sector." To enable the TSC to perform its initial role in support of existing private schools, the following additional inputs will be required.

(a) Technical Assistance

Five technical assistance advisors will be recruited abroad or in Haiti to organize the school support functions of the Technical Services Center: one director for four years who will be in charge of both the school support and R&D activities of the center; one Assistant Director for four years (starting in Project Year 3) who will serve as Deputy to the Director. The Assistant Director will have particular responsibility for assisting the Ministry of Education with initial organization of activities in the lay subsector and will take over the Director's functions upon his/her departure; one Educational Administration and Organizational Development Specialist for six years who will be responsible for assisting the SSCs in organizing logistic support for schools and in developing their own organizational and financial capacities; and one Educational Evaluation and Research Specialist for six years who will direct installation of the formative evaluation system and the development of test and evaluation instruments for the project and will organize initial field research activities. One Instructional System Design and Media Education

Specialist for four years who will organize experimentation and dissemination of educational technologies appropriate to the needs of Haitian Schools. A description of these positions is contained in Appendix G.1.

In addition, the CINEC office will require three technical staff of its own: a Coordinator responsible for coodinating all CINEC preprimary programs in the public and private sectors; an Assistant Coordinator and an education specialist charged with organizing staff training and developing the modified and less costly forms of preprimary programs that will be field-tested in the IIBE project.

(b) Short-term training

Over and beyond the courses for school directors and teachers already mentioned in reference to private school support, in-country short-term training in school and project management will be provided for the 10 regional monitors attached to the Sectoral Service Centers.
Thirty person-months of short term training will be required.

(c) Local-hire personnel

Secretarial staff, an accountant, a dispatcher for shipment of support materials to schools and two drivers will be funded by the project for the TSC. Short-term services will also be required form an engineering consultant responsible for verifying the construction plan and procedures for the group of schools which will be adding new classrooms.

The CINEC office will likewise require secretarial assistance and drivers.

(d) Commodities

Secretarial, accounting and office equipment will be procured for the TSC and for CINEC. Four-wheel drive vehicles will also be provided to enable the TSC to perform its school support functions. Most transport of supplies and equipment to participating schools, however, will be contracted to private transporters under the responsibility of the TSC and its dispatcher. The yearly calendar of

deliveries is characterized by peak seasons and periods of near inactivity that make the purchase of delivery vehicles a cost-ineffective option. The CINEC program will require a transport truck, however, because of its year-round needs for providing construction support to schools undertaking preprimary programs.

(e) Other operating expenses

Office operating costs including rent, supplies and utilities will be covered by the project, as will fuel and maintenance costs for project vehicles.

3.5.2. Research and Development

AID will provide the following inputs in support of the project's research and development activities.

(a) Short-term U.S. and Third country training

Selected staff from the Sectorial Service Centers and the National Pedagogical Institute will be sent to the United States and to third countries to study instructional design and educational financing innovations first-hand. Particular attention will be given to programmed learning, media education and bilingual education strategies that seem applicable to Haiti. Thirty person-months of non-degree training will be required.

(b) Technical Assistance

The Research and Evaluation specialist already mentioned in section 3.4.1.3. above will assist with the initial field studies of existing innovations in Haiti outlined in the proposed strategy for R&D. One Instructional Design and Media Education specialist will be recruted for 4 years, commencing work in Project Year 3. A description fo this position is contained in Annex G.1. The later start-up date for this position reflects the R&D strategy outlined above and in particular the decision to carefully observe and evaluate existing innovations and practices before starting on investigation, feasibility

study, adaptation, and prototype development and testing of new and outside-inspired educational technologies.

(c) Local-hire personnel

The two regional branches of the TSC established in Hinche et Les Cayes to supervise field work on evaluation and R&D will each be staffed by one research assistant and one secretary hired locally. Their salaries will be paid for the duration of the project by AID.

(d) Short-term Technical Consultants

Short-term consultants, averaging eight person-months per year, will be engaged either abroad or in Haiti to present workshops on a series of topics of critical concern to the project and to staff training. Topics will include educational test construction, media education, textbook production and teacher training.

(e) Commodities

Audio-visual and basic graphics and text production equipment will be purchased for the TSC to enable it to carry out the exploratory R&D functions that it will assume during the IIBE project.

(f) Other operating expenses

Office, transport and secretarial operating expenses will be shared with the TSC and are therefore included under component one of the project. The additional operating costs associated with the establishment of two regional branches of the TSC in Hinche and Les Cayes will likewise be supported by AID for the duration of the project.

3.5.3. Organization of the Private Sector

AID will provide most of the resources necessary for the establishment and initial operation of the sectoral education units (SECs and SSCs), but the subsectors will finance an increasing proportion of their operating expenses beginning in project Year 3 from self-generated resources.

By Year 6 of the project, 60% of all operating expenses will be met by the subsector directly. The inputs required fall into the following categories.

(a) Local-hire personnel

The following staff will be recruited by the Sectoral Education Council to staff each SSC:

Position	Functions
Director	Overall coordination of SSC responsibilities for school support and monitoring.
Curriculum and Teacher Training Specialist	Supervision of teacher and director training programs, analysis and adaptation of curricula for project-supported schools, participation in TSC research activities.
Testing and Evaluation Specialist	Supervision of evaluation and testing systems in participating schools, general supervision of project field monitors, participation in TSC research activities. (This position is to be shared by the two SSCS)
Educational Administration and Community Development Specialist	Supervision of local school organization support, experimentation with income-generating projects and establishment of PTAs. general supervision of project field monitors.
Accountant	Keeping SSC accounts

Position	Functions
Secretary/Administrative Assistant	Clerical/administrative responsabilities

Five regional project monitors (having at least three years of high school training plus teaching experience) will likewise be recruited by each of the two religious SSCs to serve as joint field staff in the five principal regions of the country. The MEN will furnish one district inspector per region to assist in monitoring project schools.

(b) Short-term training

Short-term training sessions and workshops both in-country and abroad will be provided for SSC staff to give them the additional technical competencies that they may need for optimum performance of their tasks. Topics for short-term training will include data management, project management and evaluation methodology. Twenty-four person-months of short-term training in-country and twenty-four person months of short-term training in the US and/or third countries will be required.

(c) Commodities

Each SEC will be equipped with office material including basic furniture, typewriters , a microcomputer unit and office supplies. AID will also provide each center with a four-wheel drive vehicle. The project will furnish each regional inspection with two motorcycles for school supervision.

(d) Other operating expenses

Other operating expenses include maintenance and fuel for the above-mentioned vehicles, travel per diems and office rent and utilities. A budget for quarterly meetings of the Sectoral Education Councils will also be furnished.

3.5.4. Public Sector Reinforcement

AID will supply the following inputs in support of the project's public sector component:

(a) Local-hire personnel

AID will provide initial salaries for the staff of the Bureau of Private Education within the Ministry of Education. The types of personnel will be the same as for the other two Sectoral Service Centers (see section 3.4.3.3. above) except for the omission of the teacher training and curriculum specialist, since these duties are being covered in the case of the Ministry of Education by staff of the IPN. At a regional level, AID will provide initial salaries for two additional district inspectors in each of the two micro-zones of experimentation and concentration (Les Cayes and Hinche), one of whom will have particular responsibilities as to the TSC and the IPN for the evaluation and research tasks to be carried out in these two laboratory zones.

The salaries, benefits and travel expenses of this personnel will be taken over progressively by the budget of the Ministry of Education: 25% in Project Year 4, 50% in Project Year 5, 75% in Project Year 6 and 100% at the termination of the project.

(b) Short-term training in-country

AID will underwrite costs for the four new district inspectors to undergo one year of pedagogic and administrative training at the IPN.

(c) Short-term US and Third country training

Twenty-four person months of in-country training will be provided to underwrite the expenses of workshops and training sessions on the establishment of new primary school examinations systems and twelve person-months of US or third-country short-term training will be provided to enable Ministry staff to acquire greater competence and experience in skill areas related to testing and evaluation.

(d) Commodities

Basic office equipment will be purchased for the Bureau of Private Education and the supplemental equipment necessary to enable the new inspectors and the new CPR research assistants to function productively will also be provided by the project. Operating expenditures of these units will likewise be provided during project years 1-3 and will be assumed progressively by the Ministry of Education in project years 4-5-6 in the same manner described above.

(e) Other inputs

AID will fund four medium-scale research and development studies to be conducted jointly by the TSC and the IPN with the assistance of the field research units located in the CPRs of Hinche and Les Cayes. Their costs are estimated at $50,000 each.

4. IMPLEMENTATION PLAN AND SCHEDULE

4.1. Introduction

Careful management and flexible implementation will be the keys to the success of the IIBE project. Special attention will be given to implementation arrangements because of the central importance of strengthening private sector organization and developing the capacity of both public and private sectors to support improvements in private primary education. Though the project itself will have a direct and immediate impact on educational quality and efficiency in 300 private primary schools serving rural and economically depressed urban areas, the durability of this impact and the magnitude of spread effects on the other 85% of private primary schools will depend in large measure on the degree to which implementation becomes the affair of counterpart institutions in both the private and public sectors. This section of the Project Paper deals with (1) identification of the project grantee, (2) project implementation structures, (3) roles and relationships of the different participating institutions, (4) staffing patterns and (5) the schedule of activities.

4.2. Principal Grantee

The principal grantee for the IIBE project will be an outside non-profit agency or institution to be chosen by USAID in consultation with the private and public sector counterparts who have participated in project design. This agency should furnish a degree of technical expertise, management competence and stability of support over the LOP not available through AID supervision alone because of inevitable rotation of personnel within the Mission, and not currently available within the private sector as a whole because of its unstructured nature. It is anticipated, however, that by the end of the project private sector entities will have made enough progress toward efficient organization for educational improvement so that portions, at least, of future financial assistance from other donors or AID can be directly granted to them.

At the same time, the preservation and deepening of the on-going collaboration between the Mission and the Catholic/Protestant Advisory Committee and between the Catholic and Protestant educators themselves requires an especially sensitive approach to the selection of the grantee and the early stages of project implementation.

The significance of Catholic and Protestant educators coming together around the same table to help design the project cannot be overemphasized. It has and will continue to have an impact on Haitian education far beyond its importance to the AID project. Likewise, post Duvalier Haiti is undergoing a period of national soul seraching. The Mission's openness to a long, collaborative design process has taken on added importance in this context.

In this environment, the manner in which the Mission executes the transition from design to implementation will have a decisive effect on the success of the project. Behind the creative institutional behaviors described above and sustaining them, is a set of human relationships based on mutual trust built up over a year. A vital part of this human network has been the individuals providing technical assistance from the PID through Project Paper under the auspices of the Improving the Efficiency of Education Systems (IEES) Project. The IEES project is designed to offer the Mission's education project the necessary continuity in the first stages of its implementation.

Consequently, to avoid the shock an abrupt introduction of an outside grantee would entail, the Mission has decided to exercise its option to "buy-in" to the IEES project for the management of the first year of the project. Known and trusted consultants who have taken part in the year-long design process will assume the responsibility of setting up, hiring the staff and managing the institutional structures envisaged in Annex F.2.

During the project's first year, the Mission will seek a grantee with the necessary management and technical capacities to administer the remaining five years of the project. The mechanisms for solicitation of grantee candidacies and the criteria for grantee selection will be worked out collaboratively by USAID and counterpart private

sector institutions. Selection criteria will include the following:

(a) Ability to maintain a long-term (5-year minimum) relationship with education in Haiti.

(b) Demonstrated technical competence in the areas of primary education development, instructional design, applied research and teacher training in Third World settings.

(c) Demonstrated capacity to manage complex system support and design projects in an efficient and participatory manner.

(d) Experience with private sector reinforcement and institutional capacity building endeavors in Third World settings.

(e) Willingness and ability to contract and support in key positions personnel with previous experience in Haiti or similar settings and the requisite language skills.

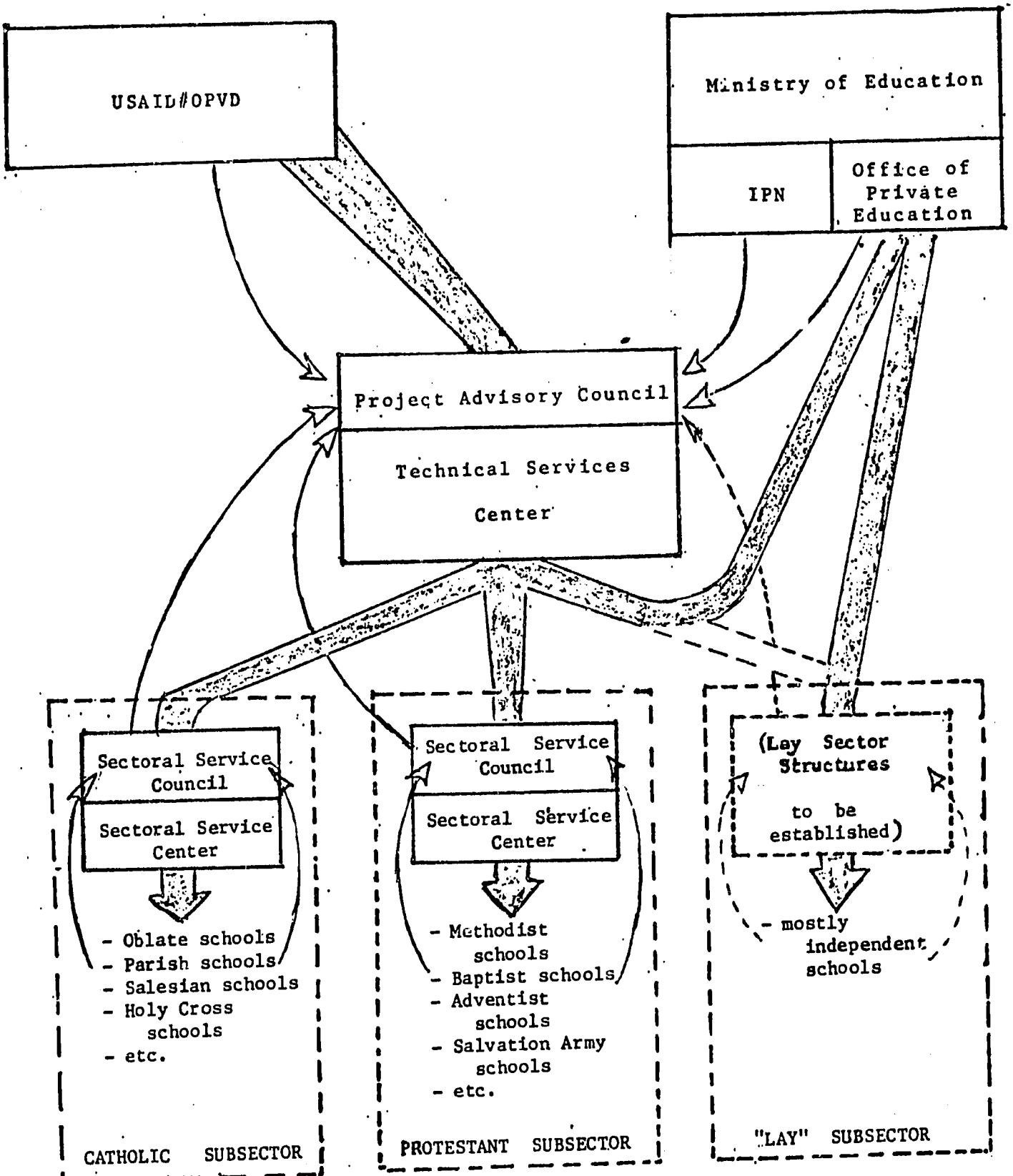
In the latter connection, it is anticipated that half or more of the technical staff of the TSC and of the short-term technical assistance will be hired locally or from among the expatriate Haitian community. A special effort will be made to identify, contact and enlist the services of overseas Haitians with relevant experience and credentials (particularly those having worked in bilingual programs for Haitian emigrant children) who may be able to provide some of the short and long-term assistance required by the project.

A project agreement will be concluded with the Government of Haiti for the implementation of the public sector portion of the CINEC program and the establishment of the Office of Private Education.

4.3. Implementation Structures

The organizational chart on Table 5 portrays the proposed configuration of local institutions participating

TABLE 5
PROJET IMPLEMENTATION STRUCTURE



KEY

→ representation

⇒ resource flows

in the project. Their functions have already been described in the preceding section on project description and rationale, but they are recapitulated in the following paragraphs.

4.4. Roles and Relationships

4.4.1. Grantee

The grantee institution will be responsible for all technical assistance, participant training and the procurement of certain commodities to be purchased in the United States.

4.4.2. USAID/Haiti

USAID/Haiti will be responsible for overall project monitoring and the Project Coordinator (the Education Advisor of the PVO Development Office) will serve as the primary contact both with the grantee and with the Project Advisory Council of the Technical Services Center, which represents in turn all other partners in the project.

4.4.3. Central Project Administration

Central project infrastructure includes both a representative policy-making body (Project Advisory Council) and a technical and administrative one (the Technical Services Center).

4.4.3.1. Project Advisory Council

The Project Advisory Board will be composed of representatives of all the other institutions listed in this section and will be responsible for advising USAID and the grantee on project policy and for overseeing the operations of the Technical Service Center. For the first year of the project, this body will be co-chaired by the Catholic and Protestant Coordinators of the two Sectorial Education Councils. At the beginning of project year 2, the Project Advisory Council will review the practice of having co-chairmen and may introduce modifications at that time. The

Council may create ad hoc task forces to deal with particular policy issues raised by project implementation.

4.4.3.2. Technical Services Center

The TSC will be staffed by expatriate and local hire personnel recruited by the grantee with the approval of the Advisory Board. It will be responsible for organizing all project activities and supervising the production and purchase of needed commodities and services. It will be composed of two divisions, one concerned with school support and the other with research and development. The internal organization of the Technical Services Center is illustrated in Table 6. The TSC will work in close cooperation with the sectoral education structures described below and will progressively devolve to them entire responsibility for school support, materials procurement and delivery, as well as teacher and director training.

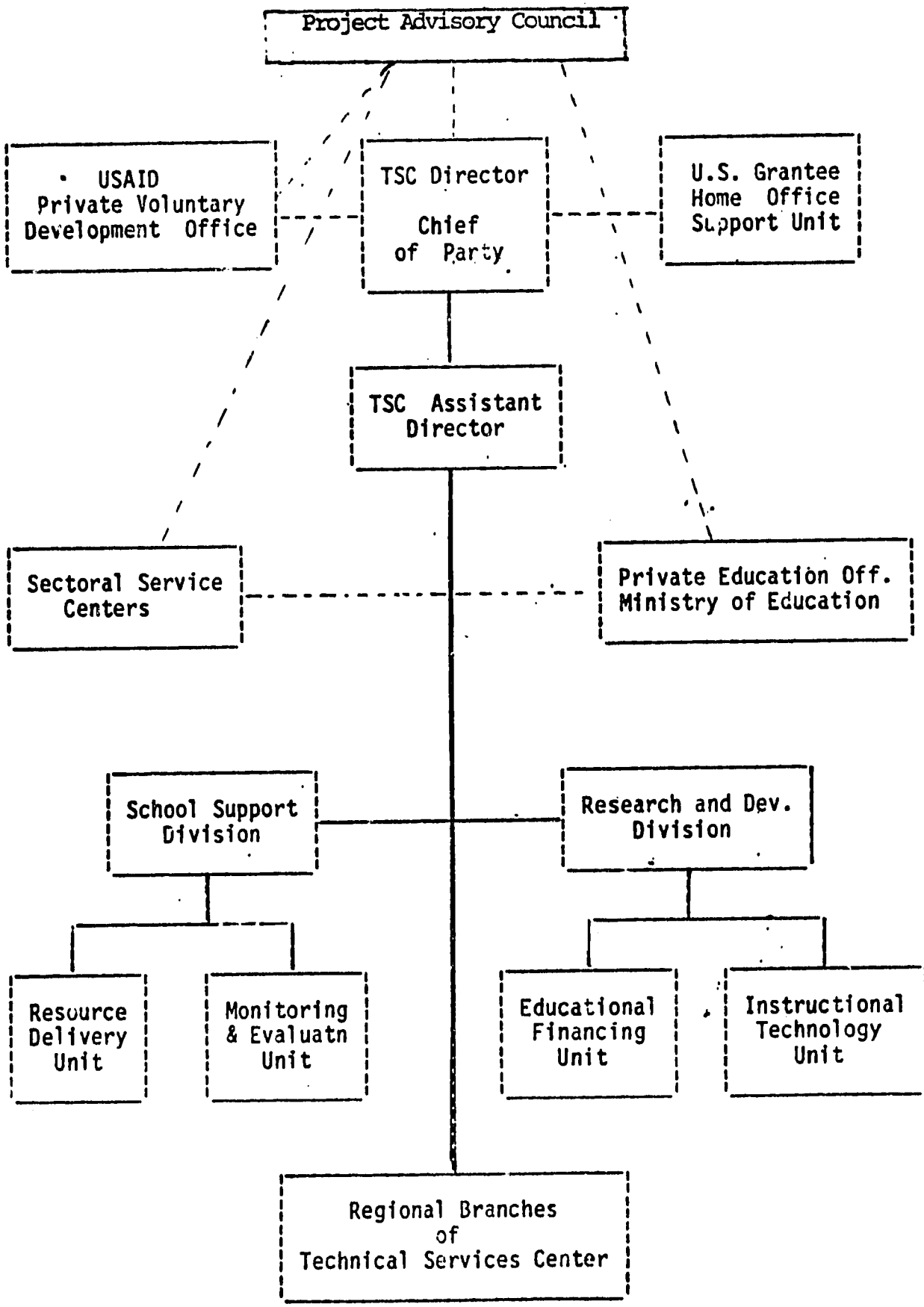
4.4.4. Sectoral Education Structures

Similarly, the sectoral education structures include a representative policy-making body and a technical/ administrative one. This pattern will be duplicated in the three subdivisions of the private sector, i.e. Catholic subsector, Protestant subsector and lay subsector. Structures in the lay subsector will be managed by the Bureau for Private Education of the Ministry of Education and will take one year to develop.

4.4.4.1. Sectoral Education Councils (SECs)

The SECs will be composed of representatives from all component systems in the subsector in question. They will be responsible for proposing subsector-wide education policy with respect to the project, for selecting and instructing representatives to the Project Advisory Board and for overseeing the operations of the Sectoral Services Center. In the lay sector, the Bureau for Private Education of the Ministry of Education will be responsible for forming a Sectoral Education Council by project year 3 from among directors of participating lay schools.

TABLE 6
TECHNICAL SERVICES CENTER
ORGANIZATIONAL CHART



4.4.4.2. Sectoral Service Centers (SSCs)

The SSCs will be staffed by educators and personnel from the subsector in question chosen by the Sectoral Education Council. Each SSC will be responsible for assisting in the organization of school support and monitoring activities in its particular subsector and will participate in research and development programs connected with the project. Progressively it will take principal responsibility for materials and service procurement, for production and delivery of these resources to sponsored schools in its subsector and for monitoring and evaluation of sponsored schools.

4.4.5. Existing and Local Private Education Structures

4.4.5.1. Component educational systems

Existing subsystems of schools (Methodists, Scheut Fathers, Baptists, Parish school networks, etc.) will continue to play a very important role in mediating the school improvement effort and in assisting the Sectoral Education Councils and Sectoral Service Centers with their tasks. The increased coordination among subsystems afforded by the new subsector-wide structures established under the aegis of the IIBE project will help to eliminate administrative redundancies in private education and to promote efficiency through sharing of ideas and economies of scale.

4.4.5.2. Individual_schools

Existing individual private primary schools and their students and parent communities constitute the focal point of all the resources and services generated and transmitted by the project's implementation structure. Their administration will be reinforced through the project and they will take on an increasing degree of responsibility for resource generation and management, instructional planning and performance monitoring.

The IIBE project will encourage the establishment and functioning of active parent-teacher associations

("Associations des parents d'eleve"). Three of the resources offered to participating schools (preprimary programs, matching funds for construction and seed monies for income-generating activities) described in section 3.4.1.2. above are contingent in fact upon this sort of community support and organization.

4.4.6. Ministry of Education

The units of the Ministry of Education that will be most directly involved in the IIBE Project and their respective roles are detailed below. The relationships and exact attributions of these units is likely to change in the year as the new government develops its own vision of the role and operation of the Ministry of Education, but most of the functions described should remain intact.

4.4.6.1. Office of Basic Education/Direction de l'Enseignement Fondamental (DEF)

The Office of Basic Education is responsible for the supervision of primary education and maintains a staff of inspectors in the field. It contains the offices which presently oversee what remains of the primary-leaving examination system and which will be charged with instituting any new examinations and accreditation procedure. The management of the Technical Service Center and of the Sectoral Service Centers will work closely with this office in its efforts to devise and implement a reformed system of examinations and a set of standards for school accreditation. The project's field supervisors will also collaborate with the corps of Ministry inspectors in administering examinations and collecting evaluation and accreditation data. The new Bureau for Private Education previously described (section 3.4.4.3.) will probably be situated within this office and so provide a functional link between IIBE and MEN activities.

4.4.6.2. Office of Planning/Direction de la Planification

The Office of Planning collects and analyzes data on the status and performance of the different branches of Haiti's educational system (both public and private) and is

responsible for assisting the Director General of the Ministry in formulating medium and long-term plans and in identifying priority areas for investment or remedial action. The Technical Services Center and the Sectoral Services Centers will associate the Office of Planning in IIBE project planning and share data collection and analysis tasks in order to arrive jointly at a clearer understanding of the nature and needs of private sector primary education.

4.4.6.3. National Pedagogical Institute/ Institut Pedagogique National (IPN)

The National Pedagogical Institute is the research and development arm of the Ministry and, with World Bank support, has been primarily responsible for developing the methodology and instructional material of the Educational Reform and for organizing all necessary in-service retraining of teachers. The Technical Services Center of the IIBE project will maintain close contact with IPN, share all results of its inventory of successful innovations already undertaken by the private sector and seek the active collaboration of the Institute in any major R&D undertaking aimed at devising low-cost learning strategies to expedite the work of educational reform. Joint study trips by TSC and IPN staff to examine promising learning strategies implemented in other developing countries are part of the agenda of activities for the IIBE project.

4.4.6.4. Regional Pedagogical Support Centers/Centres d'Appui Pedagogique Regionaux (CAPRs)

The CAPRs are field branches of the IPN located in 13 different regional localities around the country and staffed by the district inspectors of the region in question, plus a small secretarial staff. They function as a coordination center for school inspection and as a center for in-service training of teachers from schools of the surrounding area. Two CAPRs, one at Hinche in the Central Department (Departement du Centre) and the other at Les Cayes in the Southern Department (Departement du Sud) will be closely associated with field research and evaluation activities of the IIBE project and will be the locus for the two field branches of the TSC.

4.4.6.5. Organizational chart

Table 7 presents the current organizational chart of the Ministry. A new organizational decree ("loi organique") that will redefine the relationships and roles of Ministry divisions and situate the Bureau for Private Education is expected before the beginning of Project Year 1.

4.5. Staffing Patterns

4.5.1 Background

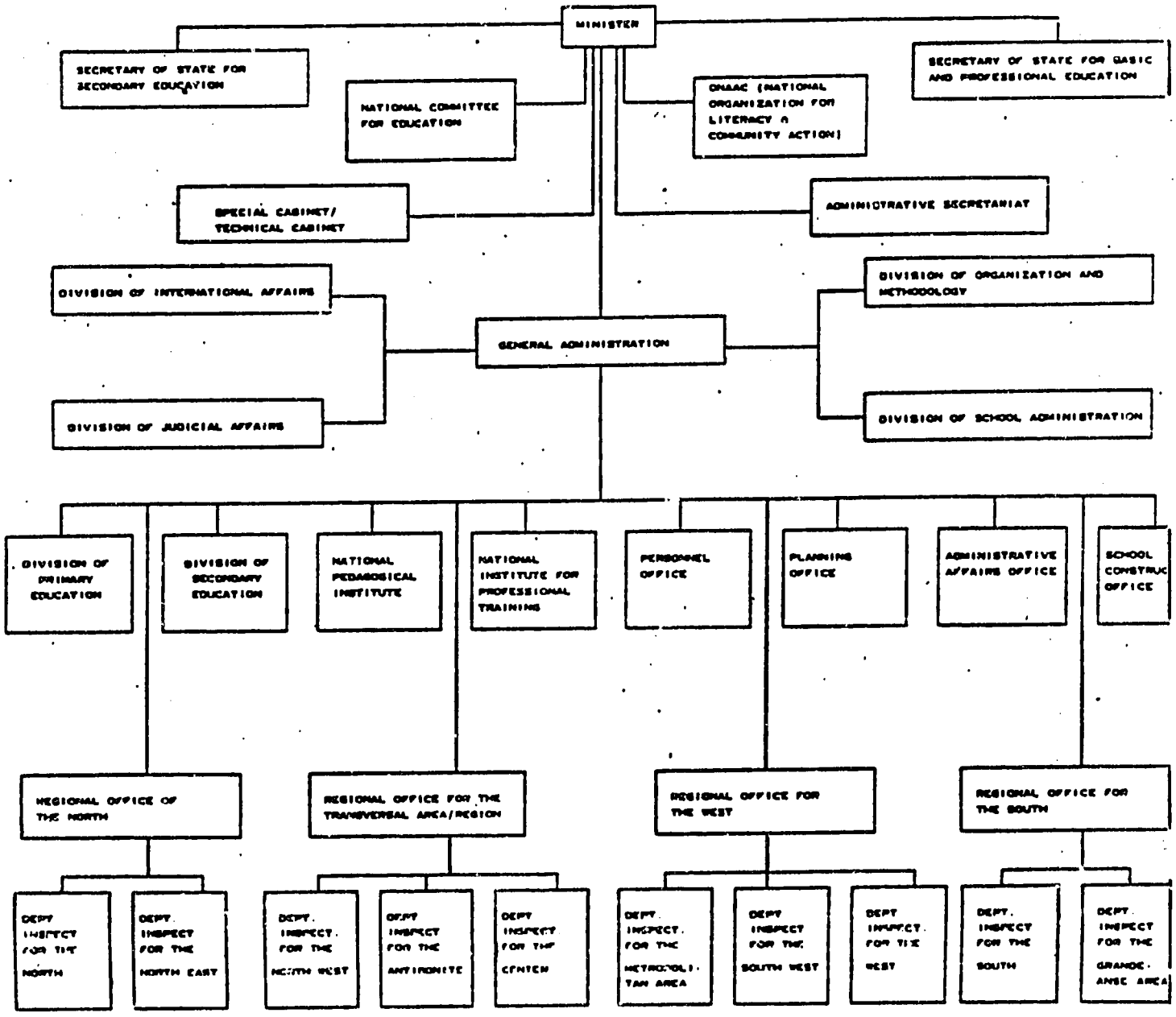
The staffing pattern of the IIBE Project will take account of several critical aspects of the project and of the human resource development situation in Haiti, summarized below:

(a) The technical competencies required to support project activities include the following -

- o Organizational development
- o Educational administration
- o Material and services production and distribution
- o Information and data management
- o Testing and evaluation
- o Curriculum design/ISD
- o Media education and educational technology applications:
  - -Conception
  - -Field-testing
  - -production
  - -Dissemination
- o Teacher training
- o Educational planning and socio-economic analysis
- o Community development and educational anthropology
- o Language learning and linguistic analysis
- o Textbook production

(b) The Technical Services Center to be created by the project is not envisaged as a permanent entity. It has a time-limited function to help the

TABLE 7
ORGANIZATIONAL STRUCTURE OF THE MINISTRY OF EDUCATION



Source: Ministry of Education

sectoral education structures establish themselves and to explore the potential for R&D into new educational technologies. It is expected that by the end of the LOP it will either disappear or be transformed into an R&D center with modified agenda, funding and auspices. But given the unpredictability of institutional development, it is possible that additional funding will still be needed at that point for a transitional period.

(c) One of the key objectives of the project is to enable Haitian private education to organize itself in such a way as to ensure ongoing support for educaticnal improvement efforts at the school level. A premium will therefore be put on developing Haitian staff resources.

(d) The recent Education and Human Resource Sector Assessment documented the fact that Haiti is presently characterized by severe under-utilization of trained manpower. There are more trained and competent people potentially available for technical posts in the field of education than are presently being used, principally because of lack of funds and structures to employ them. This is especially true if one takes into account the Haitian "diaspora", or the large number of skilled Haitians who have emigrated due to lack of employment opportunities at home, many of whom stand ready to return as soon as appropriate openings develop.

4.5.2 Staff Development Strategy

Consideration of the needs and contextual factors described above make clear the importance of a carefully developed staffing strategy for the IIBE project. The main lines of that approach are defined below.

4.5.2.1 Major options

The basic staff development strategy for the IIBE project reflects the following orientations:

(a) Structural framework - The Technical Services Center will be a time-limited facility providing technical support functions, whereas the Sectoral Service Centers will be local institutions playing ongoing management and supervision roles.

(b) Posts and functions - Three kinds of technical support functions will be fulfilled by the TSC:

(1) Management support will be necessary in project years 1 to 3 to assist the SSCs in assuming their new responsibilities. These functions will be handled principally by multi-purpose long-term technical assistance.

(2) R&D support will be necessary throughout the LOP, but will acquire increasing significance in project years 4 to 6. These activities will be coordinated largely by multi-purpose long-term technical assistance.

(3) Other technical support functions in such areas as teacher training, linguistic analysis, and data management will be required at various times throughout the LOP and will be filled for the most part by single-purpose short-term technical assistance. Management and technical functions in the SSCs will be assumed by national staff drawn from the subsectors in question.

(c) Personnel - The scope of work for long-term technical assistance personnel (detailed in Annex G.1) has been carefully defined to specify the plural functions that these people are expected to perform. Given the importance of previous experience in Haiti and of language competence among the selection criteria, it is anticipated that these posts will be filled to a large degree by Haitian nationals or residents with the appropriate technical competencies. Short-term technical assistance posts will be filled by either U.S. or Haitian specialists with relevant

technical qualifications and will be used to provide back-up to the long-term personnel, to ensure appropriate in-service training of project staff and to fill in any technical skills not adequately covered by long-term personnel.

(d) Training - Because of the human resource situation and relative surplus of skilled Haitian manpower described above, no long-term training will be provided by the project. Short-term training in Haiti, in the United States and in third countries will, however, be provided in specific technical areas of relevance to project management and instructional strategies.

(e) Salary scale - TSC grantee personnel will be paid at rates appropriate for personal service contractors or, in the case of those who must be hired in the United States, expatriate personnel. SSC administrative and technical personnel will be paid at or slightly above Haitian scale for people with the qualifications and responsibilities in question. The higher salaries for TSC jobs reflect their temporary nature. SSC positions should potentially have greater job security. In TSC positions, an attempt will be made to engage as many people as possible locally since the costs to the project are one-third to one-half what they are for personnel hired in the U.S.. A full staff roster for the professional staff positions to be filled in the different units of the project is presented on Table 8 and includes an indication of the time of presence length of service of each staff person. For the purposes of this roster, staff are separated into three categories according to the type of contract under which they will work and the associated level of salary: A represents staff on expatriate contract with international scale salary; B represent staff on local hire or personal services contract and international scale salary; C represents staff on local hire contract with local scale salary.

TABLE 8
STAFFING PATTERN
FOR I.I.B.E. PROJECT

	JOB TITLE	FUNCTIONS	QUALIFICATIONS	CONTRACT CATEGORY	ASSOCIATED COSTS	PROJECT YEAR 1 2 3 4 5 6
USAID	Project Monitor	Oversee project implementation on behalf of USAID and support central administrative functions	PhD or equivalent in education or relevant social science area plus project oversight experience.	B	$40,000/yr	X X X X X X
	Assistant Project Monitor	Assist Proj. Mon. in oversight and liaison responsibilities	BA or equivalent in education or relevant social science	B	$20,000/yr	X X X X X X
TSC	Project Director	Direct all aspects of project implementation and coordinate interventions in private and public sectors	PhD or equivalent in education, plus experience in educational management in Haiti or similar LDC setting.	A	$80,000/yr	X X X
	Assistant Project Director	Assist director in above duties and assume full responsibility upon his/her departure.	Idem	B	$40,000/yr	X X X X
	Educational Administration and Organizational Development Specialist	Assist SSCs with procurement, organization of service, materials delivery and processing of information. Assist SSCs with development of financial base & sponsorship of local income-generating activities.	MA or equivalent in data management or education administration plus practical experience with education development projects in LDCs.	B	$40,000/yr	X X X X
	Educational evaluation & research specialist	Assist SSCs with development of necessary evaluation & testing systems and organize initial research & development tasks.	PhD or equivalent in educational research & development + practical experience in Haiti or similar LDC setting.	B	$40,000/yr	X X X X X X
	ISD and media education specialist	Organize experimentation of new educational technologies in the TSC and their adaptation to the needs of Haitian primary schools.	PhD in education or communication with practical experience in ISD-media in LDC settings.	A	$40,000/yr	X X X X
	Regional research & evaluation assistants (2)	Supervise field trials in micro-zones of concentration & assist with research and evaluation tasks	Full baccalaureat or equivalent	C	$4,800/yr	X X X X X X
CINEC	Coordinator	Supervise training of CINEC teachers and establishment/monitoring of all CINEC-related programs.	University-level training in education or other relevant field with some practical project experience.	C	$14,000/yr	X X X X X X
	Assistant Coordinator	Assist CINEC coordinator in all above tasks.	University-level training in education or other relevant field with some practical project experience.	C	$10,560/yr	X X X X X X
	Education specialist	Assist in the development, monitoring and evaluation of the experimental program.	University-level training or equivalent experience in pre-primary and primary education program development.	C	$6,720/yr	X X X X X X
NB:	Field inspection of CINEC centers to be handled by SSC regional monitors (private centers) or Ministry of Education Inspectors (public centers).					
SSCs (2)	Center Director	Direct all aspects of SSC activity and organize supervision of participating schools.	University-level training in education or other relevant field with some practical project experience	C	$12,000/yr	X X X X X X
	Curriculum and teacher training specialist	Supervise field inspection staff & coordinate curriculum development and teacher training tasks	University-level training or equivalent experience in curriculum development and teacher training.	C	$9,000/yr	X X X X X X
	Testing and evaluation specialist	Supervise field inspection staff and coordinate testing and evaluation tasks	University-level training or equivalent experience in testing and evaluation	C	$9,000/yr	X X X X X X
	Educational Administration and community development specialist	Supervise local school support and field inspection staff and coordinate support for local income-generating activities.	University-level training and practical experience in organizing local income-generating activities.	C	$9,000/yr	X X X X X X
	Program monitors (5 per SSC)	Supervise delivery of materials & services & project monitoring at the school level in five regions.	Normal school training & teaching experience in rural areas.	C	$3,600/yr	X X X X X X

: One Testing and Evaluation Specialist will be shared by the Protestant and Catholic SSCs. The function of SSC for the lay sector will be fulfilled tially by the Private Education Office (Service & Enseignement Prive) of the Ministry of Education. It will not have a curriculum and Teacher aining Specialist (this role to be played by staff of the National Pedagogical Institute) and only four Program Monitors who will begin work in Year 2.

4.6 Proposed Schedule

4.6.1 Project phasing

The roles and responsibilities of TSC and SSC staff will not remain fixed over time. Since the project is concerned in part with strengthening private sector structures that exist at present only in embryonic form, it will pass through several stages defined by progressive devolution of responsibilities to counterpart institutions. Four phases, including the end-of-project condition, can be distinguished:

PHASE	PROJECT YEARS	APPROX NB. OF PARTICIPATING SCHOOLS	RESPONSIBILITIES OF TSC	RESPONSIBILITIES OF SSCs
I	1-2	24-150	Establish TSC Establish school support systems Establish evaluation system	Establish SSCs Inventory schools Prepare candidacies Assist in school support
II	3-4	300	Assist SSCs with school support Develop evaluation system Undertake initial R&D	Assume major respon. for school support Assist in evaluation Participate in initial R&D
III	5-6	300	Develop, test new R&D prototypes Coordinate impact evaluations and data analysis	Prime respons. for school support & eval Assist in R&D field testing
IV	End of project condition	--	R&D ready for fuller implementation TSC dissolves or becomes private sect. R&D center	Ongoing school support & eval Joint R&D effort

At the end of Year 6 of the project, it is expected that cease to exist as a separate entity, its school support and evaluation functions having been taken over by the SSCs, or it will be transformed into a private sector (or joint public-private) R & D center with new funding, charged principally with perfecting and disseminating on a large scale the new educational technologies or instructional methodologies that the research and development component of the IIBE project has shown to have the greatest potential for improving quality, efficiency and access in Haitian primary education. At the same time, it is recognized that the creation of the SSCS and the devolution of responsibilities may take longer than anticipated thus requiring that the TSC receive outside support beyond the LOP.

An innovative project of the scale of IIBE, implemented in as partially understood an environment as the private sector of Haitian primary education, will require some interim adjustments in methodology and focus and some consequent mid-course reallocations of funds. These decisions will be made by the Project Advisory Council in consultation with USAID on the basis of yearly formative evaluations to be conducted by project staff and representatives of approriate Haitian technical support institutions, such as IPN and the University of Haiti. (See section 7.2.5. for further detail on formative evaluation responsiblities.) The most important hinge points for decisions about such mid-course adjustments are between phases I and II and between phases II and III of the sequence presented above.

4.6.2 Timeline

A detailed implementation plan is presented in Annex G.2.

5. COST ESTIMATE AND FINANCIAL PLAN

5.1 Costing of Inputs

The IIBE project will have a total estimated cost of $20.6 million over its six year duration, $15.0 million contributed by USAID in direct assistance, $3.3 million in Title. III funds, and the remainder by Public Treasury and private sector sources. The basic assumptions made in calculating costs include an overall 12.5% contingency factor, a compound annual inflation rate of 8% over the life of project and an exchange rate of one Haitian gourde equals U.S. dollar 0.20. Table 9 presents a summary of project costs and a financial plan. A more detailed project budget, a fuller cost analysis and a project input-output matrix are found in Annex F.2, Financial Analysis.

The Financial Plan assumes procurement of services for technical assistance, overseas participant training and of certain commodities under cooperative agreement with a grantee to be selected in the manner described in Chapter 4, section 2. It is expected that the grantee will set up the Technical Services Center and establish agreements with the Sectoral Service Centers for the implementation tasks that they are to perform.

Procurement of goods and services locally will be handled by the grantee and will follow the standard competitive procurement practices that other grantees have exercised in the implementation of previous agreements with the Mission. The grantee will effect payment for locally procured goods and services and, wherever applicable, will request reimbursement from USAID/Haiti for items that have been identified as an AID contribution to the project. The grantee will maintain administrative control over funds for technical assistance, training in the United States and selected commodities. Project Implementation Orders for technicians (PIO/T) and for participants (PIO/P) will be issued to initiate contracts for these services.

Listed below are the major categories of project expenditures and the associated cost estimates less inflation and contingency factors. The relative importance

TABLE 9
SUMMARY COST ESTIMATE AND FINANCIAL PLAN

	USAID			GOH			PVO/COMM	
	FX	LC	TOTAL	T-III*	PT**	TOTAL	LC	GRAND TOTAL
TECHNICAL ASSISTANCE	1,470,000	148,000	1,618,000			0		1,618,000
PROFESSIONAL STAFF		885,576	885,576		133,992	133,992	82,800	1,102,368
SUPPORT PERSONNEL		449,583	449,583		25,621	25,621	74,880	550,084
TRAINING	270,000	30,000	300,000	60,000		60,000		360,000
COMMODITIES	332,670	105,100	437,770		1,500	1,500	2,400	441,670
OPERATIONS	100,000	688,036	788,036	75,000	55,082	130,082	288,360	1,206,478
SCHOOL RESOURCE GRANTS		5,168,468	5,168,468	2,189,000	134,844	2,323,844	675,000	8,167,312
SUPERVISION COSTS	1,551,502		1,551,502			0		1,551,502
TOTAL	3,724,172	7,474,763	11,198,935	2,324,000	351,039	2,675,039	1,123,440	14,997,414
INFLATION	811,214	1,312,036	2,123,250	599,393	139,753	739,146	389,227	3,251,623
CONTINGENCY	574,980	1,102,835	1,677,815	368,056	61,791	429,847	190,443	2,298,105
OVERALL TOTAL	5,110,366	9,889,634	15,000,000	3,291,449	552,583	3,844,032	1,703,110	20,547,142

* TITLE III FUNDS
** PUBLIC TREASURY

of each category of expense is expressed as a percentage of the uninflated total cost of the project ($15.0 million).

5.1.1. School Support ($8.17 million) (55%)

Direct support for schools is the first and largest item in the project budget. Because of the nature of the school improvement and performance contract process that lies at the heart of the IIBE Project (Chapter 4, section 3.4.1.), it is not possible to say ahead of time exactly what quantities and types of resources will be requested among those offered by the project, which consist principally of small investments in training, instructional materials, school equipment and minor construction. The resources being offered to schools are costed in some detail in Annex F.2 and their likely distribution is analyzed. It is nonetheless possible to budget the funds necessary for this project component, since the value of resources to be provided to each participating school has been defined on a per-student basis and the total enrollment per year has likewise been determined. Support for the 300 private schools which will participate in the project amounts to $25 per enrolled student per year or an average of $5,000/school/year for a school enrolling 200 students. Table 3 in Chapter 3 details the phasing of private primary school support and yields an estimate of 1350 school-years of support to be furnished over the life of the project, for a total cost of $6,750,000. Delivery costs add $61,000 to this sum.

An additional $150,000 are budgeted for schools which need extra support in order to carry out urgently needed reconstruction or expansion. The funds will be furnished on a match grant basis described in Chapter 3. The IIBE project will also fund two experimental preprimary programs in field locations, one in connection with participating private primary schools and the other in connection with public schools. The costs of the experimental private school program amount to $242,000, while the public school program will cost $447,000, $68,000 of which will be provided by the MEN in project years 4, 5 and 6.

A small but increasing proportion of school support expenses will be borne locally during the latter years of

project implementation. In Project Year 6 participating schools will be funding 60% of the recurrent costs of their school improvement effort.

5.1.2 Project Personnel ($3.27 million) (22%)

Project personnel include long-term technical assisfance, short-term consultants, local professional staff and local support staff.

(a) Long-term technical assistance

The project will require 21 person-years of long-term technical assistance. Some of these posts will be filled by expatriate technicians and others by resident specialists hired by the grantee. The estimated total cost is $1,120,000.

(b) Short-term technical consultants

It is estimated that 80 person-months of short-term technical consultancy will be needed over the life of project, some engaged locally and some through overseas institutional subcontracts. The total cost for this component is $498,000.

(c) Local professional staff

Salaries will likewise be required for the technical staff of the newly created Sectoral Service Centers and for CINEC, the experimental preprimary program operating under project auspices. These staffing needs total 78 person-years over the life of project. An increasing proportion of this bill will be paid out of the SSCs own resources in project years 4, 5, and 6. The total cost is $1,098,768, of which USAID will furnish $885,576.

(d) Local support staff

In addition, local support staff (secretaries, drivers, field supervisors) will be salaried out of project funds in the initial investment stages of the project. These functions require 206 person-years of work at a cost of $553,683.

6.1.3. Training ($0.36 million) (2%)

Fifty-four months of short-term participant training overseas are budgeted in order to enable project staff and counterparts from the public and private sector to study educational innovations that may have relevance for Haitian primary education and to acquire additional needed competencies in their areas of functional responsiblity. The cost for this element is $285,000.

The project will require 180 person-months of staff training in-country to allow both for the local transmission of new skills to project-related personnel and for the conduct of joint public-private sector seminars and workshops on the issues of examination, evaluation, school accreditation and curricular reform. The cost for this element is $75,000.

5.1.4. Construction ($0.30 million) (--)

The only construction planned under the IIBE project consists of the additions or renovations to be carried out in a small number of participating schools. The procedures for this activity are discussed in Chapter 3. The costs are incorporated above under the heading of school support.

5.1.5 Commodities ($0.44 million) (3%)

Furniture and equipment ($188,500) will be provided for the Technical Service Center, the three Sectoral Service Centers and the five regional monitoring offices to be established in the field. This includes an allotment of $72,000 for the purchase of key radio, audio and visual production equipment for use in the R&D component of the project. (See detailed list in Annex F.2)

Eleven four-wheel drive vehicles ($200,000) and 16 motorcycles ($48,000) are required to implement effectively the school support and R&D portions of the project. Six of the FWD vehicles and 18 of the motorcycles will be furnished within the first two years of the project, the rest constituting provision for renewal of the fleet in project years five and six.

5.1.6. Operating Costs ($1.21 million) (8%)

These expenses include office supplies, rent and utilities ($530,400), and vehicle maintenance, fuel and related travel expenses ($476,079) for the Technical Service Center, the Sectoral Services and their branch offices. A sum of $200,000 is also set aside for four R&D studies on specific topics to be executed in the course of the project.

5.1.7. Supervision and Monitoring Costs ($1.55 million) (10%)

Personnel costs of the Mission project monitor's office amount to $360,000 over the LOP. Grantee overhead is estimated at $1.040 million. An outside audit and an external evaluation will be carried out during the project at an estimated cost of $50,000 for the former and $100,000 for the latter.

5.2. Disbursement Plan

Table 10 presents, year by year, disbursements in the principal budget categories.

5.3. Recurrent Cost Issues

Recurrent costs for local schools, for the private sector associations and for the Government are identified in Table 6 of Annex F.2. In all cases, they are within the expected fiscal capacity of the entities involved. The issues are analyzed in greater detail in Annex F.2 and summarized in section 6.2 hereafter.

TABLE 10
BUDGET CATEGORIES BY FUNDING SOURCE AND YEARS

	YEAR 1								YEAR 2							
	USAID			GOH			PVO/ LOCL	TOT	USAID			GOH			PVO/ LOCL	TOT
	FX	LC	TOTAL	T-III	PT	TOTAL			FX	LC	TOTAL	T-III	PT	TOTAL		
I. RESOURCES FOR SCHOOLS																
A. Private School Support Grants	0	221,750	221,750	0	0	0	0	221,750	0	1,296,250	1,296,250	0	0	0	0	1,296,250
B. School Construction Program	0	0	0	0	0	0	0	0	0	50,000	50,000	0	0	0	50,000	100,000
C. CINEC Preprimary Programs	0	196,633	196,633	0	0	0	0	196,633	0	240,823	240,823	0	0	0	0	240,823
TOTAL	0	418,383	418,383	0	0	0	0	418,383	0	1,587,073	1,587,073	0	0	0	50,000	1,637,073
II. PERSONNEL																
A. Technical Assistance																
1. Long-Term	160,000	0	160,000	0	0	0	0	160,000	160,000	0	160,000	0	0	0	0	160,000
2. Short-term	35,000	22,200	57,200	0	0	0	0	57,200	70,000	40,700	110,700	0	0	0	0	110,700
B. Professional Staff	0	169,128	169,128	0	0	0	0	169,128	0	188,328	188,328	0	0	0	0	188,328
C. Support Personnel	0	72,281	72,281	0	0	0	0	72,281	0	93,881	93,881	0	0	0	0	93,881
TOTAL	195,000	263,609	458,609	0	0	0	0	458,609	230,000	322,909	552,909	0	0	0	0	552,909
III. TRAINING																
A. Short-term overseas training	45,000	0	45,000	0	0	0	0	45,000	45,000	0	45,000	0	0	0	0	45,000
B. Inservice Staff Training	0	15,000	15,000	0	0	0	0	15,000	0	15,000	15,000	0	0	0	0	15,000
TOTAL	45,000	15,000	60,000	0	0	0	0	60,000	45,000	15,000	60,000	0	0	0	0	60,000
IV. COMMODITIES																
A. Office and Technical Equipment	5,000	78,500	83,500	0	0	0	0	83,500	2,500	6,100	8,600	0	0	0	0	8,600
B. Vehicle	122,619	0	122,619	0	0	0	0	122,619	30,000	0	30,000	0	0	0	0	30,000
TOTAL	127,619	78,500	206,119	0	0	0	0	206,119	32,500	6,100	38,600	0	0	0	0	38,600
V. OPERATING COSTS																
A. Office and administrative expenses	0	42,900	42,900	0	0	0	40,000	82,900	0	48,900	48,900	0	0	0	40,000	88,900
B. Transport expenses	0	64,221	64,221	0	0	0	0	64,221	0	82,471	82,471	0	0	0	0	82,471
C. R & D Studies	0	0	0	0	0	0	0	0	25,000	25,000	50,000	0	0	0	0	50,000
TOTAL	0	107,121	107,121	0	0	0	40,000	147,121	25,000	156,371	181,371	0	0	0	40,000	221,371
VI. SUPERVISION COSTS																
A. USAID Monitoring Office	60,000	0	60,000	0	0	0	0	60,000	60,000	0	60,000	0	0	0	0	60,000
B. Contractor/Grantee Overhead	167,738	0	167,738	0	0	0	0	167,738	171,263	0	171,263	0	0	0	0	171,263
C. External Evaluation and Audit	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	227,738	0	227,738	0	0	0	0	227,738	231,263	0	231,263	0	0	0	0	231,263
OVERALL SUBTOTAL	595,357	882,613	1,477,970	0	0	0	40,000	1,517,970	563,763	2,097,453	2,661,216	0	0	0	90,000	2,741,216
INFLATION	0	0	0	0	0	0	0	0	45,101	166,996	212,097	0	0	0	7,200	219,297
CONTINGENCY	74,980	111,159	186,139	0	0	0	5,036	191,175	76,681	283,929	360,610	0	0	0	12,237	372,847
OVERALL TOTAL	670,337	993,772	1,664,109	0	0	0	45,036	1,709,145	685,545	2,539,378	3,223,923	0	0	0	109,437	3,333,360

TABLE 10
BUDGET CATEGORIES BY FUNDING SOURCE AND YEARS

	YEAR 3								YEAR 4							
	USAID			GOH			PVO/ LOCL	TOT	USAID			GOH			PVO/ LOCL	TOT
	FX	LC	TOTAL	T-III	PT	TOTAL			FX	LC	TOTAL	T-III	PT	TOTAL		
I. RESOURCES FOR SCHOOLS																
A. Private School Support Grants	0	1,332,750	1,332,750	918,500	0	918,500	0	2,251,250	0	902,000	902,000	518,500	0	518,500	18,750	1,439,250
B. School Construction Program	0	25,000	25,000	25,000	0	25,000	50,000	100,000	0	13,000	13,000	37,000	0	37,000	50,000	100,000
C. CINEC Preprimary Programs	0	154,714	154,714	0	0	0	0	154,714	0	132,240	132,240	0	22,474	22,474	0	154,714
TOTAL	0	1,512,464	1,512,464	943,500	0	943,500	50,000	2,505,964	0	1,047,240	1,047,240	555,500	22,474	577,974	68,750	1,693,964
II. PERSONNEL																
A. Technical Assistance	280,000	0	280,000	0	0	0	0	280,000	200,000	0	200,000	0	0	0	0	200,000
1. Long-Term	78,750	40,700	119,450	0	0	0	0	119,450	87,500	33,300	120,800	0	0	0	0	120,800
2. Short-term	0	188,328	188,328	0	0	0	0	188,328	0	152,196	152,196	0	22,332	22,332	13,800	188,328
B. Professional Staff	0	93,881	93,881	0	0	0	0	93,881	0	77,130	77,130	0	4,270	4,270	12,480	93,880
C. Support Personnel	358,750	322,909	681,659	0	0	0	0	681,659	287,500	262,626	550,126	0	26,602	26,602	26,280	603,008
TOTAL																
III. TRAINING																
A. Short-term overseas training	45,000	0	45,000	0	0	0	0	45,000	45,000	0	45,000	15,000	0	15,000	0	60,000
B. Inservice Staff Training	0	0	0	15,000	0	15,000	0	15,000	0	0	0	0	0	0	0	0
TOTAL	45,000	0	45,000	15,000	0	15,000	0	60,000	45,000	0	45,000	15,000	0	15,000	0	60,000
IV. COMMODITIES																
A. Office and Technical Equipment	0	6,100	6,100	0	0	0	0	6,100	72,000	5,450	77,450	0	250	250	400	78,100
B. Vehicle	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
TOTAL	0	6,100	6,100	0	0	0	0	6,100	72,000	5,450	77,450	0	250	250	400	78,100
V. OPERATING COSTS																
A. Office and administrative expenses	0	48,900	48,900	0	0	0	40,000	88,900	0	46,500	46,500	0	500	500	42,400	89,400
B. Transport expenses	0	83,721	83,721	0	0	0	0	83,721	0	68,882	68,882	0	8,680	8,680	5,660	83,222
C. R & D Studies	25,000	0	25,000	25,000	0	25,000	0	50,000	25,000	0	25,000	25,000	0	25,000	0	50,000
TOTAL	25,000	132,621	157,621	25,000	0	25,000	40,000	222,621	25,000	115,382	140,382	25,000	9,180	34,180	48,060	222,622
VI. SUPERVISION COSTS																
A. USAID Monitoring Office	60,000	0	60,000	0	0	0	0	60,000	60,000	0	60,000	0	0	0	0	60,000
B. Contractor/Grantee Overhead	199,388	0	199,388	0	0	0	0	199,388	197,725	0	197,725	0	0	0	0	197,725
C. External Evaluation and Audit	50,000	0	50,000	0	0	0	0	50,000	50,000	0	50,000	0	0	0	0	50,000
TOTAL	309,388	0	309,388	0	0	0	0	309,388	307,725	0	307,725	0	0	0	0	307,725
OVERALL SUBTOTAL	738,138	1,974,094	2,712,232	983,500	0	983,500	90,000	3,785,732	737,225	1,430,698	2,167,923	595,500	58,506	654,006	143,490	2,965,419
INFLATION	122,826	328,489	451,315	163,654	0	163,654	14,976	629,945	191,466	371,570	563,036	154,658	15,195	169,853	37,266	770,153
CONTINGENCY	112,210	286,213	398,423	144,427	0	144,427	13,216	556,066	116,960	226,981	343,941	94,445	9,279	103,724	22,757	470,422
OVERALL TOTAL	973,174	2,588,796	3,561,970	1,291,581	0	1,291,581	118,192	4,971,743	1,045,651	2,029,249	3,074,900	844,603	82,980	927,583	203,513	4,205,996

TABLE 10
BUDGET CATEGORIES BY FUNDING SOURCE AND YEARS

	YEAR 5								YEAR 6							
	USAID			GOH			PVO/ LOCL	TOT	USAID			GOH			PVO/ LOCL	TOT
	FX	LC	TOTAL	T-III	PT	TOTAL			FX	LC	TOTAL	T-III	PT	TOTAL		
I. RESOURCES FOR SCHOOLS																
A. Private School Support Grants	0	255,500	255,500	590,000	0	590,000	137,500	983,000	0	150,750	150,750	100,000	0	100,000	368,750	619,500
B. School Construction Program	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
C. CINEC Preprimary Programs	0	109,766	109,766	0	44,948	44,948	0	154,714	0	87,292	87,292	0	67,422	67,422	0	154,714
TOTAL	0	365,266	365,266	590,000	44,948	634,948	137,500	1,137,714	0	238,042	238,042	100,000	67,422	167,422	368,750	774,214
II. PERSONNEL																
A. Technical Assistance																
1. Long-Term	160,000	0	160,000	0	0	0	0	160,000	160,000	0	160,000	0	0	0	0	160,000
2. Short-term	61,250	11,100	72,350	0	0	0	0	72,350	17,500	0	17,500	0	0	0	0	17,500
B. Professional Staff	0	116,064	116,064	0	44,664	44,664	27,600	188,328	0	71,532	71,532	0	63,396	63,396	41,400	176,328
C. Support Personnel	0	60,380	60,380	0	8,540	8,540	24,960	93,880	0	52,030	52,030	0	16,410	16,410	37,440	105,880
TOTAL	221,250	187,544	408,794	0	53,204	53,204	52,560	514,558	177,500	123,562	301,062	0	79,806	79,806	78,840	459,708
III. TRAINING																
A. Short-term overseas training	45,000	0	45,000	0	0	0	0	45,000	45,000	0	45,000	0	0	0	0	45,000
B. Inservice Staff Training	0	0	0	15,000	0	15,000	0	15,000	0	0	0	15,000	0	15,000	0	15,000
TOTAL	45,000	0	45,000	15,000	0	15,000	0	60,000	45,000	0	45,000	15,000	0	15,000	0	60,000
IV. COMMODITIES																
A. Office and Technical Equipment	0	4,800	4,800	0	500	500	800	6,100	0	4,150	4,150	0	750	750	1,200	6,100
B. Vehicle	34,551	0	34,551	0	0	0	0	34,551	66,000	0	66,000	0	0	0	0	66,000
TOTAL	34,551	4,800	39,351	0	500	500	800	40,651	66,000	4,150	70,150	0	750	750	1,200	72,100
V. OPERATING COSTS																
A. Office and administrative expenses	0	44,100	44,100	0	1,000	1,000	44,800	89,900	0	41,700	41,700	0	1,500	1,500	47,200	90,400
B. Transport expenses	0	52,791	52,791	0	17,361	17,361	11,320	81,472	0	37,950	37,950	0	26,042	26,042	16,980	80,972
C. R & D Studies	25,000	0	25,000	25,000	0	25,000	0	50,000	0	0	0	0	0	0	0	0
TOTAL	25,000	96,891	121,891	25,000	18,361	43,361	56,120	221,372	0	79,650	79,650	0	27,542	27,542	64,180	171,372
VI. SUPERVISION COSTS																
A. USAID Monitoring Office	60,000	0	60,000	0	0	0	0	60,000	60,000	0	60,000	0	0	0	0	60,000
B. Contractor/Grantee Overhead	161,800	0	161,800	0	0	0	0	161,800	143,588	0	143,588	0	0	0	0	143,588
C. External Evaluation and Audit	0	0	0	0	0	0	0	0	50,000	0	50,000	0	0	0	0	50,000
TOTAL	221,800	0	221,800	0	0	0	0	221,800	253,588	0	253,588	0	0	0	0	253,588
OVERALL SUBTOTAL	547,601	654,501	1,202,102	630,000	117,013	747,013	246,980	2,196,095	542,088	445,404	987,492	115,000	175,520	290,520	512,970	1,790,982
INFLATION	197,404	235,940	433,344	227,108	42,182	269,290	89,034	791,668	254,417	209,041	463,458	53,973	82,376	136,349	240,751	840,558
CONTINGENCY	93,827	112,143	205,970	107,910	20,043	127,953	42,304	376,227	100,322	82,410	182,732	21,274	32,489	53,763	94,893	331,388
OVERALL TOTAL	838,832	1,002,584	1,841,416	965,018	179,238	1,144,256	378,318	3,363,990	896,827	736,855	1,633,682	190,247	290,365	480,612	848,614	2,962,908

TABLE 10
BUDGET CATEGORIES BY FUNDING SOURCE AND YEARS

TOTAL

	USAID			GOH			PVO/ LOCL	TOT
	FX	LC	TOTAL	T-III	PT	TOTAL		
I. RESOURCES FOR SCHOOLS								
A. Private School Support Grants	0	4,159,000	4,159,000	2,127,000	0	2,127,000	525,000	6,811,000
B. School Construction Program	0	88,000	88,000	62,000	0	62,000	150,000	300,000
C. CINEC Preprimary Programs	0	921,468	921,468	0	134,844	134,844	0	1,056,312
TOTAL	0	5,168,468	5,168,468	2,189,000	134,844	2,323,844	675,000	8,167,312
II. PERSONNEL								
A. Technical Assistance								
1. Long-Term	1,120,000	0	1,120,000	0	0	0	0	1,120,000
2. Short-term	350,000	148,000	498,000	0	0	0		498,000
B. Professional Staff	0	885,576	885,576	0	130,392	130,392	82,800	1,098,768
C. Support Personnel	0	449,583	449,583	0	29,220	29,220	74,880	553,683
TOTAL	1,470,000	1,483,159	2,953,159	0	159,612	159,612	157,680	3,270,451
III. TRAINING								
A. Short-term overseas training	270,000	0	270,000	15,000	0	15,000	0	285,000
B. Inservice Staff Training	0	30,000	30,000	45,000	0	45,000	0	75,000
TOTAL	270,000	30,000	300,000	60,000	0	60,000	0	360,000
IV. COMMODITIES								
A. Office and Technical Equipment	79,500	105,100	184,600	0	1,500	1,500	2,400	188,500
B. Vehicle	253,170	0	253,170	0	0	0	0	253,170
TOTAL	332,670	105,100	437,770	0	1,500	1,500	2,400	441,670
V. OPERATING COSTS								
A. Office and administrative expenses	0	273,000	273,000	0	3,000	3,000	254,400	530,400
B. Transport expenses	0	390,036	390,036	0	52,083	52,083	33,960	476,079
C. R & D Studies	100,000	25,000	125,000	75,000	0	75,000	0	200,000
TOTAL	100,000	688,036	788,036	75,000	55,083	130,083	288,360	1,206,479
VI. SUPERVISION COSTS								
A. USAID Monitoring Office	360,000	0	360,000	0	0	0	0	360,000
B. Contractor/Grantee Overhead	1,041,502	0	1,041,502	0	0	0	0	1,041,502
C. External Evaluation and Audit	150,000	0	150,000	0	0	0	0	150,000
TOTAL	1,551,502	0	1,551,502	0	0	0	0	1,551,502
OVERALL SUBTOTAL	3,724,172	7,474,763	11,198,935	2,324,000	351,039	2,675,039	1,123,440	14,997,414
INFLATION	811,214	1,312,036	2,123,250	599,703	139,753	739,146	389,227	3,251,623
CONTINGENCY	574,980	1,102,835	1,677,815	368,056	61,791	429,847	190,443	2,298,105
OVERALL TOTAL	5,110,366	9,889,634	15,000,000	3,291,449	552,583	3,844,032	1,703,110	20,547,142

6. SUMMARIES OF ANALYSES

6.1. Technical Analysis

Technical analysis of the IIBE Project involves examining the validity of project methodology -- that is, the likelihood that essential project objectives can be achieved by means of the methods proposed. The methodology of IIBE blends an instructional improvment strategy with an institution-building strategy designed to make those improvements relevant and durable. Technical analysis needs therefore to cover ex ante evaluation of both the instructional strategy proposed and the institutional approach. The present section deals principally with the first of these issues. The second is dealt with more thoroughly in section 6.4.

Analysis of the instructional strategy of IIBE is organized around two topics: (1) the logical relationship of the various elements of the proposed strategy to the overall design, their suitability for Haiti and the risks associated with them; and (2) the likelihood that the outcomes of the project can be generalized more widely throughout the educational system in Haiti.

The IIBE strategy puts initial emphasis on improving the supply of currently available instructional resources and proceeds gradually to the design and testing of prototypes of new methods and materials that will ensure greater gains in quality and efficiency in the future. While this approach may appear less promising than a large-scale and more immediate effort to develop new technology for Haitian primary education, careful consideration of the context of the project and of lessons from educational development in other developing countries in fact suggests that the IIBE strategy is the soundest one from a technical point of view. Moreover, in a situation of considerable uncertainty about the state of targeted schools (an uncertainty that the project itself will help to dissipate), the dissemination methodology chosen by the project -- user selection from a menu of educational improvement resources, coupled with participatory R&D -- appears to be the best available means for identifying and promoting cost-effective instructional strategies.

The question of the generalizability of project results is an important but difficult one, given the impoverished state of most targeted private schools in rural and economically depressed urban areas of Haiti. Wider dissemination is, however, favored by two key elements in project design: (1) the fact that participating schools will be chosen as a relatively representative sample of the diverse kinds of schools serving the target population; and (2) the inclusion of innovations in local educational financing as one of the priority subjects for project-sponsored R&D.

The project design is therefore technically sound from an instructional and educational point of view. The components of the IIBE strategy are found to be logically related and suitable for Haiti. The design is of a level of complexity required to adequately address the complex mosaic of private primary education in Haiti. The feasibility of certain elements in the strategy has, in a sense, already been pretested as a result of the lengthy and iterative process of project design undertaken over the elapsed year with Haitian educators.

The risks associated with the project are at an acceptable level and to a large extent can be reduced through effective implementation. It is worth noting that while this is a capacity building project, the project design anticipates a sequential stream of benefits and not an "all or nothing" end of project condition. This means that even if a worst case scenario should halt implementation of the project at some point, important returns will already have been realized on investments made.

The results of the project will be important in themselves in contributing to achieving the goal of enhancement of human resources in Haiti. They stand a good chance of being generalized on a wider scale, offering the possibility of greater impact in the future.

6.2. Financial Analysis

The purpose of the financial analysis is to determine the financial viability of the project as designed, to analyze its component costs and to lay out a sequential plan for disbursement of project funds.

6.2.1. Financial Viability

To establish the financial viability of the project, it is necessary to examine both the ability of the parties charged with project implementation to pay the costs that the project entails (or their "fiscal capacity") and the financial effect of project activities on the cash flow of the intended beneficiaries.

6.2.1.1. Fiscal capacity

Haiti remains a desparately poor country. The state of the economy has a major influence on the capacity of all parties involved in the project to assume sizeable cost obligations. The modern sector of the economy grew at a relatively rapid pace in the late 1970s, thanks essentially to the expansion of export-oriented assembly industries in the capital, but since 1980 the economic situation has worsened. Real rural incomes continue on a persistent downward trend, further accentuating the great disparities in income distribution that characterize the country.

The new government that came into power with the ouster of Duvalier hopes to reverse these downward trends by ensuring better stewardship of public finances, reinvesting in agriculture, creating a favorable climate for the establishment of new industries, and directing the energies of the population toward development by a renewed spirit of national pride and personal dedication.

The task of financing primary education in Haiti is currently shared by government, private voluntary organizations (PVOs) and parents in proportions roughly approximating 25%-25%-50%. Government in Haiti has traditionally spent very little on primary education in rural and depressed urban areas, and in recent years PVOs have in effect taken up some of the slack. The outlook for

these three principal sources of primary school funding can be summarized as follows:

(1) Parents in rural and economically depressed urban areas have little disposable income, though even here there are noticeable differences between different categories and classes within the population and it is most often the children of the relatively better-off who get into available schools. Education is both an investment and a consumption good for poor families, and in some cases its consumption worth is large enough to justify expenditures on tuition and/or school materials that are above what would otherwise seem to fit within the household budget. It is therefore not inconceivable that some increased financial or material participation of even poor families in the costs of local education could be developed in the course of the project without extra hardship to the interested parties. The income-generating component of the school improvement menu constitutes another strategy by which local contributions to school budgets could be increased. From this point of view, it is highly significant that the R&D component of the project contains as one of its foci study of educational financing at the local level and trial of alternate formulae.

(2) Private voluntary organizations (PVOs) have continued to increase their funding commitments in recent years, but there appears to be a noticeable change in emphasis away from the massive underwriting of education expenses that fueled rapid expansion of educational opportunities in the 1970s and early 1980s. There is some possibility, therefore, that IIBE funding could be affected by a phenomenon of "displacement"--in other words, that it will simply be used by private school systems and individual schools to replace funds formerly received through the intermediary of philanthropic organizations. The project could seek to specify that funds be channeled principally to schools not previously receiving appreciable amounts of outside aid; but, all things considered, the displacement phenomenon should not greatly affect the results of IIBE. Even if funding is used to replace other lost

sources of support, it seems most likely, given the design of the project, that these resources will be used in a way much more closely linked to improvements in educational quality and efficiency and to the institutionalization of instructional support structures than has hitherto been the case with philanthropic aid.

(3) Government of Haiti (GOH)/ Ministry of Education (MEN): The outlook in the area of government fiscal capacity for education expenditure is for slow growth, given the combined effects of gradually increasing revenues, a slightly larger proportion of government expenditures for education and the stoppage of the leaks to extrabudgetary expenditures and patronnage payoffs that characterized fiscal behavior under the former administration. In the short run, this probably does not mean much relief for private rural schools, though with increased coordination between the public and private sectors should go increased opportunity for some private schools, at least, to benefit from donor-funded education programs administered by the Ministry of Education. In the medium term, the issue of partial government subsidies to private schools -- current practice in the past for a small number of Catholic schools -- will likely come under consideration.

6.2.1.2. Financial effects on beneficiaries

The prime beneficiaries of the IIBE project are children from rural and low-income urban areas and their immediate families. Secondarily, the project will benefit private schools in these areas, and tertiarily it will affect private sector associations and the Ministry of Education.

Children and their families: Education potentially has both investment and consumption benefits for those who participate, and both need to be taken into account. The consumption benefits (day-care, school feeding) of schooling for families in rural areas and particularly in economically depressed urban areas are a non-negligeable part of their

financial impact. In this respect, the IIBE project has the potential of exercising an important influence. Even if AID support serves mostly to replace or displace diminishing philanthropic resources, its consumption benefits are no less real and provide a means of leverage for improving school quality.

The investment benefits of primary education include the increase in income and life chances that those who receive this education enjoy. The data necessary for rate of return analysis are hard to obtain in Haiti and no single rate can be calculated for primary educaton, because costs and benefits vary greatly from one form of available schooling to another. Using available data, the Haiti Education and Human Resources Sector Assessment estimated that median private rates of return to primary education were on the order of 25% for graduates, though prospective rates to enrollees fell well below 20% because of the uncertainty about a given child managing to complete the cycle. These rates are somewhat below the average of those habitually attributed to basic education in other parts of the developing world. Rates were found to be the highest, however, for poor children coming from rural or depressed urban areas who did manage to complete their studies. The sector assessment also noted that small increments in life chances can be very important to people on the edge of survival, a factor which helps to explain the high public demand for education in Haiti.

Private schools and school systems: The schools directly participating in the IIBE project should be financially benefited in substantial measure, not only by the immediate resource grants, but also by their increased capacity to draw students and increased efficiency of school administration. It should be noted that there will also be larger scale financial effects bearing on the private sector as a whole. The IIBE project will probably contribute to a weeding-out process, already underway, by which the smallest and least viable of the schools created in the last decade of large-scale philanthropic aid will disappear and the remaining schools (plus new ones to be created as future sources of funding are identified) grow and improve the quality of the services they offer. A process like this might normally happen to the detriment of the less favored

strata of the population. The IIBE project should contribute usefully to maintaining a balance in the supply of improved educational services, since its efforts will be concentrated in otherwise disadvantaged regions of the country.

Private sector school systems and associations will both benefit from increased coordination and elimination of redundancies and other inefficiencies in the simultaneous and almost totally separate management of overlapping school systems that is current practice. The IIBE Project should also put the new private education associations in a position to raise and administer grant funds for educational activities in the future, whether from Haitian or international sources.

Government of Haiti/ Ministry of Eduction: Positive financial effects can be anticipated for the Government and for the Ministry of Education as well. Over and beyond the immediate benefits from those resources to be bestowed on the Ministry in the IIBE Project and the longer term effect of having an appreciable portion of the population served with improved educational supply at small cost to government budgets, the project will serve as a pilot experience for possible forms of coordination between public and private systems in the future.

6.2.2. Cost Analysis

Cost estimates are derived separately for each component of the IIBE project, plus AID and grantee supervision costs and the margin to be left for inflation and contingencies. The detail of these calculations appears in section 3 of Annex F.2.

The recurrent costs of the IIBE Project are analyzed at three levels: school/local community; private sector education associations; and Ministry of Education. At the local school level, most of the resources furnished by the project are in the nature of small investments that do not entail many recurrent costs. Recurrent costs for a typical school with an initial enrollment of 200 students and a 5% per year growth rate lie between $1500 and $4000 per year, at the termination of the project, the exact amount

depending on the assumptions adopted. With the combined effect of more efficient administration, slightly increased revenues from tuition or government subsidy and returns on a community income-generating activity, most schools will be able to meet these costs. They will in fact be required under the performance contract to assume 25% of current expenditures in year 4 and 50% in year 5 in order to move gradually into this role.

Recurrent expenditures for the two larger Sectoral Service Centers (SSCs) amount to approximately $100,000 in 1986 dollars. (Recurrent costs for the Private Education Office of the Ministry are lumped under the government cost figures considered below.) Consolidation of the two associations or qualification for future funding from outside sources would reduce this level of need. The SSCs will also be helped in the course of the project to develop organizational and financial support among their constituent private education subsystems. They will assume an increasing proportion of their own operating expenditures in project years 4, 5 and 6.

Recurrent costs for the Ministry of Education amount to between $150,000 and $300,000 according to the assumptions used. The Ministry has accepted a graduated take-over schedule of these expenses of 25% in year 4, 50% in year 5, 75% in year 6 and 100% thereafter. In the context of a slowly growing education budget, they seem entirely manageable, as they amount to considerably less than 1% of the current budget of the Ministry.

6.2.3. Financial Plan

A full year-by-year line item budget is included as Table 7 in Annex F.2.

6.3. Economic Analysis

The purpose of the economic analysis of the IIBE project is to determine whether or not the project represents a worthwhile investment of scarce economic resources for Haiti. While comparison of the social benefits and costs of the project is a critical

consideration in the design process, an educational intervention like IIBE does not lend itself to simple application of traditional tools of economic analysis for a host of reasons. The two most important of these are that

(1) the data necessary to calculate the magnitude of the monetary benefits of the project (particularly information on likely employment itineraries and income streams of primary school graduates) are not readily available in Haiti; and

(2) a number of the most important benefits of the project are difficult to measure in monetary terms.

A somewhat broader approach to economic analysis is taken in order to compensate for these deficiencies without forfeiting the insight that the economic perspective offers for project design. In traditional economic analysis, the comparison of the monetized social costs and social benefits of a project provide an indicator of its worth as a potential investment. In the field of education, benefits and costs are highly varied in nature and not easily compressible to the same metric. The attempt to force them all into monetary terms and to compare them via a single index or mathematical procedure can do more harm than good if it causes the analyst to lose sight of some of the dimensions of social and economic viability that do not lend themselves to this kind of summary.

The procedure followed involves approaching the question of comparative benefits and costs from several angles. First the project investment is examined from a least-cost and cost-effectiveness perspective. Then the question of benefits is broached: forseeable monetary returns, labor market effects and non-monetary benefits. Finally, costs and benefits are compared and conclusions drawn.

Social benefit-cost and rate of return calculations are difficult to make with available data. In general, the Haiti Education and Human Resource Sector Assessment found social rates of return to primary education to be relatively

low, varying from 6% to 15% depending on the type of schooling considered and the assumptions made. This situation is due primarily to lack of employment and self-employment opportunities for primary school graduates, and secondarily to the internal inefficiency of existing primary schooling. By reducing costs per graduate and at least incrementally increasing the employability or self-employment capacity of primary school graduates from affected schools, the IIBE Project will, however, have the effect of increasing rates of return to social expenditures for private primary education. Annex F.3 presents a rough estimate of the magnitudes involved.

Analysis of two alternative strategies considered in the course of project design -- direct administration of innovative new educational technologies by a USAID-staffed and managed institute, and complete devolution of funding and intervention responsibility to existing private education systems to support their current operations -- suggests that the methodology adopted is the least-cost approach to the problem of quality improvement in private primary education. From a cost-effectiveness point of view, analysis of the impact of expected reductions in attrition and repetition rates in participating schools (detailed in Annex F.3) demonstrates savings of 15% to 25% in costs per graduate. When in addition the effect of enhanced learning outcomes is taken into account, potential improvements in cost-effectiveness are further magnified.

In conclusion, the IIBE project promises to have a significant impact on the cost-effectiveness of private primary education. Its larger economic benefits will depend in part on employment policies and labor market conditions in Haiti; and the linkage between improved educational supply on the one hand and job creation, enhanced opportunities for further training and productive self-employment on the other needs to be carefully monitored. Not the least important of the side-effects of the project should be better information on the costs and benefits of primary education in rural and economically depressed urban areas, and so increased ability to answer some of the questions raised above.

Insofar as an efficiently organized primary education system is considered an essential infrastructure for resolution of the multiple development problems with which Haiti is presently confronted, the arguments for the cost-effectiveness of IIBE are sufficient ones to justify the investment that the project represents. Over and beyond these considerations, it also seems quite likely that the project will contribute significantly to the potential for economic development in rural and poor urban areas, but its linkage with employment and vocational training will require continued attention.

6.4. Institutional Analysis

While centrally concerned with improvements in the efficiency and quality of Haiti's basic education system, the IIBE project has institutional as well as instructional objectives, and the two are closely interrelated. The institutional objectives are two: (1) enable the three principal sub-divisions of Haitian private primary education to organize structures for coordinating educational improvement efforts; and (2) strengthen the Ministry of Education's capacity to perform the system-wide and essentially public functions of accreditation, examination, evaluation and applied research needed to support harmonious development of private education. Progress toward accomplishment of these aims is essential to durable achievement of the project's instructional objectives.

Systemic improvement in the quality of private primary educaton in rural and economically depressed urban areas in Haiti cannot be attained unless an institutional framework for ensuring minimum standards, providing necessary support and facilitating the exchange and accumulation of experience is built up. Creation of these conditions is particularly critical in Haiti because the institutional framework in the country is very weak after 29 years of dictatorship and a longer historical period of government inactivity in development.

The strategy for achieving IIBE's institutuional objectives consists essentially of supporting the emergence of private sector education associations able to begin

organizing educational improvement efforts and simultaneously assisting the Ministry of Education to establish these minimum inspection, quality control and pedagogical support mechanisms needed as a framework for achieving greater quality and efficiency in private primary education.

Analysis of the fragmented nature of the private education sector, of the history of public sector/private sector relations and of the opportunities created by recent political events suggests that though the effort to promote better organization and coordination in private education involves certain risks and difficulties, the strategic options adopted by the IIBE Project are in fact those most likely to ensure accomplishment of project objectives. The proposed structures repose for the most part on existing institutional resources in the country. Though from an outside point of view they appear somewhat complex, they in fact constitute a considerable simplification and rationalization of present patterns in the private sector.

Several lessons of experience from other developing countries reinforce these conclusions. The two most important concern the advisability of building where possible on existing institutional structures and the potential efficiency gains to be achieved in administration of public services by some degree of privatisation and decentralisation. Haiti is in a particularly advantageous position to adopt, adapt and benefit from strategies of decentralizaton and privatization, thanks to the existence of a resilient private sector in education and a history of economic, social and cultural activity at the regional level. Regional initiative was strongly repressed by the Du alier government, but a valid tradition still exists.

In addition, current experience with private sector organization in Haiti needs to be considered, including the outcome of the collaborative work process undertaken in designing the IIBE Project. Though constraints such as theological differences and potential rivalry for philanthropic funding affect the chances for durable cooperation in the private sector, there are some limited precedents to build on in the areas both of private sector organization and of public sector/private sector

coordination; and the example of the joint Protestant-Catholic committee founded to design the IIBE Project offers concrete evidence of the potentialities for success (and the many positive side-effects of success) in the institutional domain.

The major conclusion of the institutional analysis is therefore that the IIBE strategy involves some risk, but is feasible and promising. It also seems appropriate and consistent with priority needs identified in the Haiti EHR Sector Assessment (June 1985) and with the Government's goal of extending the Educational Reform into the private sector.

The decision to work in a collaborative arrangement with the GOH means that the success of the project is to some extent contingent upon a continued climate of openness in the government and a sense of commitment to improving private sector education. The project is, however, structured in such a manner that its major components can be implemented under the aegis of a private organization if the present favorable opportunity for collaboration cannot be sustained.

Finally, in addition to the accomplishment of specific project objectives, two other potential benefits can be expected from the IIBE institutional development approach. First, the organization of the private sector is a sine qua non for establishing a foundation for meaningful educational planning in Haiti, and for the achievement of macro-efficiencies in the educational system. Just as the Educational Reform cannot reach its goals without private sector acceptance, so educational planning that embraces only 35 percent of the primary system - the public portion - would have little consistency. The IIBE project provides a vehicle for a new, organized dialogue about major policy and planning issues between the public and private sectors. Secondly, the project establishes a structural framework which will contribute significantly to research and development initiatives in Haiti. The private sector is rich in human resources, expertise, and educational experience that have yet to be adequately documented.

6.5. Social Soundness Analysis

The social soundness analysis examines the degree to which the project design takes account of cultural patterns and social forces at work in the milieu in which the intervention will take place. The adequacy of this fit will determine in large measure the level and quality of participation in project activities and the incidence and value and project benefits.

This analysis focuses on three topics:

(a) the socio-cultural feasibility of proposed project methodology;

(b) the likelihood of positive spread effects and of effective dissemination of the innovations introduced; and

(c) the larger social impact of the project.

The socio-cultural feasibility of a project principally concerns the receptivity of proposed participants and beneficiaries to the activities and methods proposed -- that is, their motivation and ability to take part. This depends in turn on their cultural values and socio-economic situation, which must be adequately taken into account in project design. Four categories of participants and beneficiaries are considered: primary school students, their families, school teachers and directors, and private school systems.

The IIBE project will directly reach only 300 private primary schools in rural and economically depressed urban areas of Haiti, or approximately 15% of the total. The likelihood that the improved educational practices introduced by the project will have a wider effect on the private sector and that the innovations introduced will be adopted by schools not directly supported by the project is examined. The nature of the innovations being proposed is considered as well as the possible avenues for dissemination: from school to school, through the intermediary of existing private school systems, and through the intermediary of the Ministry of Education.

A major intervention like the IIBE Project will have a longer-term and broader-gauge impact than indicated by its immediate instructional results, and these consequences will differentially affect various groups within the population. As pointed out in the Haiti EHR Sector Assessment, the country has been historically characterized by very marked socio-economic stratification. Less than 10% of the population control more than 90% of the resources, and even within relatively deprived rural areas there are marked disparities in family income and life chances. Attention needs therefore to be given to the incidence of the project's costs and benefits and to its effect on some related socio-economic processes currently underway in Haiti. Five topics in particular are discussed: effects on gender equity, effects on regional equity, impact on rural out-migration and employment, impact on the socio-economic composition and function of private education, and consequences for patterns of power and participation.

In the design of the project considerable attention has been paid to issues of socio-cultural feasibility, dissemination of innovation and incidence of benefits. The close collaboration of Haitian educators from the private and the public sectors in project design was an essential support to this process. In a society that has heretofore been as economically and socially stratified as Haiti and that confronts the enormous educational and human problems now facing that country, continued close attention to social processes and effects during the course of project implementation will be critical.

6.6. Administrative Analysis

The purpose of the administrative analysis is to determine whether the best alternative has been identified in assigning the functions of project implementation.

A key factor in the Mission's choice among the various alternatives is the necessity to preserve and deepen the on-going collaboration between the Mission and the Catholic/Protestant Advisory Committee and between the Catholic and Protestant educators themselves. Behind the

creative institutional behaviors which have characterized the design process and sustaining them is a set of human relationships based on mutual trust build up over a year. A vital part of this human network has been the individuals providing technical assistance from the PID through the Project Paper under the auspices of the Improving the Efficiency of Education Systems (IEES) project. To ensure the continuity necessary to the launching of this unique project the Mission has decided to exercise its option to "buy-in" to the IEES project for the management of the first year of its project.

While the institutional structures envisaged in Annex F.2 are being set-up and managed by IEES consultants, the Mission will seek a grantee with the necessary management and technical capacities to administer the remaining five years of the project. Three forms of cooperation between this entity and AID could be envisaged: an institutional contract; a cooperative agreement; or an operations program grant. The cooperative agreement appears to be the one best adapted to the nature and the needs of the IIBE Project.

Desired characteristics of the grantee and criteria for selecting among candidate institutions are discussed in Chapter 4, section 2 above. The Project Paper will be communicated to a group of 10 non-profit American institutions chosen by USAID personnel for their known capacities and interest in the type of work required. Proposals will be reviewed and judged by Mission staff in collaboration with representatives of the Project Advisory Council.

7. MONITORING AND EVALUATION ARRANGEMENTS

7.1 Locus and Nature of Primary Monitoring Responsibility

The unit primarily responsible for monitoring the IIBE project will be the office of Private Voluntary Development within the USAID Mission. The PVD office's education advisor will function as overall Project Coordinator. The Project Coordinator will collaborate closely with other USAID staff on areas of competence related to their specific responsibilities: the Comptroller and Program Officer on funding levels, the AID Engineer on construction plans for local schools, the Training Officer on long-term participant training and supply management personnel on activities related to commodity procurement and supply.

The Project Coordinator will have responsibility for staying abreast of the status of all project activities, including funding levels, disbursement schedules, personnel availability, training plans, commodity procurement and delivery and overall program performance. The Project Coordinator will prepare a semi-annual report analyzing the degree of implementation of the project and its financial and administrative status.

To monitor all these activities, the Project Coordinator will rely to a large extent on reports submitted by the TSC Director and Project Advisory Committee. The following oversight procedures and methods are recommended:

(a) Active membership of the Project Coordinator on the Project Advisory Committee.

(b) Regular contacts and meetings with the directors of Technical Services Center and the Sectoral Service Centers.

(c) Periodic site visits to project facilities and participation schools.

(d) Careful analysis of financial and reporting documents prepared by project units.

(e) Preparation of quarterly progress reports on all aspects of the project.

7.2. Evaluation Plan

7.2.1. Types of Evaluation Required

Two types of formative evaluation and a two-part summative evaluation of the IIBE project will be carried out over the life of the project. Both have a bearing on ongoing research concerns of the project.

7.2.1.1. Formative evaluation

Formative evaluation will be performed at two levels: First, participating schools will be responsible for gathering and analyzing a basic set of data on their own performance on a quarterly basis as one condition of continued project support. Techniques for collecting and analyzing this information will be taught to school directors as part of their required pre-project training. Project staff will attempt to encourage and assist school personnel in using these quarterly evaluations as a means of adjusting and improving school administrative practice and instructional methodology.

Second, the Sectoral Service Centers with the assistance of the Technical Service Center will monitor the data provided by quarterly school evaluation reports and conduct an annual evaluation of project operations that will have the following components:

- o assessment of progress made and problems encountered in each participating school;
- o evaluation of the work of regional project staff; and
- o evaluation of the operation and productivity of the national project units (TSC, SSCs).

The results of this overall formative evaluation system will be used to inform interim decisions about project

implementation and to suggest means for improving the effectiveness of project management.

7.2.1.2. Summative evaluation

Summative evaluation of the IIBE project will be carried out in two phases by an external contractor selected by USAID. The first phase will occur at the end of Project Year 3 and will focus on assessing project results to that point and ensuring that the data collection mechanisms for adequate summative evaluation at the end of the project are in place. The final phase will occur in Project Year 6 and will serve as the basis both for a final AID report on project results and for documents on lessons learned from the private sector support strategy for wider dissemination.

Many of the potential outcomes of the IIBE project will take longer to manifest themselves. The external efficiency of the project and, in particular, its effects on students' success in further training and in employment or self-employment -- cannot easily be gauged after 4 or 5 years of intervention at the school level. Whatever the form and nature of USAID support to Haitian education subsequent to the completion of the IIBE project, it is anticipated that Mission or contract personnel will have occasion to perform follow-up studies of schools and students that benefited from IIBE resources to provide a fuller picture of the project's longer-term impact and that the data base established in the course of the evaluation described above will furnish a resource for improved understanding of the operations of private education in rural and economically depressed urban areas.

7.2.1.3. Evaluation research

A number of the critical issues for evaluation of the IIBE project bear a close relationship to research topics of more general interest to Haitian education. Among these are the impact of different forms of preprimary education on children's health and learning potential in primary school, the spread effects of educational innovation in the Haitian countryside and the potential for local management and financing of education. Technical assistance in the TSC

will make a concerted effort to introduce design elements into the project's evaluation plan that, without complicating the formative evaluation task or sidetracking it from its primary purposes, afford data and insight into these questions. They will actively associate appropriate Haitian educational research institutions in this task.

7.2.2. Evaluation Criteria

The success of the IIBE Project will be measured by the extent to which it accomplishes the following purposes:

(a) Enables participating private primary schools serving rural and economically depressed urban areas to improve quality of instruction and efficiency of administration.

(b) Helps private sector education associations to form and develop cost-effective structures for supporting quality improvement in target- area skills and for coordinating supervisory efforts across the private sector.

(c) Conducts targeted R&D activities aimed at discovering, perfecting and disseminating methodologies of instruction and school administration better adapted to the needs of Haitian primary schools in the priority areas for intervention; and

(d) Assists the Ministry of Education to develop effective structures and procedures for monitoring and providing needed support services to private primary education, particularly in the areas of examinations, inspection, quality control and the evaluation of alternate reform curricula.

The IIBE project aims specifically to help alleviate five principal constraints to improved private primary education in rural and economically depressed urban areas: (1) undersupply of instructional supports and materials in target-area primary schools; (2) inadequate quality of primary school instructional material currently being used; (3) lack of adequately trained teachers, school directors

and school inspection personnel; (4) insufficient organization and coordinated supervision capacity in the private sector; and (5) lack of testing, accreditation and quality monitoring capacities in the public sector.

7.2.3. Output Indicators

Data will be gathered in schools before the initiation of project activities and throughout the life of the project on indicators of project results with respect to each of its principal objectives. The following are some of the key dependent variables to be tracked:

(1) Improved efficiency of private primary school administration

(a) Teacher attendance and teacher turnover

(b) Time on task: e.g., days of effective instruction per year

(c) Execution of activities stipulated in performance contacts

(d) Timelines and adequacy in supply of available inputs

(e) Record-keeping and collection of self-evaluative data

Rapid teacher turnover, irregular classes and delays in application and use of available inputs are three efficiency problems that greatly reduce instructional effectiveness in private primary schools. Capacity to execute contracted activities and to keep a basic recording, evaluation and accounting system are likewise key aspects of administrative efficiency that the project should affect.

These factors all constitute scope conditions for improvement in instructional effectiveness and will be measured by the data gathered in participating schools.

(2) Improved quality of instruction in participating private primary schools

(a) Attendance and attrition rates among students

(b) Promotion rates to secondary school

(c) Student scores on criterion-referenced tests developed by the project

(d) Student pass rates on national primary school leaver exams when and if instituted

Improving learning outcomes in participating schools is one of the foremost objectives of the project. Yet there is at present little or no direct information on learning outcomes of primary education in Haiti, and the national primary school leaving exam is in abeyance. Student attendance, student attrition rates, and promotion rates to secondary school are important but indirect indicators of school quality that can and will be monitored on a systematic basis.

The IIBE project will assist the public sector in devising primary school leaving examinations that adequately measure the knowledge gains of basic education as well as student readiness for further study. To the extent that these are implemented, they will also provide a benchmark for measuring instructional progress in project schools. In the meantime, however, staff of the Technical Services Committee in conjunction with the SSCs will design criterion-referenced tests to measure basic skills acquisition across participating project schools and to provide a means of determining knowledge gains.

In the case of these indicators, it will be both informative and possible to compare levels and rates of progress between project and non-project schools within the private sector, and between project schools and public schools following the Reform. Participating schools will be spread across a number of different private school sub-systems (e.g., Methodists, Baptists, parish schools), each of which has some data collection capacity at the present time. Within each subsystem, some schools will benefit

directly from project resources during the initial five year LOP, others will not. This staging in school support affords an opportunity to compare results in participating schools with those in non-participating schools across a variety of environments and to seek to identify the types of support that have the greatest impact on quality improvement and educational efficiency.

(3) Targeted research and development

The ultimate objective of the R&D portion of the IIBE project is to increase the cost-effectiveness of the instructional and administrative inputs made available to private primary schools. The full intended outcome of R&D activities can therefore only be appreciated several years in the future when the new instructional technologies and organizational methodologies developed by the project are put into application. In the interim, however, the effectiveness of the R&D program will be evaluated by examining the following characteristics:

- o the number and quality of studies or evaluations of existing innovations that have been conducted;
- o the number of innovations that have been identified for wider dissemination, the process by which this has been accomplished and the degree of adoption of these new approaches among project and non-project schools.
- o the success with which private sector educators have been provided exposure to other examples of educational innovation the Third World countries; and
- o the basis that has been created for further joint educational R&D within the private sector and for a positive contribution of the private sector to the national R&D effort.

(4) Institutional capacity building in the private sector

Indicators of the success of the institution-building effort in the private sector include the following:

(a) Proportion of administrative and management functions that have been successfully devolved to the SSCs (e.g. the supply of participating schools, monitoring of school accountability, collection and analysis of evaluation data);

(b) Administrative efficiency of SSCs;

(c) Representational effectiveness of private sector structures i.e., the proportion of schools or school groups from each sector that are effectively represented within the SECs;

(d) Financial resources generated by SSCs and degree of self-financing; and

(e) Improvements in level of staff training and competence.

IIBE project strategy calls for responsibilities for management of the educational improvement effort in the private sector and for providing a significant proportion of its funding to be progressively devolved to ongoing institutional structures - the Sectoral Service Centers - created jointly by the groups currently involved in private primary education. Two types of indicators will be required to assess the degree to which this devolution has successfully taken place: (1) indicators of the effectiveness of the SSCs in managing the private school support activities of the project; (2) indicators of the effectiveness of these same structures in obtaining the adherence and participation of a wide spectrum of private schools, including data on the level of self-financing that the SSCs have been able to generate from resources provided by constitutent systems and schools.

(5) Establishment of examination, accreditation and curriculum review procedures for private primary education

The institution of national student examinations, school accreditation and curriculum review procedures for primary education is a public regulatory function that cannot be fully and durably exercised by any single private body. Nonetheless, the TSC and the SSCs will be dealing with closely related regulatory questions within the scope of the project itself: what criteria to apply to the selection of participating schools; what kinds of curricular supports and instructional materials to approve for project funding and supply; and what student promotion practices to recommend. Dialogue and productive private sector-public sector collaboration in the establishment of appropriate regulatory procedures constitute the fundamental criteria of success in this area. More precise indicators of the effectiveness of the fourth component of the IIBE project include the following:

(a) Promptness with which a Bureau for Private Education is established within the Ministry of Education and administrative effectiveness of this unit.

(b) Numbers and variety of lay schools successfully identified for participation in IIBE and degree to which necessary supply and monitoring functions are carried out by the Bureau and its regional inspectors.

(c) Time at which a Sectoral Education Council for the lay sector is established, representativeness of this body and effectiveness of its operations.

(d) Degree of success in setting up procedures for review and approval of alternate reform curricula, number and type of applications considered and disposition of the cases.

(e) Effectiveness and regularity of joint public sector- private sector inspection system developed

in the experimental school districts of Hinche and Cavaillon.

(f) Degree of integration of regional branches of the TSC into the regional CAPRs of Hinche and Les Cayes and effectiveness of joint field research activities carried on from these bases.

(g) Number, nature and quality of joint research studies conducted between the TSC and the IPN.

7.2.4. Data Collection and Analysis

Baseline data will be collected on all participating schools and their surrounding communities as an integral part of the school selection process. An analogous but simplified set of data will likewise be collected in a matched sample of public schools. These, together with the yearly school evaluations conducted by project staff, will furnish a regular source of information on project processes and outcomes.

These data will provide the opportunity for cross-sectional and longitudinal analysis of school performance. Participating schools will be drawn from all sections of the country and will, in most cases, be supported and evaluated over a continuous five-year period of time.

7.2.5. Responsible Parties and Implementation Arrangements

Summative evaluation will be contracted by the Mission to an external minority firm. Formative evaluation will be carried on by TSC and SSC staff with the periodic assistance of personnel from the University of Haiti, the National Pedagogical Institute or other appropriate Haitian institutions. These latter organizations will be involved as much as possible in the research aspects of the evaluation task described in section 7.2.1.3. above.

8. CONDITIONS PRECEDENT

8.1. School Construction

Prior to the disbursement of any AID funds for school renovation, replacement or construction, the subgrantee will: (1) obtain AID approval of the plans for the work to be performed; (2) submit evidence in writing that supervision has been contracted; and (3) submit evidence in writing which describes the community or school contribution. In cases of cash contributions, written evidence of funds on deposit in a bank will be required.

No funds can be disbursed nor services provided to any school for any purpose until AID has received and approved the performance contract between the school or school system and the sectoral organization. No funds shall be disbursed to any of the sectoral organizations until an adequate accounting system acceptable to AID is in place.

ANNEX A.: P.I.D. GUIDANCE CABLE

TELEGRAM

OCT 23 1985

323260

AMERICAN EMBASSY, PORT-AU-PRINCE

UNCLASSIFIED

EXO
GSO
ISS
CEA
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Basic Education

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RR RUESPR
DE RUEHC #3260 2941051
ZNR UUUUU ZZH
R 212049Z OCT 85
FM SECSTATE WASHDC
TO AMEMBASSY PORT AU PRINCE 9942
BT
UNCLAS STATE 323260

AIDAC

E.O. 12356: N/A
TAGS:
SUBJECT: INCENTIVES FOR IMPROVING

1. MISSION IS TO BE COMMENDED FOR AN EXCELLENT PID PRESENTATION, WHICH THE DAEC REVIEWED AND APPROVED ON OCTOBER 8. THE FOLLOWING GUIDANCE IS PROVIDED TO ASSIST THE MISSION IN THE DESIGN AND DEVELOPMENT OF THE PP.

2. PROJECT IMPLEMENTATION

IMPORTANT TO THE EVENTUAL MANAGEMENT OF THE PROJECT IS THE FORMATION AND SUPPORT OF ONE OR MORE UMBRELLA ASSOCIATIONS OF PRIVATE SCHOOLS OR PRIVATE SCHOOL SYSTEMS THAT WILL COLLECTIVELY IMPACT ON A MAJORITY OF THE PRIVATE PRIMARY SCHOOL POPULATION. BECAUSE THE FORMATION OF THESE ASSOCIATIONS IS A LONG-TERM PROCESS, INITIAL RESPONSIBILITY FOR FINANCIAL AND ADMINISTRATIVE IMPLEMENTATION OF THE PRIVATE SECTOR COMPONENT FOR THIS FIVE YEAR PROJECT WILL BE VESTED IN AN OUTSIDE NON-PROFIT ORGANIZATION, WHICH WILL SERVE AS PROJECT GRANTEE. THE PP SHOULD SPECIFY THE EXACT NATURE OF THE RELATIONSHIP BETWEEN THE ASSOCIATIONS AND THE TECHNICAL SERVICES CENTER TO BE ESTABLISHED AND OPERATED BY THE GRANTEE. THE PP SHOULD ALSO IDENTIFY THE CRITICAL FUNCTIONS OF THE TSC THAT WILL NEED TO CONTINUE AFTER THIS PROJECT, THE FUNCTIONS THAT EVENTUALLY WILL BE FILLED BY THE ASSOCIATIONS AND/OR THEIR CONSTITUENCIES, HOW THEY ARE TO BE TRANSFERRED FROM THE GRANTEE AND A TIME-FRAME FOR THE TRANSFER. THE PP SHOULD PROVIDE FURTHER DESCRIPTION AND/OR ANALYSIS OF THE LONG TERM NEED FOR INTSTITUTIONS ESTABLISHED UNDER THE PROJECT VERSUS OTHER APPROACHES THAT COULD BE USED TO MEET SHORT TERM OR LIMITED SERVICES TO THE PRIVATE PRIMARY SCHOOL SECTOR.

3. SUPPORT TO RELIGIOUS SCHOOLS

THE DAEC DISCUSSED SEVERAL ISSUES ARISING FROM THE FACT THAT MOST OF THE PRIVATE PRIMARY SCHOOLS IN HAITI ARE ASSOCIATED WITH RELIGIOUS ORGANIZATIONS. THE MISSION WAS ADVISED (1) THAT SCHOOLS RESTRICTING ADMISSION TO CHILDREN OF ONE RELIGIOUS SECT SHOULD BE INELIGIBLE FOR PROJECT ASSISTANCE AND (2) THAT AID FINANCING SHOULD NOT BE USED TO SUPPORT AN ACTIVITY PRIMARILY RELIGIOUS, RATHER THAN EDUCATIONAL, IN PURPOSE. IT WAS AGREED THAT THE MISSION WOULD BE RESPONSIBLE FOR DEVELOPING WHATEVER PROCEDURES OR CRITERIA OF ELIGIBILITY FOR PARTICIPATING SCHOOLS ARE NECESSARY TO ENSURE COMPLIANCE WITH THESE STANDARDS. THE COOPERATIVE AGREEMENT WITH THE GRANTEE RESPONSIBLE FOR THE ESTABLISHMENT OF THE TSC SHALL INCLUDE THE MISSION APPROVED CRITERIA.

4. PROJECT EVALUATION

THE PROJECT STRATEGY IS TO IMPROVE QUALITY OF INSTRUCTION, EFFICIENCY AND EQUITY OF ACCESS IN PRIVATE

Classification

UNCLASSIFIED

PRIMARY SCHOOLS SERVING RURAL AND DEPRESSED URBAN AREAS. IN ORDER TO PERMIT ADEQUATE EVALUATION OF THE PROJECT'S PURPOSE, THE PP SHOULD CAREFULLY DEFINE AND SPECIFY MEASURES FOR BOTH EFFICIENCY, QUALITY AND ACCESS. THESE REFINEMENTS SHOULD ENABLE MORE PRECISION IN THE EOPS. SPECIFICALLY, THE LOG-FRAME SHOULD INCLUDE MEASURES RELATED TO ACCESS.

5. DONOR COORDINATION

IN VIEW OF THE LARGE EDUCATION PROJECTS BEING DEVELOPED BY THE IDB AND THE WORLD BANK, THE MISSION SHOULD ACTIVELY WORK WITH THESE ORGANIZATIONS DURING PROJECT DESIGN TO ENSURE THAT AID PROJECT ACTIVITIES ARE COMPLEMENTARY TO, AND NOT DUPLICATIVE OF, OTHER DONOR PROGRAMS. THE PP SHOULD DETAIL THE RESPECTIVE ACTIVITIES OF THE MAJOR DONORS AND THE PRECISE MECHANISMS ESTABLISHED TO ENSURE CONTINUED DONOR COORDINATION THROUGHOUT THE LOP.

6. RECURRENT COST

THE PP SHOULD ANALYZE THE RECURRENT COST IMPLICATIONS OF THE PROJECT AND HOW THEY ARE TO BE BORN BY PRIVATE SECTOR SCHOOLS AND SCHOOL SYSTEMS.

7. PRIVATE SECTOR/PUBLIC SECTOR RELATIONS

THE POTENTIAL LINKAGES BETWEEN THE TWO SECTORS WERE DISCUSSED. WHILE FRUITFUL COLLABORATION SHOULD BE ENCOURAGED WHERE IT IS A REALISTIC POSSIBILITY, CONCERN WAS EXPRESSED THAT UNDUE INTERVENTION OF THE MOE IN THE PRIVATE SECTOR SHOULD BE AVOIDED. THE PP SHOULD FULLY DISCUSS THIS ISSUE.

8. MISSION'S REQUEST TO APPROVE THE PP WAS APPROVED. THE LAC/DR OFFICE WILL BE PLEASED TO SEND REPRESENTATIVE TO PARTICIPATE IN THE REVIEW.

9. MISSION IS REMINDED THAT PID DOCUMENTS ARE NOT TO EXCEED 15 SINGLE SPACED PAGES IN LENGTH. SHULTZ

ANNEX B: LOGICAL FRAMEWORK OF 1.1.B.E. PROJECT

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal	Measures of Goal Achievement	Means of Verification	Assumptions for Achieving Goal Targets
1. Promote Haitian economic development and popular participation in development activities by strengthening the country's human resource base.	1. Increases in average family income.	1. AID and World Bank economic memoranda.	1. Enough job and self-employment opportunities are created to absorb people with basic skills.
	2. Increases in local control of development programs.	2. AID and other donor project implementation reports.	2. Mechanisms for local participation in development programs are established and maintained.
	3. Increases in literacy rate and primary net enrollment ratio.	3. Department of Education reports.	
Project Purpose	Conditions Indicating Purpose Achieved	Means of Verification	Assumptions for Achieving Purpose
1. Improve quality of instruction and administrative efficiency in private primary schools serving	1. Reformed or approved alternate curricula adopted in 300 participating schools.	1. Project reports and evaluations.	1. Public sector will be receptive to alternatives and improvements to the Reform.
a. Upgrade operations in a significant proportion of existing private primary schools.	2. 20% higher average achievement in reading and math among students of 300 participating schools.	2. Project reports and evaluations.	2. Private sectors schools will accept the Reform or comparable means of improving educational quality acceptable to GOH.
	3. 20% decrease in student attrition and repetition rates in participating primary schools.	3. Project reports and evaluations.	3. Private sector systems and schools will be able to coordinate their activities around shared goals of expanded and improved basic eduation
	4. 20% decrease in teacher turnover and absenteeism.	4. Project reports and evaluations compared to GOH statistics on these indicators in overall school population.	

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
		5. Project reports and evaluations, including comparisons with control groups within each private school population.	
b. Develop and disseminate improved instructional inputs for private primary schools based on best current practice in Haiti and state-of-the-art in other LDCs.	5. Alternate reform curricula for primary schools and supporting textbooks developed and disseminated to 300 participating schools.	6. GOH policy documents and project reports.	
	6. Studies of local school organization and funding completed and best practices identified and incorporated in a school director training curriculum.	7. Project reports and produced documentation.	
	7. Three alternate models of pre-primary education devised, implemented and evaluated. Most cost effective method ready for dissemination.	8. Project reports and produced documentation.	
	8. Applicability of alternate educational technologies (radio education, programmed teaching, audio supports) evaluated and project for wider development and diffusion prepared.	9. Project reports and produced documentation	
2. Help the private sector of Haitian primary education to organize itself on a more coherent basis.	9. Representative bodies created in the Catholic, Protestant and lay subsectors to coordinate and regulate educational improvement efforts.	10. Project reports and documentation produced by private sector representative bodies.	

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
a. Enable the three principal subdivisions of the private sector to organize structures responsible for coordinating educational improvement efforts.	10. Sectoral Service Centers created in the three subsectors to give technical support to educational improvement efforts.	11. Project reports and evaluations plus reports produced by Sectoral Service Centers.	
	11. Sectoral Service Centers attain 50% self-financing of operational costs.	12. Sectoral Service Centers reports and financial audit.	
b. Help develop and institute improved procedures for quality control, certification & accreditation in primary education.	12. Palpable progress made toward institution and acceptance of instrumentssystems and procedures governing three areas:	13. GOH policy documents and project reports and evaluations.	
	a. Evaluation and approval of alternate curricula that satisfy the objectives of the national educational Reform.		
	b. Accreditation of private primary schools.		
	c. Primary school leaving examinations and secondary school entrance exams.		

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Outputs 1. Directors of participating private primary schools trained in improved school administration practices. 2. Full set of reformed instructional materials furnished to all participating schools requesting this aid. 3. Teachers of participating private primary schools trained in improved instructional and classroom management methods. 4. Essential school equipment (blackboards, student desks, teacher desks, etc.) provided to all participating schools requesting this aid. 5. Renovation and/or supplemental construction of adequate physical facilities for participating schools requiring this aid on a matching grant and/or local labor constribution basis.	Implementation Targets 1. Directors of 300 private primary schools in rural and depressed urban areas. 2-9. Up to 300 schools in each of these categories. Schools will draw up their own support packagewithin ceiling of grant according to their own of prioritization needs. Exact number of schools to which a given resource is provided will depend on number which judge that type of support to be critical for them	Means of Verificatoin 1.-10. Project evaluation reports.	Assumptions fo Achieving Output 1. GOH will maintains present laissez-faire policy toward private sector education. 2. Leading causes of low student achievement are use of French as sole instructional language, lack of adequately trained teachers and lack of appropriate learning materials. 3. The low proportion of private primary schools currently using Creole-based instructional materials is due to lack of confidence in the new approach, lack of incentive, financial incapacity to make the necessary changes, the absence of trained teachers and the shortage of appropriate learning materials.

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
6. Performance incentive grants furnished to school directors and teachers who completed training and served competently for at least two subsequent years.			
7. Preprimary education programs established in private primary schools that qualify for this aid.			
8. School feeding programs established in participating schools not already endowed with this resource.			
9. Income-generating activities developed in schools where surrounding community has taken necessary initiative.			
10. Technical Services Center functional and ready to undertake new activities in R&D.	10. Center fully operational by Project Year 2; R&D Proposal ready by Year 6.		
11. Operational information base on private schools and their teachers and students developed.	11. Information base developed by Project Year 3.	11. Project files.	
12. Evaluation of existing instructional and organizational innovations in private primary schools completed, including assessment of feasibility of pre-primary education.	12. Evaluation completed by Project Year 4.	12. Project-produced documentation.	

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
13. Selected existing innovations disseminated to all participating schools.	13. Dissemination under way by Project Year 4.	13. Project evaluation reports.	
14. Evaluation of feasibility and adaptability of radio education and programmed teaching/learning to Haitian private primary schools completed and project proposal prepared.	14. Evaluation completed by Project Year 4; proposal ready by Project Year 6.	14. Project-produced documentation.	
15. Sectoral Service Center offices established to supervise private school improvement effort.	15. Two Sectoral Service Centers established by Project Year 2. Third SSC established by Project Year 4.	15-17. Project evalution reports.	
16. Joint Protestant-Catholic lay private school curriculum committee established and functional.	16. Joint committee operational by Project Year 2.		
17. Joint public sector-private sector seminars held on problems of school accreditation and examination.	17. Both seminars held by Project Year 3.		
18. Instruments for testing knowledge and skill gains in basi education designed and field-tested.	18. Instruments devised and field-tested by Project Year 4.		

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Inputs	Implementation Target	Means of Verification	Assumptions for Providing Inputs
1. Project Staffing	1. Project Staffing	1a/b. Periodic review and assessment of technical assistance job performance, both short- and long-term.	1. Technical assistance personnel with appropriate competencies can be found, will be able to work on a timely basis and will be accepted by host country.
a. Long-term technical assistance (LTTA)	a. 21 person years of LTTS: - Project Director - Assistant Director - Ed. adm. & Org. specialist - Ed. eval. & research spec. - ISD & media education spec.		2. LIT/US participant trainees will return to Haiti to apply their new skills.
b. Short-term technical assistance (STTA)	b. 80 person months of STTA in: - Educational testing - Teacher training - Textbook production - Linguistic analysis - Economic evaluation - Educational planning	1b/c. Analysis of interplay between STTA and local staff to determine extent to which processes & procedures are skills, being effectively institutionalized.	3. GOH funds loaned by World Bank will be available for some of private school teacher training.
c. Local professional (LPS)	c. 78 person years of LTS: Sectoral Service Center staff: - SSC Director - Curr. & teacher training spec. - Testing and evaluation spec. - ISD and media education spec. - Ed. research & planning spec. - Regional school supervisor Technical Service Center staff: - Engineer/construc. supervisor - Regional extension staff	1c/d. Periodic review and assessment of local staff job performance.	

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
d. Local support staffing (LSS)	d. 206 person years of LSS - Field supervisors - Secretaries/Typists - Drivers		
e. External evaluation and audit	e. External evaluation conducted in Project Years 3 and 6, external audit conducted in Project Year 4.		
2. Participant Training	2. Participant Training	2a. Periodic review of participant training programs to ensure training is focused on requirements of operational units into which trainees work.	
a. Short-term training in U.S. or third countries (STT/US/TC)	a. 54 person-months of STT/US/TC - Study visits to sites of educational innovation - International conferences and workshops.	2b. Follow-up studies of participants' performance on jobs.	
b. Short-term training in-country (STT/L)	b. 180 person-months of STT/L - Management Training for school directors - Teacher training - Technical workshops for project and GOH staff		
3. Commodities	3. Commodities	3a. Periodic review of procurement timetable, specifications and procedures to ensure timely utilization.	
a. Technical Service Center equipment and supplies	a. Technical Service Center equipment and supplies: - Office equipment - Vehicles (4WD & motorcyles) - Media education equipment - Textbook production equipment - Requisite supplies	3b. Follow-up study of equipment utilization and maintenance.	

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
b. Sector Service Centers equipment and supplies	b. Sector Service Centers equipment and supplies - Office equipment - Vehicles (4WD & motorcyles) - Requisite supplies		
c. School equipment and supplies	c. Basic school equipment and supplies for 300 schools - Instructional materials - Basic school equipment - School feeding rations		
4. Construction	4. Construction	4. Periodic review of construction and renovation projects in participating schools.	
a. Renovation and/or supplemental classroom construction	a. Renovation and/or supplemental classroom construction: - up to 30 schools		
5. Other Operating Costs	5. Other Operating Costs	5a. Periodic review of implementation and effect of PIGs.	
a. Performance incentive grants for school directors and teachers	a. Performance incentive grants: - up to 300 school directors - up to 1,200 teachers		
b. Seed monies for income-generating activities	b. Seed monies: - $2,000 /school x up to 300 schools	5b. Careful follow-up on utilization of seed monies and success of income-generating activities started.	
c. USAID oversight and monitoring	c. 12 person years of part-time monitoring staffing		
d. Grantee supervision	d. 25% overhead or direct costs expended by grantee.		

5C(1) - COUNTRY CHECKLIST

Listed below are statutory criteria applicable generally to FAA funds, and criteria applicable to individual fund sources: Development Assistance and Economic Support Fund.

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FAA Sec. 481(h)(1); FY 1986 Continuing Resolution Sec. 527. Has it been determined or certified to the Congress by the President that the government of the recipient country has failed to take adequate measures or steps to prevent narcotic and psychotropic drugs or other controlled substances (as listed in the schedules in section 202 of the Comprehensive Drug Abuse and Prevention Control Act of 1971) which are cultivated, produced or processed illicitly, in whole or in part, in such country or transported through such country, from being sold illegally within the jurisdiction of such country to United States Government personnel or their dependents or from entering the United States unlawfully? NO

FAA Sec. 481(h)(4). Has the President determined that the recipient country has not taken adequate steps to prevent (a) the processing, in whole or in part, in such country of narcotic and psychotropic drugs or other controlled substances, (b) the transportation through such country of narcotic and psychotropic drugs or other controlled substances, and (c) the use of such country as a refuge for illegal drug traffickers? NO

3. FAA Sec. 620(c). If assistance is to a government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) the debt is not denied or contested by such government? NO

4. FAA Sec. 620(e)(1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities? NO

5. FAA Sec. 620(a), 620(f), 620D; FY 1986 Continuing Resolution Sec. 512. Is recipient country a Communist country? If so, has the President determined that assistance to the country is important to the national interests of the United States? Will assistance be provided to Angola, Cambodia, Cuba, Iraq, Syria, Vietnam, Libya, or South Yemen? Will assistance be provided to Afghanistan without a certification? NO

6. FAA Sec. 620(j). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction by mob action of U.S. property? NO

7.	FAA Sec. 620(l). Has the country failed to enter into an agreement with OPIC?	NO
8.	FAA Sec. 620(o); Fishermen's Protective Act of 1967, as amended, Sec. 5. (a) Has the country seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters?	NO
	(b) If so, has any deduction required by the Fishermen's Protective Act been made?	
9.	FAA Sec. 620(q); FY 1986 Continuing Resolution Sec. 518. (a) Has the government of the recipient country been in default for more than six months on interest or principal of any AID loan to the country? (b) Has the country been in default for more than one year on interest or principal on any U.S. loan under a program for which the appropriation bill (or continuing resolution) appropriates funds?	NO
10.	FAA SEC. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the amount of foreign exchange or other resources which the country has spent on military equipment? (Reference may be made to the annual "Taking Into Consideration" memo: "Yes, taken into account by the Administrator at time of approval of Agency OYB." This approval by the Administrator of the Operational Year Budget can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)	N/A

11. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?	NO
12. FAA Sec. 620(u). What is the payment status of the country's U.N. obligations? If the country is in arrears were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget? (Reference may be made to the Taking into Consideration memo.)	Haiti is not in arrears
13. FAA Sec. 620A. Has the government of the recipient country aided or abetted, by granting sanctuary from prosecution to, any individual or group which has committed an act of international terrorism?	NO
14. ISDCA of 1985 Sec. 552(b). Has the Secretary of State determined that the country is a high terrorist threat country after the Secretary of Transportation has determined, pursuant to section 1115(e)(2) of the Federal Aviation Act of 1958, that an airport in the country does not maintain and administer effective security measures?	NO

15. FAA Sec. 666. Does the country object, on the basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. who is present in such country to carry out economic development programs under the FAA? — NO

16. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it transferred a nuclear explosive device to a non-nuclear weapon state, or if such a state, either received or detonated a nuclear explosive device? (FAA Sec. 620E permits a special waiver of Sec. 669 for Pakistan.) — NO

17. FAA Sec. 670. If the country is a non-nuclear weapon state, has it, on or after August 8, 1985, exported illegally (or attempted to export illegally) from the United States any material, equipment, or technology which would contribute significantly to the ability of such country to manufacture a nuclear explosive device? — NO

18.	ISDCA of 1981-Sec. 720. Was the country represented at the Meeting of Ministers of Foreign Affairs and Heads of Delegations of the Non-Aligned Countries to the 36th General Assembly of the U.N. of Sept. 25 and 28, 1981, and failed to disassociate itself from the communique issued? If so, has the President taken it into account? (Reference may be made to the Taking into Consideration memo.)	N.A.
19.	FY 1986 Continuing Resolution Sec. 541.	
	Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?	NO.
	Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?	NO
	Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?	NO

NO

20. FY 1986 Continuing Resolution. Is the assistance being made available to any organization or program which has been determined as supporting or participating in the management of a program of coercive abortion on involuntary sterilization?

If assistance is from the population functional account, are any of the funds to be made available to family planning projects which do not offer, either directly or through referral to or information about access to, a broad range of family planning methods and services?

N/A

21. FY 1986 Continuing Resolution Sec. 529. Has the recipient country been determined by the President to have engaged in a consistent pattern of opposition to the foreign policy of the United States?

NO

22. FY 1986 Continuing Resolution Sec. 513. Has the duly elected Head of Government of the country been deposed by military coup or decree?

NO

The recently deposed Head of Government was not duly elected.

B. FUNDING SOURCE CRITERIA FOR COUNTRY ELIGIBILITY

1. Development Assistance Country Criteria

NO

FAA Sec. 116. Has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, can it be demonstrated that contemplated assistance will directly benefit the needy?

2. Economic Support Fund
Country Criteria

FAA Sec. 502B. Has it been determined that the country has engaged in a consistent pattern of gross violations of internationally recognized human rights? If so, has the country made such significant improvements in its human rights record that furnishing such assistance is in the national interest? NO

5C(2) PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A. includes criteria applicable to all projects. Part B. applies to projects funded from specific sources only: B.1. applies to all projects funded with Development Assistance loans, and B.3. applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

A. GENERAL CRITERIA FOR PROJECT

1. FY 1986 Continuing Resolution Sec. 524; FAA Sec. 634A.

   Describe how authorizing and appropriations committees of Senate and House have been or will be notified concerning the project.

   A Congressional Notification has ~~been prepared~~

2. FAA Sec. 611(a)(1). Prior to obligation in excess of $500,000, will there be (a) engineering, financial or other plans necessary to carry out the assistance and (b) a reasonably firm estimte of the cost to the U.S. of the assistance?

   YES

3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?

   N/A

4.	FAA Sec. 611(b); FY 1986 Continuing Resolution Sec. 501. If for water or water-related land resource construction, has project met the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See AID Handbook 3 for new guidelines.)	N/A
5	FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed $1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?	N/A
6.	FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs.	NO
7.	FAA Sec. 601(a). Information and conclusions whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; and (c) encourage development and use of cooperatives, and credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.	"(b) A central purpose of the project is to promote the development and collaboration of the country private sector school systems." (a), (c), (d), (e), and (f): N/A

8.	FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).	N/A
9.	FAA Sec. 612(b), 636(h); FY 1986 Continuing Resolution Sec. 507. Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.	The project contemplates the use of local currency generations under the Title III Program.
10.	FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?	NO
11.	FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?	YES
12.	FY 1986 Continuing Resolution Sec. 522. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?	N/A

13. FAA 118(c) and (d). Does the project comply with the environomental procedures set forth in AID Regulation 16. Does the project or program take into consideration the problem of the destruction of tropical forests?	YES.
14. FAA 121(d). If a Sahel project, has a determination been made that the host government has an adequate sysem for accounting for and controlling receipt and expenditure of project funds (dollars or local currency generated therefrom)?	N/A
15. FY 1986 Continuing Resolution Sec. 533. Is disbursement of the assistance conditioned solely on the basis of the policies of any multilateral institution?	NO
16. ISDCA of 1985 Sec. 310. For development assistance projects, how much of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?	$150,000

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

FAA Sec. 102(a), 111, 113, 281(a). Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status, (e) utilize and encourage regional cooperation by developing countries?

The project will serve to increase access to basic education to the degree that improvements to quality of instruction and efficiency of administration among schools currently serving disadvantaged strata of the population enable the children of these groups to remain in school longer and to acquire more learning and other educational benefits that is presently the case

b.	FAA Sec. 103, 103A, 104, 105, 106. Does the project fit the criteria for the type of funds (functional account) being used?	YES
c.	FAA Sec. 107. Is emphasis on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?	N/A
d.	FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to whch the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed country"?	N/A. Country is a RLDC
e.	FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?	YES

f. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?	YES
g. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.	In most LAC countries, the literacy rate has shown a dramatic rise in the last two decades. Haiti is an exception to this trend and is named specifically in the USAID strategy statement as a country where illiteracy is a major constraint to development. The project will serve to increase access to basic education to the degree that improvements in quality of instruction and efficiency of administration among schools currently serving disadvantaged strata of the population enable the children of these groups to remain in school longer and to acquire more learning and other educational benefits than is presently the case.

2. Development Assistance Project Criteria (Loans Only) — N/A

a. FAA Sec. 122(b). Information an conclusion on capacity of the country to repay the loan, at a reasonable rate of interest.

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan?

3. Economic Support Fund Project Criteria — N/A

a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of part I of the FAA?

b. FAA Sec. 531(c). Will assistance under this chapter be used for military, or paramilitary activities?

c. ISDCA of 1985 Sec. 207. Will ESF funds be used to finance the construction of, or the operation or maintenance of, or the supplying of fuel for, a nuclear facility? If so, has the President certified

that such country is a party to the Treaty on the Non-Proliferation of Nuclear Weapons or the Treaty for the Prohibition of Nuclear Weapons in Latin America (the "Treaty of Tlatelolco"), cooperates fully with the IAEA, and pursues nonproliferation policies consistent with those of the United States?

d. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

5C(3) - STANDARD ITEM CHECKLIST

Listed below are the statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. Procurement

1.	FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed?	Yes
2.	FAA Sec. 604(a). Will all procurement be from the U.S. except as otherwise determined by the President or under delegation from him??	YES
	FAA Sec. 604(d). If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?	YES
4.	FAA Sec. 604(e); ISDCA of 1980 Sec. 705(a). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in	N/A

5.	FAA Sec. 604(g). Will construction or engineering services be procured from firms of countries which receive direct economic assistance under the FAA and which are otherwise eligible under Code 941, but which have attained a competitive capability in international markets in one of these areas? Do these countries permit United States firms to compete for construction or engineering services financed from assistance programs of these countries?	NO
6.	FAA Sec. 603. Is the shipping excluded from compliance with requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 per centum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates?	NO
7.	FAA Sec. 621. If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? If the facilities of other Federal agencies will be utilized, are they particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?	YES

8. International Air Transportation Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? — YES

9. FY 1986 Continuing Resolution Sec. 504. If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States? — YES

B. Construction

1 FAA Sec. 601(d). If capital (e.g., construction) project, will U.S. engineering and professional services be used? — N/A

2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? — N/A

3 FAA Sec. 620(k). If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed $100 million (except for productive enterprises in Egypt that were described in the CP)? — N/A

C. Other Restrictions

1. FAA Sec. 122(b). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter? N/A

2 FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A

3. FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? Yes

4. Will arrangements preclude use of financing:

a. FAA Sec. 104(f); FY 1986 Continuing Resolution Sec. 526. (1) To pay for performance of abortions as a method of family planning or to motivate or coerce persons to practice abortions; (2) to pay for performance of involuntary sterilization as method of family planning, or to coerce or provide financial incentive to any person to undergo YES

sterilization; (3) to pay for any biomedical research which relates, in whole or part, to methods or the performance of abortions or involuntary sterilizations as a means of family planning; (4) to lobby for abortion?

b. FAA Sec. 488. To reimburse persons, in the form of cash payments, whose illicit drug crops are eradicated? YES

c. FAA Sec. 620(g). To compensate owners for expropriated nationalized property? YES

d. FAA Sec. 660. To provide training or advice or provide any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? YES

e. FAA Sec. 662. For CIA activities? YES

f FAA Sec. 636(i). For purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? YES

g.	FY 1986 Continuing Resolution, Sec. 503. To pay pensions, annuities, retirement pay, or adjusted service compensation for military personnel?	YES
h.	FY 1986 Continuing Resolution, Sec. 505. To pay U.N. assessments, arrearages or dues?	YES
i.	FY 1986 Continuing Resolution, Sec. 506. To carry out provisions of FAA section 209(d) (Transfer of FAA funds to multilateral organizations for lending)?	YES
j.	FY 1986 Continuing Resolution, Sec. 510. To finance the export of nuclear equipment, fuel, or technology?	YES
k.	FY 1986 Continuing Resolution, Sec. 511. For the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights?	YES
l.	FY 1986 Continuing Resolution, Sec. 516. To be used for publicity or propaganda purposes within U.S. not authorized by Congress?	YES

UNITED STATES GOVERNMENT

memorandum

DATE: June 26, 1986

REPLY TO ATTN OF: Dana D. Fischer, OPVD Dana D. Fischer

SUBJECT: FAA, Section 611 (e) Certification

TO: The Files

THRU: Patrick McDuffie, Acting Chief, OPVD PR

As this is not a capital assistance project, therefore, section 611 (e) of the Foreign Assistance Act is not applicable.

OPTIONAL FORM NO. 10
(REV. 1-80)
GSA FPMR (41 CFR) 101-11.6
5010-114
☆GPO : 1985 O - 461-275 (413)

TECHNICAL ANALYSIS

1. INTRODUCTION

Technical analysis of the IIBE Project involves examining the validity of project methodology -- that is, the likelihood that essential project objectives can be achieved by means of the methods proposed. The methodology of IIBE blends an instructional improvement strategy (first and second components) with an institution-building strategy designed to make those improvements relevant and durable (third and fourth components). Technical analysis should therefore cover ex ante evaluation of both the instructional strategy and the institutional approach. The present annex will deal principally with the instructional and educational side of the question. The institutional aspects of project methodology are dealt with in greater detail in Annex F.5.

The technical feasibility of IIBE educational strategy will be analyzed from two points of view:

the logical relationship of the various parts of the proposed strategy to the overall design, their suitability for Haiti and the risks associated with them;

the likelihood (technical, financial, and institutional) that the outcomes of the project can be generalized more widely throughout the educational system in Haiti.

2. LOGICAL RELATIONSHIPS, SUITABILITY AND RISKS

The strengths and weakness of the design of the IIBE strategy can be assessed by looking carefully at how well the project's educational purposes relate to the larger sectoral goal and how well the project's educational outputs relate to the purposes. These are considered below.

2.1 Relationship Between Project Goal and Purposes

IIBE's goal is to promote Haitian economic development and popular participation in development activities by strengthening the country's human resource base. This will be accomplished through a strategy with six key aspects.

2.1.1 Primary education as a vehicle

IIBE designates primary school education as the vehicle to be used to promote the economic development/human resources sectoral goal. This is a logical relationship. The international evidence for the contribution of primary education to economic and social development is of such proportion as to make its priority in development strategies virtually axiomatic. Its priority in Haiti was clearly indicated in the Education and Human Resources Sector Assessment undertaken for USAID in 1984.

2.1.2 Concentrating on improving quality

Improving human resources in Haiti requires more schools and better schools. Presently, only about 57% of school age children are enrolled in primary school (only 30% in rural areas). Almost half of the children who begin school do not continue after the first grade. Whether equity is best served by rapidly universalizing poor quality education or by expanding more slowly with a better quality product cannot be answered on technical grounds. However, in view of the very low level of internal efficiency in primary education and the shortage of resources currently available that could be used to finance an expansion of primary education at this time, IIBE's focus on quality improvement among very disadvantaged schools is both logical and timely.

2.1.3 Private primary education as a focus

IIBE will concentrate on the development of private primary education. It could be said that this is a departure from usual practice. Because of concerns related

to nation-building access, equity, and curriculum control, most educational development strategies favor developing primary education through the public sector.

In Haiti, there are compelling reasons for a strategy to develop private primary education:

Access: most of the expansion of opportunities for primary education during the past several decades has taken place in the private sector. As a result, the majority of pupils enrolled in primary education attend private schools. The GOH is looking toward the private sector as a way to respond to increasing demand for education at the primary level.

Equity: Although the best opportunities for primary education in Haiti, as in other countries, are to be found in expensive private schools, the worst opportunities are also found in the private sector. Quality and school efficiency have not kept up with the expansion of private education, especially in rural and depressed urban areas. Equalizing educational opportunities while raising their quality in the present context of Haiti requires working with disadvantaged private schools.

Coordination: There is already significant donor support for developing public education in Haiti and specifically for the Reform of Education being undertaken by the public sector (see Annex G.3). Given the numerical preponderance of the private sector (which is a present fact whatever one feels about the relative merits of public or private sponsorship of education), it is essential to address quality and efficiency questions there as well. USAID's assistance is likely to have far more impact if it is targetted toward the private sector.

2.1.4 Educational resources: From increased availability to improved quality

The IIBE strategy for improving educational quality consists of two steps: First, emphasis is placed on improving the supply of existing instructional resources and materials to schools and on helping school personnel to manage the instructional process more efficiently. Second,

following a period of local research and evaluation, prototypes of new methods and materials designed to improve the quality and/or contain the costs of school instruction will be developed and tested for subsequent dissemination on a larger scale. It could be argued that incremental additions to the supply of various inputs are too small and spread across too many dimensions and are unlikely to make much of an impact on what is taught and learned in school. It could also be argued that schools would be getting only temporary relief on essentially recurrent expenditures and that it would be better to proceed directly to the task of developing a sustainable capacity for lowering the cost of educational resources or improving their quality.

The above argument, the "let's get started immediately on developing a better mouse trap", is more cogent in other developing countries than in Haiti. First, where resources are in such short supply and internal efficiency is so low, there are both theoretical and empirical reasons to expect that adding to the supply will make a significant rather than marginal difference in improving the quality of instruction in schools. Relatively little is known about the degree of real learning in private primary schools serving rural and economically depressed urban regions of Haiti. Conditions vary enormously, as do the affiliations and approaches of those currently providing private education. The 1984 Haiti and Education and Human Resources Sector Assessment reported numerous cases, especially among Catholic and Protestant-sponsored schools in rural areas where the simple fact of ensuring a reliable supply of minimum educational inputs had a dramatic impact on student achievement and rates of retention in school. Data from other developing countries bears out this emphasis: A World Bank study (Heneman 1980) reports that no single variable has as much impact on student achievement in rural schools in LDCs as a reliable supply of appropriate textbooks. The IIBE strategy is best suited to current Haitian conditions. It begins with the improvement in the supply of already available resources and proceeds gradually to the design and testing of prototypes of new methods and materials that will insure greater gains in quality and efficiency in the future.

2.1.5 Starting with a sample of schools

The project's strategy calls for working with a sample of 300-400 schools. Assuming that this is institutionally and financially feasible (see Annex F.2), it is important to know whether this number of schools is large enough to ensure the accomplishment of the project's purposes and whether the expected educational impact justifies the investment required. A sample of 300-400 schools will permit meaningful participation by the three major subdivisions of private education (Catholic, Protestant, and lay) and at the same time allow for a concentration of schools in two geographical zones for the purpose of investigating the interaction of improved primary education with agricultural development. It is important that the sample yield opportunities for experience with, and information about, the variety of conditions that characterize the population of rural and depressed urban private schools in Haiti. Representativeness has more to do with how the sample is drawn rather than its size.

Three hundred schools (with enrollments averaging 200 students (or a larger number of somewhat smaller schools)represent about 17% of all private primary school enroll in rural and depressed urban areas. When one considers that the Reform, after seven years of experimentation and generalization, currently reaches about 1,000 schools, it is clear that the 300 schools to come "on line" by the third year of the project represent a significant initiative to strengthen human resources in Haiti.

2.1.6 Strengthening performance of specific public sector functions

The IIBE strategy aims to strengthen the Ministry of Education's capacity to perform key regulatory and support functions for both public and private primary education. In addition, the project will assist the Ministry in studying and organizing activities with the lay schools. The desirability and feasibility of this involvement is more fully dicussed in the institutional analysis contained in Annex F.2. From an educational perspective, there are several points to be noted concerning this aspect of the strategy.

The project will assist the Ministry in developing its capacities in the areas of school inspection, school accreditation, examinations and certification. These are critical areas that concern both the public and private sectors, The background and justification for this aspect of the strategy are clearly determined in section 3.4.2.4.

Although the IIBE strategy defines specific areas where action is needed, it also offers flexibility for the Ministry to choose the areas and the kind of assistance it will receive under the project. Discussions are underway with the Ministry of Education and the World Bank to select and plan interventions in areas designated by the IIBE strategy where the GOH is not receiving assistance from the World Bank. Because of the recent difficulties in Haiti and the long period during which the Ministry was unable to function normally, it was impossible to conclude these discussions and arrive at complete specification of the related activities before submission of the Project Paper. Although there is some risk that the progress that has been made toward cooperative relations with the Ministry may reverse itself in the future, the risk is unavoidable, and private sector counterparts fully accept it. Moreover, the design of the project is sensitive to the possibility of less than optimal participation of the GOH in the project: the principal private sector portions can operate, if necessary, in the absence of full GOH support.

2.2 Relationship Between Outputs and Purposes

The second dimension to the design of IIBE's educational strategy has to do with how well the various outputs targeted under the project relate to its educational purposes. The analysis will look at the logic, feasibility, and suitability of improving school quality through user selection from a menu of educational resources and then examine in more detail the twelve educational inputs included in this menu. The analysis will then address the relationship between the purpose of developing and disseminating improved instructional inputs and the outputs proposed.

2.2.1 User Selection from a Menu of Educational Resources

The IIBE strategy places substantial emphasis on permitting schools and their sponsors to develop their own cost effective strategies for improving the quality of instruction they offer. While this approach recommends itself because of the practical realities of education in Haiti at this time, it is also an accurate reflection of what is known and not known about improving school quality as reflected in current educational literature on the subject.

The IIBE strategy will guide rather than prescribe user selection of educational resources for improving school quality. Some selection is mandatory, such as training for school directors. Some selection is bounded, such as textbook options that would not permit schools to escape national objectives for "Creole Literacy". Other selection is left for schools to make based upon their own needs. The various inputs and the conditions for their selection are described fully in section 3.2.4.2. of the Project Paper. The feasibility of obtaining and delivering these inputs to schools and their suitability for Haiti have been worked out with wide involvement of educators from the private sector in designing the project.

The overarching question to be asked concerning the logic of pursuing improvements in school quality through user selection from a menu of educational resources is: can we reasonably expect relatively untrained and underpaid school directors and teachers and lay school directors operating schools for profit to make informed choices about the determinants of school quality? For example, even if it learned that a marginal improvement in a school's physical facilities has no bearing on what students achieve, selection of this option might nevertheless prove to be profitable to the owner of a lay school. This might lead to a poor allocation of scarce resources.

Again, it must be emphasized that schools will be helped in their selection from the project menu. The menu of inputs reflects a consensus of experienced private school educators in Haiti. The importance of the items proposed tend to be supported by research on school quality. (1)*

Although current research suggests the importance of such things as the availability of textbooks, level of teacher training, and the role played by the director of the school, it is not known what attributes, what amounts, or what combinations of these variables really contribute to school quality in a country like Haiti--or indeed, anywhere. Relying on the judgement of experienced Haitian educators on what menu items to include in a cost effective school quality improvement strategy is clearly in order.

The IIBE strategy does not pretend that it will provide information that would allow decision-makers to derive optimal receipes for selecting and allocating educational inputs. What will be gained will be some practical insights on the part of educators in the private sector about what does and what does not seem to make a difference and what might be worth pursuing in the future.

2.2.2 Feasibility and Suitability of IIBE Menu Items

(a) School Director Training

The training of school directors or others responsible for leadership in participating schools is indispensable for the IIBE strategy.2 Major emphasis in this training should be put upon school administration and management, factors shown in the African context to have a significant effect on primary school efficiency.3 The exact dosage of management will be worked out through collaboration between an AID-sponsored management training facility in Haiti (the Human Resrouces Development Center) and staff of Protestant and Catholic normal schools.

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* Numbers refer to notes at the end of the annex.

(b) Performance Incentives

This menu item is offered as an incentive for compliance with the various norms and requirements of the project. It will also provide the private sector with valuable information about the short-term and long-term effects on teacher performance and attrition of modest increases in salaries. Again, the best evidence of the feasibility of this item has been the consensus reached across a spectrum of the private sector on the utility of this item and how it should be administered. Performance contracts will be a difficult item to implement. Both monitoring and enforcement of penalties for poor performance are aspects of the performance contract strategy that will require careful deliberation. These are in a large sense difficulties that are inescapable in an educational system attempting to address the issue of quality control.

(c) Instructional Materials

The importance of offering an adequate supply of instructional materials to participating schools is also virtually incontestable. Because of the issue of compliance with the Educational Reform and use of alternate educational materials developed by the private sector (see Annex G.4) this is an issue that will need to be carefully discussed with representatives from the Ministry of Education. This process has already begun, as evidenced by the creation of a joint Protestant-Catholic technical commission that will study the question of IIBE policy with respect to the Reform and make suggestions for discussion with the government in the month of May (see Annex I.2, Institutional Analysis). The conditions and mechanisms proposed for approving four or five sets of textbooks to be offered to schools appears to be acceptable to all concerned. Agreement has been reached that the project will follow a policy of renting books to students with rental fees being used to help finance replacement of books as they wear out. Satisfactory operation of such a system is likely to be part of the performance contract with the school. The phasing of project activities permits sufficient time to bring into operation a system for purchasing and distributing books to participating schools.

(d) Inservice Teacher Education

The comments made on the training for school directors apply here as well. Given the low level of education of most of the participating teachers and the relatively short duration of the courses to be provided, it has already been recognized by the private sector educators taking part in the design of the project that teacher training must be linked as far as possible to specific curriculum and ways found to provide follow-up training in later years to reinforce initial training.

(e) School Equipment

The equipment that will be made available to participating schools in need constitutes a set of items required for minimum efficiency in delivering classroom instruction and managing the school. The items proposed are obtainable in Haiti. There should be little difficulty in arriving at satisfactory specifications, procurement, and delivery.

(f) School Renovation/Construction

Although all schools will have the possibility of selecting renovation of facilities, new construction will be offered to only 30 schools, presumably those most in need and willing to cofinance the work required. This menu item is intended to address instances where school facilities are of such poor quality as to put a severe strain on efficient learning. The private sector has experience in working with local firms in school construction and renovation. The necessary precautions have been taken to ensure that this item relates closely to the project's purpose of improving school quality.

(g) Preprimary Programs

There is wide consensus in Haiti on the importance of preprimary programs to address the nutritional status and school readiness of preschool children. There is also wide agreement on the value of the CINEC program. What is in doubt is the feasibility of participating schools being able to meet the recurrent costs required to operate a CINEC

program. IIBE will follow an approach of assisting CINEC to develop lower cost versions of its program. Part of the research and development agenda of IIBE will be to compare the differences between the complete and the lower cost options. This has been judged to be acceptable by both the representatives of private school establishments participating in the design of the project and those responsible for CINEC.

(h) School Feeding Program

The importance of the school feeding program in the life of primary schools in Haiti was underlined in the Haiti Education and Human Resources Sector Assessment. Inauguration of a school cantine by participating schools who cannot now afford them is likely to be a good investment both in terms of student performance and the likelihood that it will help small schools attract more children. There is considerable experience in operating school feeding programs on the part of schools and the private voluntary organizations delivering the food. Provisions need to be made for inaccessible schools to transport food from the closest delivery points. USAID has already taken planning steps to ensure rations for the new participating schools.

(i) Income Generating Activities

The project will provide grants of up to $2,000 to community-school organizations for activities to generate revenues in support of local schools. There is an important educational and attitudinal value to this type of activity apart from the income. In most developing countries, it has proved to be a considerable challenge to identify, initiate, and sustain activities of economic significance within poor communities, even by organizations focusing exclusively on this type of activity. However, the long-term importance of this activity for private schools in Haiti justifies the risk associated with initiatives such as this and the effort that will be required to make it work effectively. Of particular importance in this connection is the emphasis to be put on parent-teacher associations.

(j) Supplies

The menu will include a $5 per student provision for the purchase of key supplies such as notebooks and pencils. This item will be especially attractive to the poorest schools. It is a useful item in that it will provide information on what is and what is not currently available in the classroom. It will also help the poorest schools make a judgment on the relative importance and efficiency of a modest subsidy of what is usually regarded as an expenditure left to the family.

(k) Set of Basic Learning Aids

The menu also will include a set of basic aids for classroom learning such as charts and maps. This would constitute another low cost selection and would be particularly attractive to poorer schools. The composition of the items to be included in this package remains to be decided. The experience of the better equipped private schools will help in making this determination as well as in indicating the best sources of supply.

2.3. Feasibility and Suitability of the Proposed Research and Development Outputs

One purpose of the project is to develop and disseminate improved instructional inputs to private schools. These inputs will be based on the best current practice in Haiti and in other developing countries. The outputs related to this purpose include the design, implementation, and evaluation of alternative preprimary education, identification and evaluation of existing instructional innovations being used in Haiti, studies of local school organization and funding, and feasibility studies of the application of alternative instructional approaches such as interactive radio and low cost programmed learning systems. Based upon these studies, a cost containment/quality improvement strategy for extending the present project to other schools will be conceived and put forward in the form of a project paper.

With the newness of USAID's involvement with primary education in Haiti, unresolved curriculum issues related to the Reform, and the pluralistic fabric of the private sector accomplishing the purpose of improved instructional inputs through a carefully paced research and development agenda is not only suitable but required at this time.

The development of alternative preprimary models will be based on a successful existing model, CINEC. The need to offer more affordable versions of this model is acknowledged by CINEC. CINEC is taking part in the project and alternative models are already in view.

The dialogue among the various subsectors of private education that is occurring as the result of designing the project will facilitate the task of identifying and evaluating existing instructional innovations in Haiti. This kind of inventory of national experience with respect to the content and delivery of instruction and with the patterns of school organization and financing is a logical starting point in the research and development effort to improve school quality.

The project will conduct an evaluation of the applicability of different activities that have been undertaken in other developing countries to organize and deliver instruction more cheaply and more effectively. The feasibility of such an investigation is enhanced by work being done by other projects sponsored by USAID. USAID's Learning Technologies Project is producing a review of the state-of-the-art of the application of educational technology in developing countries. This project will be working with educators in Belize in experiments with the introduction of appropriate learning technologies in rural and urban primary schools. This experience is likely to be instructive for Haiti. Similarly, USAID's Basic Research and Implementation for Developing Educational Systems Project (BRIDGES) will produce review of the research on various aspects of education in developing countries, including the use of educational technology. These too, should facilitate Haiti's consideration of improving instructional inputs.

The investigations to be conducted in Haiti are intended to lead to experimentation with approaches found to be promising. The facilities provided the TSC will permit the development of prototype methods and materials to be tested in participating schools. This experimental phase will provide "hands on" information about the feasibility and likely effectiveness of introducing improved instructional inputs in Haitian private schools. Ideally, this will lead to a project that would promote wider dissemination of promising approaches. This is an appropriate target, even if it cannot be predicted now what will be learned with respect to feasible and cost effective improvements in instructional inputs to be pursued in the future.

3. GENERALIZABILITY

The preceding analysis has established the feasibility and suitability of IIBE's strategy for improving school quality in a selected number of Haitian private primary schools. The remaining question to be answered is: Can the IIBE approach be generalized to a significantly larger number of rural and depressed urban schools in Haiti? This question hinges on institutional and financial considerations that are addressed in Annexes F.2 and F.5. From an educational perspective, a number of points can be made:

The 300 schools taking part in the project will be drawn from the various subdivisions of private primary education in Haiti. They will be schools operating in rural and depressed urban conditions. The immediate instructional inputs are all to be found locally. All of these favor wider generalization by the likely consequence of project schools serving as models to either for other nearby schools or for other schools of the same affiliation (for example, Methodist).

There are many schools not participating in the project that do not have the financial resources to the package of quality improvement inputs available to participating schools. But it is not the whole package that would necessarily need to be generalized. A package is being

offered because little is known about what inputs are the most lacking or that schools cannot provide on their own.

The research and development to be undertaken under the project aims at discovering what inputs might make a big difference in improving quality in resource-deprived schools. At the same time, new sources of educational financing are also being investigated. New institutional arrangements for a more efficient allocation of insights and resources within the private sector are being put in place. The project design anticipates the necessary components for wider generalization of project outcomes. But the question of generalizability can only be answered after seeing how well the different components of the project develop and come together.

4. CONCLUSIONS

The design of the IIBE project's educational strategy that will be followed under the first two components of the project is technically sound. The design is of a level of complexity required to adequately address the complex mosaic of private primary education in Haiti.

The components of the IIBE strategy have been found to be logically related and suitable for Haiti. The feasibility of various elements have, in a sense, already been pretested as a result of a lengthy and iterative process of project design with Haitian educators.

The risks associated with the project are at an acceptable level and to a large extent can be reduced through effective implementation. It is worth noting that while this is a capacity building project, the project design anticipates a sequential stream of benefits and not an "all or nothing" end of project condition. This means that even if a worst case scenario should halt implementation of the project at some point, important returns will already have been realized on investments made.

The results of the project will be important in themselves in contributing to achieving the goal of the project: improvement of human resources in Haiti. They

stand a good chance of being generalized on a wider scale, offering the possibility of greater impact in the future.

Notes

(1) Cohn, E. and Rossmiller, R. (1985). Research on Effective Schools: Applications for Developing Countries. Washington, DC: World Bank.

Fuller, B. (1986) Raising School Quality in Developing Countries: What Investments Boost Learning? Washington, DC: World Bank.

(2) Eicher, J.C. (1984) Educational and Financing in Developing Countries. Staff Working Paper No. 65, Washington, DC: World Bank.

(3) Fuller, op. cit.

Table 1: Summary Economic Indicators
for Haitian Economy

	Level (US$ Million/FY 85 Prices)				Average Annual Growth Rate (%)
	FY 80	FY 82	FY 84	FY 85	FY80-85
Gross Domestic Product	2,036	1,907	1,965	2,026	-0.1
Gross Imports	763	695	643	694	-1.9
Gross Exports Adjusted for TT	484	513	454	473	-2.4
Resource Gap Adjusted for TT	230	219	225	221	-0.8
Gross Domestic Investment	298	281	310	321	1.4
GDP Per Capita (in US $)	414	377	378	382	-1.6
	Price Indices (FY 80 = 100)				
Exports	100	93.5	108.1	111.6	11.6
Imports	100	114.8	122.8	129.1	29.1
Terms of Trade	100	80.9	87.9	86.5	
	Medium and Long Term Debt (US$ Million at Current Prices)				
Total Debt Outstanding	227	362	450	519	228.6
Debt Service Ratio (in %)	6.7	5.6	5.4	6.5	-3.1

Human Resource Indicators

	Total	Gender		Location	
	1982	Male	Female	Rural	Urban
Population (in 000s)	5053	2450	2604	4011	1042
Annl Growth Rate, 1950-71	1.6	--	--	1.2	5.0
Annl Growth Rate, 1971-82	1.4	--	--	0.9	3.6
Pub prim schl enrlmt (000s)	293.3	161.5	131.8	129.5	163.8
Priv prim schl enrlmt (000s)	429.8	224.9	204.9	203.8	225.9
Total prim schl enrlmt (000s)	723.1	386.4	336.7	333.3	389.7
Gross Enrollment Ratio (%)	80.3	--	--		
Net Enrollment Ratio (%)	51.9	--	--		

great disparities of distribution of wealth that characterize Haiti and have been accentuated over the last 30 years. One per cent of the Haitian population held in 1980 over 50% of the wealth, while eighty per cent lived below the level of absolute poverty defined by the World Bank.

Since 1980, the economic situation has worsened, as world markets were affected by recession and austerity and Haiti reached the limits of labor productivity attainable within the corrupt and inequitable socio-economic structures that characterized the Duvalier regime. Between 1980 and 1984, GDP shrank at an average rate of 0.9% per year, while labor productivity also diminished at a rate of 1.3% per year. The new post-Duvalier government has taken power with great hope of reversing the downward trend of the economy by rationalizing economic structures and putting more people to work, but it must start from a position of severe economic crisis. Projected average growth rates for the next five years, under the most favorable scenarios, are on the order of 3% per annum, starting with a 2% rate in the 1986-1988 period and reaching 4% by 1991. Per capital GDP will progress at a lower rate (estimated at an average 2% per year) due to the effects of population growth. There is some hope that more efficient and equitable tax revenue policies may allow Treasury receipts to reach 12% of GDP from their current sub-10% level, permitting some expansion in Government expenditures for development activities. This trend should receive some further support from the adoption of better accounting procedures and elimination of the loopholes, extrabudgetary expenditures and numerous payoffs that characterized the Duvalier government. Still, there are no prospects for rapid fiscal growth.

2.1.2. Educational Financing

Table 2 sums up the structure of educational financing in Haiti as of 1982. Because of the preponderance of private education at both primary and secondary levels, the Government furnished only approximately 25% of the total of recurrent costs. Government expenditures on education amount to only 1.4% of GNP, one of the lowest ratios in the world, well below, for example, the 4% average in Subsaharan

TABLE 2

Breakdown of Recurrent Education Financing, 1982-83
($000)

Educational Sector	PARENTS			GOVERNMENT			DONORS						TOTAL	
							Type							
	Amount	Parents Total %	Cycle Total %	Amount	Gov't. Total %	Cycle Total %	Multi-lateral	Bi-lateral	PVO[a]	Total	Donor Total %	Cycle Total %	Amount	%
Primary	$26,918	55	NA	$11,609	71	NA	NA	NA	$9,036	NA	NA	NA	NA	NA
Secondary	20,303	41.5	NA	1,741	10.5	NA	NA	NA	(150)	NA	NA	NA	NA	NA
Vocational/ Technical	1,197	2.5	NA	1,610	10	NA	NA	NA	(300)	NA	NA	NA	NA	NA
Teacher Training	--	--	--	458	2.5	NA	NA	NA	(150)	NA	NA	NA	NA	NA
Higher	522	1	NA	969	6	NA	NA	NA	(150)	NA	NA	NA	NA	NA
Total	$48,940	100	60	$16,387	100	20	$3,424	$3,587	($9,786)	$16,797	100	20	$82,124	100

[a] Figures in parentheses are estimates.

NA=Not available.

Africa. Education received.14% of the Government current budget in 1983, also a relatively low proportion compared to other developing nations. Personnel of the post-Duvalier Ministry of Education hope that that figure will increase to over 20% in the next five years, laying the basis for a more active role of the Ministry in quality control and instructional support throughout the educational system.

As Table 2 amply demonstrates, PVO financial support for primary education is a significant factor in overall educational financing, though it is difficult to calculate it exactly and available figures are likely to be underestimates. This will be more evident shortly.

Available data suggest that the level of support from secular and religious organizations, particularly the Protestant ones, increased significantly from 1970 onwards, partly as a result of a growing influx of such groups, and partly as a function of increasing disbursements by existing organizations. A random sample of 60 private voluntary organizations (PVOs) providing some level of support to primary education revealed the following pattern of establishment in Haiti:

Year Established	Percent of Sample
Before 1960	31.7%
1961-1965	8.3%
1966-1969	8.3%
1970-1975	13.4%
1976-1980	23.3%
1981-1985	15.0%
TOTAL	100.0%

The growth in the number of PVOs paralled closely the rapid growth in the number of schools and enrollments reported in the Haiti Education and Human Resources Sector Assessment. In fact, in some respects the establishment in Haiti of several major child sponsorship organizations was a principal cause for the rapid growth of primary schools and students. Compassion International Inc., for example,

arrived in Haiti in 1972. By 1984 it was spending $2.4 million of its $2.9 million budget to sponsor 17,000 children in 230 schools affiliated with the Church of the Nazareen, the Union Evangelique Baptiste d'Haiti, the Wesleyan Mission, Salvation Army, Free Methodists, World Team, and the Eglise Baptiste du Sud d'Haiti. Under its program, sponsored children receive books, uniforms and half of tuition, worth about $25.00 per student, and schools receive the balance of $100.00 per student. Sponsored children represent about one-third of school enrollment, and Compassion therefore directly and indirectly supports some 50,000 students.

Similarly, Foster Parent's Plan International arrived in 1973 and by 1984 was disbursing $3.2 million to sponsor 15,000 children. World Vision began a sponsorship program in 1978, covering 12,500 children by 1984 with an annual disbursement of $1 million. Action Missionaire Globale d'Haiti also started in 1978, using 1.5 million to sponsor 8,700 children six years later. By 1985 these four organizations were directly supporting some 56,000 students and, making allowances for overlapping support to several schools and the fact that Foster parents does not subsize schools to the same extent as other organizations, another 125,000 indirectly. The total represents about 30% of current private school enrollment, and an average subsidy of $40.00 per year per student.

During the same period, other already established organizations were expanding their child sponsorship and school support programs. Major ones included the Salvation Army, spending a portion of its $2.7 million 1985 budget to subsidize 17,000 students, the Baptist Haiti Mission allocating close to $600,000 from its parent organization to cover between 35,000 and 40,000 students, COHAN supporting 4,000 students, Convention Baptiste d'Haiti supporting about 14,000 children, Seventh-Day Adventists helping 15,000, and the Assemblees de Dieu another 7,000. These six pre-existing organizations covered at least 100,000 students by 1985, extending coverage to another 20% of the school population.

There are also a host of other older and newer PVOs that provide funding for primary schools to a greater or

lesser degree. A USAID survey in June 1985, covering a portion of the 400-odd PVOs rumoured to be active in Haiti, reported that at least 75 were operating or were supporting primary schools, and that 45 of them were expanding to about $10 million a year in 1985. The figure contained some double-counting and included activities unrelated to education, but nevertheless suggested that the combined effect of expenditures by all private organizations involved in education was substantial. Moreover, a sample of thirty PVOs for which useful budgetary comparisons can be made without excessive double-counting suggests that their expenditures in Haiti are rising, or at least that they increased by 7.7% between 1983 and 1984. (Table 3).

Crude and ambiguous as they are, the data suggest that the majority of primary students, perhaps 75%, are in schools which receive some degree of external subsidy, that the aggregate value of annual support may amount to about $12 million per year (suggesting an average annual subsidy per primary school student of $24.00) and that the growth in external private support for primary education since 1970 may be the most significant explanation for the extraordinary expansion of private schools during the past 15 years. This estimated level of support is well above the figure reported in Table 2 and illustrates the uncoordinated nature of philanthropic funding in Haiti.

Although further growth in the number of PVOs and in organizational expenditures is likely over the next few years, amounts allocated to primary education will probably not increase at the same rate. They may, in fact, decline somewhat. Compassion, for example, plans no further expansion of its activities in Haiti in the immediate future. Foster Parents Plan initiated a family development program in 1983, in which sponsorship funds will no longer be focussed on education. Rather, each family will develop a strategy for use of sponsorship funds that could best meet its economic needs. Early indications are that while some families continue to put top priority on schooling, others do not do so when presented with the opportunity to use funds for other purposes. Support for children to attend school, and support for their schools, is therefore likely to decline. World Vision is also veering away from using its sponsorship program to support schools and shifting

TABLE 3

SAMPLE OF 30 HAITIAN PVO'S AND BUDGETARY RESOURCES FOR 1983 AND 1984

Name of Organization	Year Established in Haiti	Budget ($000's) 1983	1984
American Haitian Bo-Zambi	1978	45	48
Association Haitienne Pour la Rehabilitation des Handicapes	1976	70	70
Association d'Assistance Medicale aux Humbles	1983		115
Association des Femmes Chretiennes en Action	1979	25	50
Bible Christian Mission	1984		4
Blue Ridge Christian Homes	1977	80	80
Caritas -- Hinche	1975	60	60
Centre Fugorecou Cidevant	1980	7	10
Centre Pedagogique Rural Protest	1962	95	100
Christianville Foundation	1978	200	175
Christoffel Blindemission		800	800
Church of God Eben-Ezer	1942	24	23
Congregation des Filles de la Sagesse	1947	105	109
Developpement Communitaire Lafond, Arreguy, Marbial		60	66
Eglise Methodiste	1817	800	800
Fondation Hands of Love	1982	96	165
Fondation Pedadontique	1959	96	100
Global Mission	1967	180	180
Mission Elleghany Wesleyenne	1968	42	8
Mission Eglise Evangelique Ebenezer	1969	120	100
Mission Pour La Vie	1982	20	31
Missionary Church Organization		214	250
National Spiritual Assembly of the Bahai's	1961	38	40
Parish of Torbeck	1971	800	800
Project Help	1967	120	200
Rural Outreach Opportunity to Self	1980	50	60
Siloam Christian Mission in Haiti	1983		55
Soeurs de Bon Pasteur de Quebec	1969	181	202
Union des Cooperatives de la Region Sud	1979	500	500
		4,828	5,201

towards a strategy of using the funds to support community economic development projects. The guiding philosophy in this case is that funds are better used to help communities raise their income to levels where they could, if they wanted to, support schools through regular tuition payments. World Vision's withdrawal from the education sector is already having a serious impact on the operation of the schools that it has heretofore supported.

The extent to which shifts away from exclusive focus on education and towards a broader range of development activities will spread through the philanthropic community is hard to predict, but this trend is already having an effect on new entrants to the community. The Christian Children Fund, a secular organization notwithstanding its name, is currently in the process of establishing itself in Haiti. Its goal is to sponsor 15,000 to 17,000 children a year by 1990, suggesting a $3 million annual expenditure in current terms, and to pursue a strategy quite similar to that of World Vision. The fund anticipates support of a few schools if particular communities decide that it is appropriate, but not many.

Private education in 1985 therefore presents the image of a sector which has expanded well beyond the limits of what an economy like Haiti's would have been able to support without massive infusion of outside support and which is likely to witness a period of significant retrenchment as the support shifts towards other fields. By and large it is the Protestant sub-sector which is likely to feel the major impact of this change.

Catholic schools, however, are not entirely immune from this process. Although their dependence on private philanthropic support from outside Haiti is less pronounced than in Protestant schools, they are more dependent on GOH support for the running of their private and public schools. Beginning in mid-1985, the former government began systematically reducing its level of support for Catholic schools. This may evolve into a change in long-term policy, shifting resources towards expansion of secular public schools and away from support of church-organized public and private schools, or it may simply have been a short-term political move to signal the Duvalier government's

displeasure with one of its most articulate opponents. Whatever the outlook may be, continued special subsidy of Catholic schools by the GOH is no longer as certain as it once was.

A third critical element in the educational financing picture is the ability of parents and local communities to contribute to covering the costs of education.

With respect to local community support of schools, it may be useful to note that in 1976 the Interamerican Institute of Agricultural Sciences (IICA), working on preparation of the IDB rural education project, surveyed 90 public primary schools to collect information on the issue. The survey reported that some 60% of the schools received tangible community support, and that in 40% of the cases the level of this support was relatively high. Forms of support included recruiting teachers and paying their salaries when the officially designated teacher failed to appear, or when student-teacher ratios were high enough to warrant the local hiring of another teacher. Other forms included construction of kitchens to make schools eligible for lunch programs, repair or construction of school buildings, fabrication of school furnishings like benches and tables, and sometimes wholesale purchase of books and other pedagogical supplies.

Community resources were generally insufficient to meet all needs at once. In operational terms, this meant that construction activities usually dragged on for 5 to 8 years, that quantities of books purchased would at best ensure a student-per-book ratio of 2 to 1 for only one of several school classes, or that locally-hired teachers could not receive more than $10.00 to $15.00 per month. But IICA concluded that in most instances the level of community effort was large relative to the availability of local resources.

Schools which benefitted from these efforts were usually located in areas with active community councils, sometimes assisted by foreign PVOs but more often not. The councils had education sub-committees composed primarily of parents with children in schools, and the committees were most often (though not always) organized by the school

principals. In areas without councils, or with inactive ones, principals organized the equivalent of Parent-Teacher Associations, or school boards, which then took upon themselves the task of mobilizing resources for school support.

Two factors distinguished schools which received community support from those which did not. One was that locally subsidized schools were situated in isolated areas where there were no other schools. The schools were therefore a focal point for a large population, including relatively higher-income groups within that population whose children were disproportionately represented in the school. These families had means with which to subsidize the school and generally constituted the leadership of the area. The second factor was the personal relationship that had developed over a period of years between school principals and community leaders. Principals who had managed to cultivate the trust of communities by being present on all school days (and ensuring that other teachers did so as well) and by participating in community meetings and other events, and who had managed to prove the worth of their schools by consistently promoting at least a few graduates to enter high school, invariably did better than those with lower performance records.

The IICA study noted that community support would quickly evaporate if one or both factors disappeared. Establishment of another school in the area, particularly when a PVO built a new facility and provided it with resources that the community could never hope to match, usually signaled the end of local support for schools, both the old one and the new one. Councils would continue to function, but would focus resources on other needs. Similarly, the transfer of a principal out of a school and his or her replacement by someone less dedicated to the school or to the community would cause councils to shift attention elsewhere. In both instances PTAs continued to exist, but they made no further efforts to subsidize the schools.

Community schools in Haiti still function entirely on the basis of local support, as do some rural public schools. Isolated Protestant and Catholic schools also manage to

generate community subsidies from time to time, but numbers of schools and amounts of resources collected are unknown. It is entirely possible that the rapid growth in externally-funded public and private schools, extending education to income groups that are unable to provide support beyond tuition, coupled with declines in the rural and urban income base in many areas, have lowered the proportion of schools receiving local subsidies and the value of the subsidies to each school. If, as suggested earlier, schools begin to notice a decline in external funding, some principals may be able to offset the reduction with increases in local funding. However, the recent experiences of Foster Parents Plan and World Vision, indicating that families and communities have many expenditure priorities other than education, seems to suggest that local funds may be difficult to raise in some places.

2.1.3. Fiscal Outlook and the IIBE Project

What do these considerations mean for the financial viability of the IIBE strategy? It is useful to summarize first the fiscal outlook for the three principal sources of primary school funding:

(1) Parents in rural and economically depressed urban areas have little disposable income, though even here there are noticeable differences between different categories and classes within the population, and it is most often the children of the relatively better-off who get into available schools. (These particular issues are further explored in Annex F.4, Social Soundness Analysis.) As we will see in the next section of this analysis, however, education is both an investment and a consumption good for poor families, and in some cases its consumption worth is large enough to justify expenditures on tuition and/or school materials that are above what would otherwise seem to fit within the household budget. It is therefore not inconceivable that some increased financial or material participation of even poor families in the costs of local education could be developed in the course of the project without

extra hardship to the interested parties. The income-generating component of the school improvement menu constitutes another strategy by which local contributions to school budgets could be increased. From this point of view, it is highly significant that the R&D component of the project contains as one of its foci study of educational financing at the local level and trial of alternate formulae for bolstering school budgets.

PVOs - PVO levels of funding in recent years have continued to increase, but there appears to be a noticeable change in emphasis away from the massive underwriting of education expenses that fueled rapid expansion of educational opportunities in the 1970s and early 1980s. There is some possibility, therefore, that IIBE funding could be affected by a phenomenon of "displacement" -- in other words, that it will simply be used by private school systems and individual schools to replace funds formerly received through the intermediary of philanthropic organisations. The project could seek to specify that funds be channeled principally to schools not previously receiving appreciable amounts of outside aid; but, all things considered, the displacement phenomenon should not greatly affect the results of IIBE. Even if funding is used to replace other lost sources of support, it seems most likely, given the design of the project, that these resources will be used in a way much more closely linked to improvements in educational quality and efficiency and to the institutionalization of instructional support structures than has hitherto been the case with philanthropic aid.

One imponderable that must be kept in mind, however, concerns the likely effect on levels of philanthropic funding of different scenarios of political change in Haiti. For the time being, liberation from the Duvalier regime seems to have had the effect of increasing the willingness of

foreign private donors to help meet the country's development needs, though there have been some delays and defections due to the political turbulence that has characterized the transition, or at least due to the picture that has been painted of it in US media. This point underscores the fact that philanthropic aid is, in the long run, a less than reliable source of educational financing; and it gives increased urgency and importance to the R&D agenda on educational financing.

Government of Haiti (GOH) / Ministry of Education (MEN) - The outlook in the area of government fiscal capacity for education expenditure is for slow growth, given the combined effects of gradually increasing revenues, a slightly larger proportion of government expenditures for education and the stoppage of the leaks to extrabudgetary expenditures and patronnage payoffs that characterized fiscal behavior under the former administration. In the short run, this probably does not mean much relief for private rural schools, though with increased coordination between the public and private sectors should go increased opportunity for some private schools, at least, to benefit from donor-funded education programs administered by the Ministry of Education. (The Fourth World Bank and the IDB project constitute two examples.) In the medium and long term, however, -- and therefore within the time horizon of possible extensions of the IIBE project -- the question of government subsidies to private schools should become a live issue. The private sector presently carries out more than half of the public service functions of the Haitian primary education system, and it seems likely that any durable strategy of educational financing conceived within this context will need to deal with the allocation of tax revenues to the providers of this good and with the problem of double-taxation for those who attend private schools and in effect have little other choice.

The IIBE Project seems therefore to have started off on the right foot, but the problem of educational financing will require renewed attention and should occupy an important place in the agenda for evaluation, and research and development.

2.2. Financial Impact on Beneficiaries

The prime beneficiaries of the IIBE project are children from rural and low-income urban areas and their immediate families. Secondarily, the project will benefit private schools in these areas, and tertiarily it will affect private sector associations and the Ministry of Education. Financial impact on these three groups of beneficiaries will be considered sequentially.

2.2.1. Children and their families

Education has both consumption and investment benefits for those who participate. Both need to be taken into consideration in predicting the personal financial impact of the IIBE project.

2.2.1.1. Consumption benefits

In countries like Haiti where income is generally so low that a very large segment of the population is unable to meet most of its nutritional needs even after devoting a dominant share of its income for this purpose, households generally ascribe a high discount rate to the long-term benefit streams resulting from expenditure for education. This is not to say that they do not perceive considerable value in the education of their children, for they usually do. What it means is that short-term material consumption needs often take priority over education, obliging households to use human and financial resources to generate income to meet those needs rather than "waste" them on something like education, which cannot.

Schooling, as distinct from "education", may nevertheless provide households with tangible short-term benefits which make the sending of children to school relatively productive expenditures. Schools, first and foremost, are essentially day-care centers, and in Haiti

where labor force participation rates of men and women are high, and where such participation starts in adolescence, a school offering to take care of children for several hours each day can seem very attractive. Being able to dispose of young children from 4 to 9 years of age in pre-school or primary school programs can, for example, liberate the time of adults or adolescents for use in more productive endeavors than child care. This value of schooling is particularly important in situations where households have an oversupply of labor to conduct immediate household tasks like cooking, obtaining water, shopping or helping out in the fields, where income generation outside farming is most often of a self-employment nature in trade, small manufacturing, and provision of services.

If in sending a child to school a household can liberate enough of the time of someone else to earn more than the cost of schooling, the expenditure may appear worthwhile. So if tuition costs, say, $9.00 per year, a uniform $7.00, and a pair of acceptable shoes $4.00, -- and if the child's foregone earning power is negligeable -- then schooling is worthwhile as soon as the overall effect is to permit other household members to earn a total of more than $20.00 per year.

The day-care service provided by schools, unfortunately, does not provide a particularly strong incentive for most low-income households. In rural areas, according to the draft economic analysis section of the targetted Watershed Management Project Paper, total family income generated by 3 of 5 household members is about $820.00 per year on average, with approximately $500.00 of it in cash form. Each working member thus produces $165.00 per year in cash, and it would appear unlikely that sending a child to school could allow that member to increase earnings by another $20.00, or 12%. Since most rural households earn less than the average, the incentive is even smaller for them. On the other hand, with higher earnings, the incentive for low-income urban households may be greater.

A factor that can make a very substantial difference in parent's assessment of the benefits of schooling is the presence of a lunch program. At the planned ratio of about

950 calories and 45 grams of protein a day, each Title II meal may be worth about $0.13 per day in terms of what a family might have to pay at market prices to obtain the same nutrition with locally available minimum cost commodities like millet or corn and beans. Even if the parents have to pay a canteen fee of perhaps $4.00 per year, the $26.00 in gross value of food received brings the cost of schooling close to zero, and therefore allows the family to extract the day-care benefits at no cost, and perhaps to increase the nutritional intake of the child. Among families who do treat school as an educational expense, the availability of a lunch program also makes it somewhat easier for them to purchase some or all the books that a child might require. Depending on the grade and school, a complete set of books can cost from $8.00 to $25.00 per year.

However, even with access to lunch programs, there are two additional costs which keep families from expending as much as they might on schooling. One is the cost of transportation. Children walking to school for 2 hours in each direction will expend about 150 calories a day in travel, or 60 calories more than they would staying at home. This is an additional cost of $3.00 per year, small in absolute terms but nonetheless large relative to other costs of schooling. It is, for example, equivalent to a 33% increase in tuition. Use of commercial transportation, where available, can cost $75.00 per year and is therefore prohibitive for most families. Although many rural children are sent to stay with relatives who live close to schools, including relatives in urban areas, proximity to schools remain an important factor in explaining the relatively low school enrollment rates in rural areas. The limit of the catchment area for rural schools is a radius of no more than 15 km, and most rural households do not live within such areas.

The other expense is the opportunity cost of keeping a child in school. As a child grows older direct costs for tuition, books and uniforms increase, as does his or her income-producing potential. In general, the lower the level of family income, the higher the perceived opportunity cost of spending more on education and of not having the child participate in income-earning activities. It is not uncommon in rural areas for older children to get pulled

from classes temporarily in order to assist in farm and marketing-related functions. This often results in grade repetition and a subsequent decision by families that since the child is not making progress in school, it might as well drop out and permit the funds to be used for schooling another child, or for some other purpose. More common is the situation where day care and lunch program benefits no longer offset the opportunity cost of having a child do something to help the family's financial situation. In Port-du-Prince even such marginally remunerative activities as car washing, car watching, and begging can yield perhaps $0.10 per day, or $36.00 per year. For low-income families in the city earning $400.00 to $600 per year even such paltry addition to income may be important. In such families, keeping a child in school imposes a large opportunity cost, and this cost may be contributing in a significant way to high drop-out rates in primary schools.

In brief, the economic situation of low-income families in Haiti is such that education presents itself to them as a luxury which many or most cannot afford or, if they can afford it for one or two young children, as an expenditure which they cannot sustain for more than a few years. Moreover, along the way many of the families that can afford tuition and uniforms to put children in contact with teachers (and/or food) are unable to provide them with books (or perhaps unwilling if they treat schools as day care/feeding centers rather than as places to obtain the benefits of formal education). The result is that children who do attend school often learn less than they might if they had books and other basic materials to work with.

Increasing access to primary education, in this context, means lowering the direct cost of schooling, and improving quality of education means lowering the cost of books and other essential instructional supplies. Since lowering tuition may have negative consequences on quality, by weakening the ability of schools to recruit and retain qualified teachers or by increasing student-teacher ratios, school fees will generally have to remain inviolate. Indeed, efforts may have to be made to raise them. There are, however, a number of other possibilities for lowering costs. One is elimination of the requirement for school uniforms and/or shoes. These costs, which do not appear to

have much to contribute to learning constitute one-third to one-half of the direct costs of schooling to parents. They usually exceed tuition costs which largely go for teacher salaries, and exceed the costs of books from which students can learn. Although uniforms and shoes may have intrinsic socio-cultural value, in an economy like Haiti's they constitute totally unnecessary obstacles to education. If these expenditures cannot be waived, the project can nevertheless bring about their substantial lowering by assisting schools and school systems in arranging wholesale quantity purchases of materials for resale to parents.

Another possibility is to assist schools in establishing feeding programs. Although the amount of Title II commodities is fixed for the next few years, it contains a sizeable growth margin and, under section 416, the potential for flexibility in distribution mechanisms. Not all schools served by the project will be able to benefit from feeding programs, but as many as feasible should be assisted in doing so. While such action may not assist families far removed from schools, it can make schooling more affordable for low-income families nearby, and may help to lengthen the period of enrollment of their children. Also, for schools which do have feeding programs, consideration should be given to establishing pilot projects wherein children are provided with dry commodities to take home with them at the end of each day, particularly those in higher grades. The purpose of such an experiment would be to see whether the increase in food benefits can affect the rising opportunity costs of keeping children in school, and thus reduce the current high dropout rate.

Finally, the project could provide a major service by developing means to lower the production and distribution costs of books and other school supplies. The IDB has estimated that costs of complete sets of books could be lowered to about $5.00 per set. This is probably an underestimate, but it is certainly true that mass production and distribution can yield sets at less than $10.00. The project could help schools sell the books at cost (or slightly above cost as a means of increasing revenue), or at a subsidized price, or may even choose to provide them at no charge. Whatever the strategy adopted, most research tends to show that up to a ratio of two students per text, there

are few other methods as effective in improving educational quality as making books available to students.

In any case, it is evident that the consumption benefits of schooling for families in rural and economically depressed urban areas are a non-negligeable part of their financial impact, and that in this respect the IIBE has the potential of exercising an important influence. If, for the larger scale reasons relating to educational financing that were mentioned earlier, AID support serves mostly to replace or displace diminishing philanthropic resources, its consumption benefits are no less real and provide a means of leverage for improving school quality.

2.2.1.2. Investment benefits

The resources devoted to education also constitute an investment insofar as the training received enables the student to realize higher incomes later in life than he or she would have otherwise. The financial investment benefits of education are generally discussed by means of some form of rate of return analysis. Rates of return to Haitian primary education and their implications for the benefits of the IIBE project are more thoroughly examined in the annex on Economic Analysis (Annex F.3), but a few points from that discussion that bear on the returns to individuals will be summarized here:

(1) Accurate, or even approximately accurate private rates of return to Haitian primary education are nearly impossible to determine because of the virtually complete absence of reliable data on the revenues of primary school graduates and drop-outs. An attempt via a combination of available and simulated data was made in the Haiti EHR Sector Assessment and its results are at least indicative of the trends and orders of magnitude involved.

(2) The Sector Assessment calculations found private rates of return to primary education to vary noticeably according to the kind of education

undertaken and the costs involved. The highest private rates of return were recorded for students of well subsidized PVO schools in rural areas who subsequently migrated to the urban job market. (The problem of the possible out-migration consequences of the IIBE project is examined in Annex F.5, Social Soundness Analysis.) In general, though, rates for primary education were somewhat below what they are reported to be in other developing nations, particularly in Africa. The median rate for the cases analyzed in the Sector Assessment was 25% to graduates, but well under 20% to enrollees, when the chances of a child not completing primary education were taken into account. Continued high demand for education in the face of these returns is explained in part by the consumption benefits of education discussed in the previous section. At least two other factors are involved, however:

> Whatever the real job possibilities for graduates, the popular perception for the last number of years has been that education is the best available avenue -- and perhaps the only one -- to a better future, including the possibility of emigration (from the country as well as from rural areas).
>
> At the lowest end of the scale, sociological and anthropological evidence suggests that rates of return are not linear in their effect: that is, a small increment over absolute poverty -- or practically speaking, as the Sector Assessment pointed out, a slightly improved chance of avoiding the fate of the thousands of Haitians forced each year to cross the border and work as virtual slave labor in the sugar cane fields of the Dominican Republic -- can be worth a great deal more than its absolute arithmetic size would suggest. Going from the near zero rate of return that has characterized much of the

effort of the poor population in recent years, and from the attendent dangers, to a chance of a more survivable existence can be very motivating.

(3) The analysis in Annex F.4 also suggests that the effect of the IIBE project may in fact be to raise rates of returns for participating students and their families. Whatever decreases costs or increases efficiency in the face of the same employment prospects in effect raises the rate of return to school effort.

2.2.2. Financial impact on private schools

The schools directly participating in the IIBE project should be financially benefited in substantial measure, not only by the immediate resource grants, but also by their increased capacity to draw students and increased efficiency of school administration. The potential spread effects of the IIBE project are discussed more fully in Annex F.4. Here it should be noted that there will likely also be larger scale financial effects bearing on the private sector as a whole. The IIBE project will probably contribute to a weeding-out process, already underway, by which the smallest and least viable of the schools created in the last decade of large-scale philanthropic aid will disappear and the remaining schools -- plus new ones to be created as future sources of funding are identified -- grow and improve the quality of the services they offer. A process like this might normally happen to the detriment of the less favored strata of the population. The IIBE project should contribute usefully to maintaining a balance in the supply of improved educational services, since its efforts will be concentrated in otherwise disadvantaged regions of the country.

2.2.3. Financial impact on national education structures

2.2.3.1. Private sector school systems and associations

Both should benefit from increased coordination and elimination of redundancies and other inefficiencies in the

simultaneous and almost totally separate management of overlapping school systems. The IIBE Project should also put the new private education associations in a position to raise and administer grant funds for educational activities in the future, whether from Haitian or international sources.

2.2.3.2. Ministry of Education

Positive financial effects can be anticipated for the Government and for the Ministry of Education as well. Over and beyond the immediate benefits from those resources to be bestowed on the Ministry in the IIBE Project and the longer term effect of having an appreciable portion of the population served with improved educational supply at small cost to government budgets, the project will serve as a pilot experience for possible forms of coordination between public and private systems in the future.

3. COST ESTIMATES AND ANALYSIS

Cost estimates are derived separately for each component of the IIBE project, including USAID and grantee supervision functions and the margin to be left for inflation and contingencies. The last portion of the cost analysis summarizes the recurrent cost implications of the IIBE project.

3.1. Private School Support

3.1.1. Resources supplied to schools

The estimates of costs for the various resources to be provided to participating private schools are based on data gathered during the Education and Human Resource Sector Assessment plus information gathered from private sector

educators in the course of project design. Each of the inputs to be made available to schools is considered separately, then an example of two potential selections and sequencing of resource inputs for a school enrolling 200 students is presented. Whatever the set of resources chosen by each school, the actual cost must remain within the limits of $25 per enrolled student per year over the duration of project support.

(a) In-service teacher training

Assumptions: Participating teachers will undergo an initial two-month session during the summer preceding the commencement of project activities in their school and will receive yearly one-week refresher sessions over the following three years:

Costs per teacher:

Tuition for initial session	$ 200.00
Tuition for refreshner sessions (3)	$ 75.00
Per diems (70 days x $5 per day)	$ 350.00
Transportation costs	$ 100.00
Books, manuals and supplies	$ 50.00
TOTAL	$ 775.00

(b) In-service director training

Assumptions and costs: same

(c) Performance incentive grants for school directors and teachers

Assumptions: Flat rate grant paid in three installments.

Cost per participant: $750.00

(d) Textbooks

Assumptions: One full set of textbooks supplied for every enrolled student. Textbooks given to schools for rental or loan to students at nominal fee designed to ensure proper handling.

Costs per student: $8.00 on the average for all primary grades.

(e) School supplies

Assumptions: One set of school supplies per year per enrolled student (paper, pencils, erasers, rulers, ec.)

Costs per student: $5.00/yr

(f) School equipment and furniture

Assumptions: Equipment costs are calculated separately per classroom of 40 students and for the school director's office.

Costs per classroom

4-person student desks (10 x $50)	$500.00
Blackboard	50.00
Bulletin board	25.00
Teacher's desk	100.00
Teacher's chair	25.00
Wooden storage cabinet	100.00
TOTAL per classroom	$800.00

Costs for school director's office

Desk	$100.00
Chair	25.00
Bookshelves	100.00
File cabinet	300.00
Wooden storage cabinet	100.00
TOTAL for director's office	$625.00

(g) Instructional aids

Assumptions: One set of instructional aids per classroom for as many classrooms as the school wishes to equip in this fashion.

Costs per classroom:

Small library of illustrated books in Creole and/or simple French	$100.00
Subscriptions to Creole newspapers	20.00/yr
World globe	25.00
Maps and posters	25.00
Set of educational games	50.00
TOTAL	$220.00 plus $20.00/year

(h) Preprimary program

Assumptions: See Annex G.4 for description of different varieties of preprimary programs to be developed and the detail of their respective costs. Twenty programs of each type will be funded out of supplemental preprimary funds on an experimental basis. Other schools may elect to fund one of the three preprimary programs costed below out of their school support grant up to a limit of 60 additional schools.

Costs:

	Investment	Recurrent
Model A	$662.00	$88.00
Model B	2538.00	441.00
Model C	7724.00	1192.00

NB. Recurrent costs in this analysis cover depreciation on basic furnishings and equipment, but not on physical structures. They also do not take account of central administrative costs associated with CINEC. See Annex G.4 for further details.

(i) School feeding program

Assumptions: Costs are calculated for a school not having the necessary cooking and food storage facilities. It is assumed that the local community will provide cooking wood and supplemental condiments, and that each child will bring his/her spoon and dish, as is presently the case in most schools with feeding programs.

Costs:

Construction of cooking and food storage area (12 sq. meters x $100/sq m)	$1200.00
Purchase of kitchen utensils	$ 200.00
Salaries of cooks (2 x $30/m x 12 m)	720.00/yr
TOTAL for first year	$2120.00
plus recurrent costs of	720.00/yr

(j) School renovation and construction

Assumptions: Renovations up to a ceiling value of $3000 may be paid for out of each school's support grant. Construction of new classrooms will be paid for out of additional construction support monies in no more than 10% of schools where the need is particularly acute.

Costs: Up to $3000 for renovation. $3000 per classroom for additions or new construction (25 sq meters x $120/sq m).

(k) Investment fund for income-generating activities

Assumptions: Up to $2000 granted under the supervision of community development specialists working with IIBE project on condition that plans for the activity be submitted and a structured recipient group -- preferably the parent-teachers association of the school -- be identified.

Costs per school: Up to $3000

(1) Administrative overhead

Assumptions: School and sponsoring system entitled to a small percentage of grant monies to defray costs and effort involved in preparing applications and monitoring work.

Costs per school: 5% of the sum of the grant, of which . 3% for the subsystem office and 2% for the school administration.

3.1.2. Sample School Budgets

Tables 4 and 5 present two examples of allocation and expenditure of funds for a rural primary school with 200 students. Table 4 illustrates the fact that the school cannot afford to acquire all the resources made available by the project and must make a choice based on its own analysis of its needs and the cost-effectiveness of the inputs available. Table 5 represents one possible strategy for the school.

3.1.3. Other Costs of Private School Support Component

Other expenses to be incurred under the first component of the IIBE project concern principally the portion of the establishment and operation costs of the Technical Services Center that concern its direct school support functions and the support it gives to the Sectoral Service Centers in their school supervision and monitoring tasks.

3.1.3.1. Personnel

(a) Long-term technical assistance

Salaries: An average of $40,000 per person per year is used, assuming three persons in year one, four in year two, five in year three, and four in each of the subsequent three years.

TABLE 4: Cost of all offered inputs for a rural school enrolling 200 students

Type of input	YEAR I	YEAR II	YEAR III	YEAR IV	YEAR V	TOTAL (1986 dollars)
	$	$	$	$	$	$
Director training	580	65	65	65		580
Teacher training (5)	1650	1325	375	375	150	3875
Performance incentive grants		1040	1560	1560	720	4880
Textbooks	1600	400	400	400	400	3200
Student supplies	1000	1050	1100	1150	1200	5500
School equipt. (6 clsrm + dir)	3025	2400				5425
Instructional aids (6 clsrm)	1320	120	120	120	1320	3000
Preprimary program (Model B)*		2700	400	400	400	3900
Cantine scolaire	2120	720	720	720	720	5000
Building renovation	2000	1000				3000
Investment fund		2000				2000
Administrative overhead (5%)	665	641	237	240	246	2628
TOTAL (1986 dollars)	13950	13461	4977	5030	5156	42583
School enrollment	200	210	221	232	243	Average=221
Grant total at $25/student/yr	5000	5250	5513	5788	6078	27628

Table 5: Sample of feasible resource choice for rural school with initial enrollment of 200 students

Type of input	YEAR I	YEAR II	YEAR III	YEAR IV	YEAR V	TOTAL (1986 dollars)
	$	$	$	$	$	$
Director training	580	65	65	65		580
Teacher training (5)	1650	1325	375	375	150	3875
Performance incentive grants		1040	1560	1560	720	4880
Textbooks	1600	400	400	400	400	3200
School equipt. (6 clsrms)	2400	2400				4800
Instructional aids (2 clsrms)	440	20	20	20	440	940
Preprimary program (Model B)*		2700	400	400	400	3900
Cantine scolaire	1520	720	720	720	720	4400
Building renovation	1000					1000
Investment fund		2000				2000
Administrative overhead (5%)	460	392	157	157	122	1294
TOTAL (1986 dollars)	9650	8369	3297	3297	2552	27164
School enrollment	200	210	221	232	243	Average=221
Grant total at $25/student/yr	5000	5250	5513	5788	6078	27628

It is assumed that two of the posts, for a total of seven-person years, will be occupied by technical assistance personnel on expatriate contract with a total (burdened) cost of $80,000 per year. The remaining technical assistance posts (totaling 14 person-years) are assumed to be staffed by personnel on local personal services contracts without additional costs.

(b) Local-hire personnel

Six clerical, custodial and maintenance personnel will be required at the Technical Services Center for a total of 36 person-years. Their salaries, based on local scale for comparable work, are detailed in Table 4. The total cost comes to $145,100.

3.1.3.2. Commodities

(a) Office equipement

New office equipment needed for the Technical Services Center is estimated at $25,000 on the basis of the following illustrative equipment and furnishings list:

Desks and chairs (10 @ $500 each)	5000
Filing cabinets (10 @ $250 each)	2500
Bookcases, tables	2000
Lamps, wastebaskets, trays	1000
Typewriters (3 @ $1000)	3000
Standard photocopier	3000
Microcomputers (2 @ $2500 each)	5000
Computer software and supplies	2500
Computer printers (2 @ $500)	1000

(b) Vehicles

Four four-wheel drive vehicles will be provided for the private school support functions of the TSC, at an estimated cost of $15,000 each, two to be purchased in year one, a third in year two, and a replacement vehicle in year five.

3.1.3.3. Construction

Funds will be provided for the construction of new classrooms in up to 10% of all sponsored schools, or 30 prototypical schools with enrollments of 200 students. It is assumed that the average school in this category will require construction of three new classrooms (costed in section 1.1.9 above at $3000) plus a canteen-kitchen-food storage facility (12 sq. m. x $100/sq. m. = $1200) and students toilets (2 x 4 sq. m. x $80/sq. m. = $640), for a total average expense per school of $10,840. For budgeting purposes, the estimate is set at $10,000.

3.1.3.4. Operations

Office rent, utilities and supplies are estimated at $15,000 per year for the Technical Service Center and at $3000 for each of the regional branches of the TSC. Travel per diems for TSC personnel are estimated at an average of 30 days per person-year at $35 per day or $25,200 over the LOP. Driver per diems are estimated at 150 days per person-year times $10 per day or $15,000 for the LOP.

Transport costs for delivery of supplies and equipment to participating private schools by private transportation firms are estimated at an average of $100 per school for delivery of the initial equipment and $25 per year for material needed in subsequent years. This estimate is based on current private trucking rates for material totaling less than ten tons of approximately $0.20 per km-ton over gravel or paved roads and up to $0.50 per km-ton over poor country roads or by other means of transport. Assuming the average school lies 100 km by good road and 50 km by poor road from the capital or purchase center and that the initial delivery amounts to 2 tons of material and the subsequent ones to one-half ton, rates can be calculated. They come to $90 for

the initial delivery and $22.50 for yearly resupply. Adding 10% for handling and possible intermediate storage gives the $100 and $25 figures cited above. Applying these average rates to the numbers of schools participating per year outlined in Table 3 of the project paper, the following overall delivery costs per year can be estimated. In the second column, they are rounded up to allow a margin for error.

Project year one	$ 2500	$ 3000
Project year two	13125	15000
Project year three	18750	20000
Project year four	7500	8000
Project year five	7500	8000
Project year six	6875	7000
T O T A L	$ 56250	$ 61000

3.2. Research and Development

3.2.1. Personnel

3.2.1.1. Long-term technical assistance

One long-term technical assistant at full expatriate contract rate is budgeted for the Technical Services Center starting in project year 3 to work on media education and instructional systems development for the last four years of the LOP. Total costs are estimated at $80,000 per year.

3.2.1.2. Short-term technical assistance

Fifteen person-months of short term international technical assistance are budgeted at an average salary cost of $5000/month, plus $2250 per month of per diem. One round-trip air ticket for each month of consultancy is assumed to be necessary, at an average cost of $1000 per ticket, plus $500 per month of local travel expenses. The total cost per month of international consultants is thus calculated at an average of $8750.

Fifteen months of short term local consultancy are also budgeted at an average salary cost of $2000 per month and a per diem cost of $1500 per month and $200 per month of local travel expenses. The total cost per month of local consultants is thus calculated at an average of $3700.

Similar amounts of support are budgeted for project components III and IV (10 person-months for each type of consultant under component IV) and these sums appear together in Table 7 at the end of the budget in the section devoted to shared institutional expenditures.

3.2.1.3. Local-hire personnel

The CINEC office will employ three local-hire professional personnel for the duration of the project: one coordinator at $1500 per month, one assistant coordinator at $880 per month and one education specialist at $560 per month. The office will also employ two drivers at $350 per month, one secretary at $440 per month and two maintenance workers at $75 per month. All the above salaries include benefits and insurances.

Since the CINEC office operates both as a subunit of the TSC for research and development work in the area of preprimary education and as the preprimary division of the Ministry of Education, the Government will begin assuming the recurrent administrative costs of CINEC in project year 4, and the proportion of costs taken in charge by the Ministry's budget will increase progressively at the following rate: project year 4 - 25%; project year 5 - 50%; project year 6 - 75%; and 100% after the termination of the project.

In the regional branches of the TSC (Hinche and Les Cayes), two research assistants and two secretaries will be employed for a total annual salary bill at this level of $14,400.

3.2.2. Training

3.2.2.1. Short-term overseas training

Tuition, housing, allowances and travel costs are estimated to average $5000 per person-month of short-term overseas training. Eighteen person-months of overseas training will be provided at a total cost of $90,000. These appear on Table 4 in a separate part of the budget devoted to shared training expenses. Equivalent sums are budgeted for components IV and IIV of the project, yielding an overall total of $270,000.

3.2.2.2. In-service staff training

Staff of the SSCs, the IPN and the regional branches of the TSC will be funded to participate in short-term in-service training and workshops on topics of concern to the research and development interests of the project. The cost of in-service training, inclusive of per diem ($10/day), transportation costs and tuition is estimated at $500 per person-month. Sixty person-months of inservice training are planned for a total cost of $30,000. Similar amounts are budgeted for components III and IV of the project, yielding an overall total of $90,000.

3.2.3. Commodities

3.2.3.1. Office equipment

Basic office equipment for the R&D functions of the TSC is covered under the previous component (section 1.3.2.) Office equipment and furnishings for each of the regional branches of the TSC is estimated at $3000 to include two desks and chairs, bookshevles, filing cabinets and a manual typewriter.

3.2.3.2. Prototype materials production equipment

The following is an illustrative list of commodities to be purchased in order to equip the Technical Services Center to develop prototypes of new instructional aids for Haiti and test them in the field.

Audio/radio production

Audio production equipment (full track tape recorders type Revox B77, mixer, speakers, cassettee recording and duplicating equipment, etc.)	8000
Renovation costs for setting up acoustic laboratory	25000
Solar/battery-powered cassette players for field use	5000
Cassette tapes and other supplies	6000
Sub-total audio production	$44000

Video production

Videotape recording equipment	5000
Videotape monitors	1000
Supplies (tapes, cables, connectors)	2000
Sub-total video production	$ 8000

Computerized print production

Microcomputer and laserjet printer	5000
Software	1000
Photocopy machine for making paper offset plates	2000
Desktop offset printer	2000
Supplies for prototype production and field testing	10000
Sub-total for print production	$ 20000

TOTAL for R&D prototype production	$ 72000

3.2.3.2. Vehicles

One FWD vehicle will be purchased in year two for the research and development functions of the TSC. The regional branches of the TSC will each be provided with a motorcycle at an estimated cost of $1500 each, all necessary equipment included.

The CINEC office will require a truck for delivery of materials and assistance in repair and renovation of damaged CINEC centers in rural areas. The cost is estimated at $35,000.

3.2.4. Construction

The IIBE project will fund construction costs for 60 experimental CINEC centers to be established in connection with participating private schools according to the three-level strategy defined in Annex G.3. Construction and renovation costs amount to $1000/center for Model B and $3500/center for Model C. There are no construction costs involved in Model A. Full details of year-by-year costs for the CINEC private school program are furnished in Annex G.4.

3.2.5. Operations

3.2.5.1. TSC operating costs

Though the Technical Services Center (TSC) is considered to be 50% involved in R&D activities, estimates of most operating costs of the TSC have already been included under the previous component (section 1.3.3.) Vehicle operation and maintenance costs of $1500 per year for the FWD vehicle assigned to R&D functions are included under this heading, however, as are professional staff and driver per diems for field trips at $35 per person-day in the first case and $10 per person-day in the second. Number of person-days of field work are estimated at 30 the first year, 50 the second, and 80 for each subsequent year for a total cost of $18,000.

Office rent, utilities and supplies for the regional branches of the TSC are estimated at $3000 for each of the two centers. Vehicle operation and maintenance costs are budgeted at $400/year for each of the two branch offices (equipped with motorcycles)

3.2.5.2. CINEC operating costs

(a) CINEC experimental centers

The IIBE project will fund all operating expenses of 60 preprimary centers attached to participating private schools (20 of each type as described in Annex G.4) as a research and development activity designed to test the cost-effectiveness of different forms of preprimary programming. The experiment will begin in project year 2, but most investment costs are incurred in the year preceding the beginning of the program in each school, so expenditures will commence in project year 1. Project year 6 will be devoted to in-depth evaluation of the results of the experience. Based on the investment and recurrent expense figures presented in section 1.1.8. above (less the construction fees already budgeted under section 2.4 above), these costs will amount to $109,160 in project year 1, $128,360 in project year 2 and $50,320 a year for each of the succeeding four years.

The project will also provide operating funds for 121 existing public school CINEC centers divided into the same three groups. Recurrent costs for public CINEC centers are the same as for the private ones, less teacher salaries which are paid by the government: $88 for Model A, $463 for Model B and $1,501 for Model C. This amounts to $69,046 in project year 1, when only existing Model C centers are functioning, and $89,896 in each subsequent year. These costs will be assumed by the Ministry of Education at the same rate as CINEC salaries (see section 2.1.3.) Fuller analysis of CINEC expenditures may be found in Annex G.4.

(b) CINEC administrative operating costs

Vehicle maintenance and operating costs for CINEC's vehicle fleet amount to $13,500 a year. Travel per diem costs are $7,500 per year. Other administrative operating costs in the amount of $40,000 a year are covered by CARE, but an administrative recovery charge of 10.34% is levied by CARE on all outside-funded CINEC operations. In the case of the CINEC support budgeted into the IIBE project, this amounts to $720,560 x .1034, or $49,690, bringing CARE's net contribution to administrative expenses down to $190,310. AID's portion of CINEC's central administrative operating costs will be assumed by the government at the same rate as the salary costs outline above (section 2.1.3.)

3.2.5.3. Research and development studies

Operating costs for each of the four small-scale research and development studies to be conducted under joint TSC and IPN auspices budgeted at $25,000 for a total of $100,000.

3.3. Private Sector Organization

3.3.1. Personnel

3.3.1.1. Professional and support personnel

Inclusive salary costs for the personnel to be employed in the Sectoral Service Centers appear in detail on Table 7

3.3.1.2. Short-term technical assistance

Fifteen person-months of short-term international technical assistance and 15 person-months of local consultancy are budgeted for private sector education associations at the same rate as those prescribed above in section 3.2.1.2. The total cost is $186,750.

3.3.2. Training

3.3.2.1. Short-term overseas training

Eighteen person-months of overseas training are budgeted at an inclusive cost (see section 3.2.2.1 above) of $5000 and a total cost of $90,000.

3.3.2.2. In-service staff training

Sixty person-months of in-service staff training are budgeted at an inclusive cost (see section 3.2.2.2 above) of $500 per month and a total cost of $30,000. Both training sums appear under the training section of the budget in Table 4.

3.3.3. Commodities

3.3.3.1. Office equipment and furniture

New office equipment needed for each of the Sectoral Service Centers is estimated at $10,000 on the basis of the following illustrative furniture and equipment list:

Desks and chairs (5 @ $500 each)	2500
Filing cabinets (4 @ $250 each)	1000
Bookcases, tables	1000
Lamps, wastebaskets, trays	1000
Typewriters (1 @ $1000)	1000
Microcomputer	2500
Computer software and supplies	1000
TOTAL	$10000

3.3.3.2. Vehicles

One FWD vehicle will be purchased for each SSC in project year one at a cost of $15,000 each, and a replacement vehicle will be furnished in year 6. Each of the five regional monitors attached to each of the SSCs will be furnished with a motorcycle at an inclusive cost of $1500, and these will also be renewed in project year 6.

3.3.4. Operations

3.3.4.1. Administrative operating costs

Office rent and utilities for the SSCs is covered either by the TSC (which shares the same facility with the Protestant and Catholic centers) or by the Government (which will house the lay sector SSC in the Ministry of Education). Office supplies costs for each of the SSCs are estimated at $2000/year. Office rent, utitlites and supplies for each of the five regional monitoring offices is estimated at $3000 per year, one third of which is included under the budget of each of the SSCs. $1,000 a year is budgeted to meet costs of convening the Sectoral Education Council on a semi-annual basis.

3.3.4.2. Transportation

Delivery of resources to participating schools has already been costed under section 1.3.3 above. Travel per diems for SSC personnel are estimated at $25 per person-day of professional staff and $10/day per person-day for drivers for a total of 150 person-days per year or $5250 per year for each SSC. At the level of the regional monitoring offices, per diems are costed at $15 per person-day times 200 person-days per year per regional office, or $3000 per year per regional office, a third of which is included under the budget of each of the SSCs.

3.4. Public Sector Reinforcement

3.4.1. Personnel

3.4.1.1. Local-hire personnel

The personnel for the Private Education Office of the Ministry of Education (SEP) is detailed in the budget on Table 7 and differs only from that of the other SSCs in the omission of a curriculum and teacher training specialist.

At a regional level, the salaries of four additional district inspectors will be provided by the project and then gradually assumed by the budget of the Ministry of Education: 25% in project year 4, 50% in project year 5, 75% in project year 6 and the totality at the termination of the project. These salaries amount to $500/month.

3.4.1.2. Short-term technical assistance

Ten person-months of short-term international technical assistance are budgeted at an average cost (see section 2.1.2.) of $8750, along with ten person-months of local consultancy at an average cost of $3700.

3.4.2. Training

3.4.2.1. Short-term overseas training

Eighteen person-months of short term training will be provided, costed at $5000 per person-month, as in section 3.2.2.1.

3.4.2.2. In-service staff training

Sixty person-months of in-service staff training will be funded, to cover the needs both of training for the new district inspectors and the organization of seminars and workshops on the establishment of a new primary school examinations system and the introduction of joint evaluation procedures between the public and private sectors. The cost, as in section 3.2.2.2. is $500 per person-month, or a total of $30,000.

3.4.3. Commodities

3.4.3.1. Office equipment and furniture

Costs for office equipment are identical to those for the Catholic and Protestant SSCs detailed under section 3.3.1. above. To these is added the costs of equipping each of the four new district inspectors in the micro-zones in basic office equipment, estimated at $3000 for each of the two school districts involved.

3.4.3.2. Vehicles

Costs for vehicles are similar to those for the other two SSCs detailed under section 3.3.2. A motorcycle will be provided for each of the four new district inspectors at an inclusive cost of $1500 per unit, and renewal units in Project year 6.

3.4.4. Operations

3.4.4.1. Administrative operating expenses

These costs are identical to those budgeted for the two other SSCs (section 3.4.1), with the exception of an additional sum of $2000 per year per district inspection in the two micro-zones to meet the additional expenses occasioned by the enlarging of their staff.

3.4.4.2. Transportation

Travel per diems are the same as those detailed for the other two SSCs under section 3.4.2. In addition, per diems for the four new district inspectors will amount to $15 per person-day times 200 person-days per district per year, or $3000 per year per district and $15,000 in all.

All operating costs under this component of the project will be taken over by the Ministry of Education at the same rate defined in section 4.1.1.

3.5. USAID Supervision Costs

Personnel: The salaries of the USAID Project Monitor and of the Assistant Project Monitor will be paid out of IIBE project funds. They amount to $40,000 per year in the first case and $20,000 per year in the second, or $360,000 for the LOP.

3.6. Contractor/Grantee Supervision and Overhead

3.6.1. Supervision Costs

Back-up staffing at the home office of the grantee is estimated at one half of a full-time professional ($20,000), a secretary ($12,000), a half-time research assistant ($12,000) and a portion of a bookkeeper's time ($4,000). Supplies and miscellaneous expenses of $2000 a year are also budgeted for a yearly total of $50,000.

3.6.2. Overhead

An estimated overhead rate of 25% is used for the grantee's direct costs.

3.7. Inflation

Using project year one as the base year, a compounded inflation factor of 8% is applied to all costs. The current average inflation rate in Haiti for all goods and services is 8.4%.

3.8. Contingency

A contingency of 12.5% is shown on all cost items to allow for uncertainties and unexpected events that may occur during the life of the project as well as for inadvertent omissions and underestimates in the budget.

3.9. Recurrent Cost Implications

The IIBE project budget has recurrent cost implicatons at three levels: local/school level, Sectoral Service Centers and Ministry of Education. No recurrent costs are calculated for the Technical Services Center, because it is assumed either to cease to function at the end of the project or to be transformed into a joint public-private R&D center with renewed outside funding. The calculations are presented in Table 6. Low, medium and high estimates are computed in each category to give a sense of the possible range.

3.9.1. Recurrent costs for schools

As the analysis in Tables 4 and 5 of this annex illustrates, recurrent costs for schools are relatively limited because of the "investment" nature of much of the expenditure involved in the project. As an example, recurrent costs for the hypothetical school with an initial enrollment of 200 students can be listed and categorized by level of priority.

First priority	
Teacher salary increments equal to the effect of the incentive grant: 6 personnel x $280/yr	$1680/yr*
Second priority	
School cantine personnel salaries	720/yr
Third priority	
Textbook replacement	400/yr
Instructional aids depreciation	60/yr
Teacher/director refresher courses (6 x $75)	300/yr

---

* In the "high" estimate in Table 6 these salary increment costs ar raised to $2,500 per year.

Table 6: Recurrent cost estimates for the 11BE project

	LOW	MEDIUM	HIGH
Local Private Schools*			
- Teacher/director salary increments	$ 1,680	$ 1,680	$ 2,520
- School cantine personnel salaries		720	720
- Textbook replacement			400
- Instructional equipment depreciation			60
- Teacher/director refresher courses			300
T O T A L	$ 1,680	$ 2,400	$ 4,000
Private Sector Education Associations**			
- Professional staff	$19,200	$34,500	$34,500
- Support personnel	19,200	20,400	25,200
- Vehicle gas and maintenance	4,250	5,750	5,750
- Other administrative costs	14,700	22,800	26,200
- Vehicle depreciation	--	--	4,500
- CINEC Office expenses***	--	18,995	27,940
T O T A L	$ 57,350	$102,445	$124,090
Ministry of Education			
- Office of Private Education (SEP)	$ 44,450	$ 64,950	$ 76,150
- CINEC Office expenses***	37,990	55,880	111,760
- CINEC Public School Program	60,000	89,000	120,000
T O T A L	$142,440	$209,830	$307,910

NOTES

* Estimates based on the example of a school enrolling 200 pupils with 5 teachers and 1 director.

** Estimate per Private Sector Association.

*** Allocation of CINEC recurrent costs based on assumption that public and private sectors share costs and latter are divided between 2 SSCs.

Depreciation on school equipment and building is not taken into consideration here. The priority order roughly represents the value of the item in question to the instructional process or the school's financial status. Better qualified teachers are greatly needed in private primary schools, so a concerted effort needs to be made to keep those who have gotten some training and experience. The school cantine is, in effect, a revenue-producing program for the school, because parents realize quite clearly the consumption value of this for their children and are correspondingly more willing to contribute to the school's resource needs in other ways.

Recurrent costs for the typical school of 250 students (the size of the school in Table 2 at the end of the five year period) vary roughly between $1,500 and $4,000 per year according to the assumptions made. This amounts to between $6 and $16 per student, or between a 15% and a 30% increase in average current expenditures per student. With the combined effect of more efficient administration, slightly increased revenues from tuition and returns on a community income-generating activity, most schools will be able to meet these costs. They will in fact be required under the grant contract to assume 25% of expenditures in year 4 and 50% in year 5 in order to move gradually into this role.

3.9.2. Recurrent costs for Sectoral Service Centers

Recurrent costs for the each of the Sectoral Service Centers amount to approximately $100,000 in 1986 dollars, presuming that they continue at approximately the same level of operation as during the life of the project. This estimation is derived from the SSC budget for project year six, correcting for multi-year investments by appropriate depreciation and assuming a portion of the rental and utilities costs paid up to that point from the TSC budget. The estimate ranges from around $60,000 to around $125,000 according to the assumptions made. Two factors would make the lower estimate more plausible: (1) Staff may be trimmed back or consolidated between SSCs; (2) the establishment of this kind of functioning educational coordination center for

the private sector will make it a prime candidate for managing other forms of financial assistance to private education in Haiti.

Even if these two possibilities do not materialize, the SSCs will be able to generate a good part if not all of their recurrent expenditure needs from member educational systems thanks to the coordination, technical support and guidance services they will have rendered to their member organizations over the six-year life of the project. A staff member of the TSC will be working with each of the SSCs over this entire period to develop their self-funding capabilities and administrative competence.

3.9.3. Recurrent costs for Ministry of Education

Recurrent costs for the Ministry of Education come from various sources. The Office of Private Education will function as SSC for the lay subsector and will have ongoing budgetary needs slightly below those of the other SSCs, because of its smaller staff and its position within the Ministry. From an analysis of the budget on Table 7, they may be estimated to lie between $45,000 and $75,000. The other sources of recurrent expenditures are the CINEC office expenses (of which the Ministry will assume half) and the CINEC public school program in the field, whose costs will be entirely assumed by the government.

The total of all three items amounts to between $150,000 and $300,000 according to the assumptions, the most likely figure (in 1986 dollars) being around $200,000. The Ministry has accepted the gradated schedule of take-over of these costs outlined in earlier sections (25% - 50% - 75% - 100% starting in project year 4). In a context of a slowly growing education budget (see section 2.1.3.), they seem quite manageable as they represent considerably less than 1% of the Ministry's current operating budget.

3.9.4. Conclusions

Overall recurrent costs under the 11BE project appear manageable under reasonable assumptions about results. However, given the newness of the institutions being created in the private sector, there can be no absolute assurance at this point that the sectoral associations will be entirely self-financing by the end of Project Year 6.

TABLE 7

FULL LINE ITEM BUDGET FOR IIBE PROJECT

	Line Items	D YEAR 1	E YEAR 2	F YEAR 3	G YEAR 4	H YEAR 5	I YEAR 6	J TOTAL
5	SCHOOL SUPPORT PROGRAMS							
6								
7	PRIVATE SCHOOL RESOURCE GRANTS							
8								
9	Phase I (25 schools/25,000 students)	218,750	187,500	93,750	62,500	62,500		625,000
10								
11	Phase II (125 schools/125,000 students)		1,093,750	937,500	468,750	312,500	312,500	3,125,000
12								
13	Phase III (150 schools/30,000 students)			1,200,000	900,000	600,000	300,000	3,000,000
14								
15	Delivery Costs (all USAID)	3,000	15,000	20,000	8,000	8,000	7,000	61,000
16								
17	Total Private School Grants	221,750	1,296,250	2,251,250	1,439,250	983,000	619,500	6,811,000
18	- Total USAID Funding	221,750	1,296,250	1,332,750	902,000	255,500	150,750	4,159,000
19	-FX	0	0	0	0	0	0	0
20	-LC	221,750	1,296,250	1,332,750	902,000	255,500	150,750	4,159,000
21								
22	- TOTAL GOH	0	0	918,500	518,500	590,000	100,000	2,127,000
23	-TITLE III	0	0	918,500	518,500	590,000	100,000	2,127,000
24	-PUBLIC TREASURY	0	0	0	0	0	0	0
25								
26	- PRIVATE	0	0	0	18,750	137,500	368,750	525,000
27								
28								
29								
30								
31	SCHOOL CONSTRUCTION PROGRAM (max. 30 schools)		100,000	100,000	100,000			300,000
32								
33	- TOTAL USAID Funding	0	50,000	25,000	13,000	0	0	88,000
34	-FX	0	0	0	0	0	0	0
35	-LC	0	50,000	25,000	13,000	0	0	88,000
36								
37	- TOTAL GOH	0	0	25,000	37,000	0	0	62,000
38	-TITLE III	0	0	25,000	37,000	0	0	62,000
39	-PUBLIC TREASURY	0	0	0	0	0	0	0
40								
41	- PRIVATE	0	50,000	50,000	50,000	0	0	150,000
42								
43								
44	CINEC FIELD PROGRAM							
45								
46	- Experimental Private School Program	109,160	128,360	50,320	50,320	50,320	50,320	438,800
47	- Public School Program	69,046	89,896	89,896	89,896	89,896	89,896	518,526
48								
49	Sub-total CINEC Field Program	178,206	218,256	140,216	140,216	140,216	140,216	957,326
50	CARE cost recovery (10.34%)	18,427	22,568	14,498	14,498	14,498	14,498	98,988
51								
52	Total CINEC Field Program	196,633	240,824	154,714	154,714	154,714	154,714	1,056,314

TABLE 7
FULL LINE ITEM BUDGET FOR IIBE PROJECT

	Line Items	D YEAR 1	E YEAR 2	F YEAR 3	G YEAR 4	H YEAR 5	I YEAR 6	J TOTAL
53	- TOTAL USAID Funding	196,633	240,824	154,714	132,240	109,766	87,292	921,470
54	-FX	0	0	0	0	0	0	0
55	-LC	196,633	240,824	154,714	132,240	109,766	87,292	921,470
56								
57	- TOTAL GOH	0	0	0	22,474	44,948	67,422	134,844
58	-TITLE III	0	0	0	0	0	0	0
59	-PUBLIC TREASURY	0	0	0	22,474	44,948	67,422	134,844
60								
61								
62	T O T A L SCHOOL SUPPORT PROGRAM	418,383	1,637,074	2,505,964	1,693,964	1,137,714	774,214	8,167,314
63	- USAID Funding	418,383	1,587,074	1,512,464	1,047,240	365,266	238,042	5,168,470
64	-FX	0	0	0	0	0	0	0
65	-LC	418,383	1,587,074	1,512,464	1,047,240	365,266	238,042	5,168,470
66	- Local Community Funding	0	50,000	50,000	68,750	137,500	368,750	675,000
67	- Government Funding	0	0	943,500	577,974	634,948	167,422	2,323,844
68	-TIII	0	0	943,500	555,500	590,000	100,000	2,189,000
69	-PT	0	0	0	22,474	44,948	67,422	134,844
70								
71								
72								
73	INSTITUTIONAL REINFORCEMENT							
75	TECHNICAL SERVICES CENTER							
76	(Central Office)							
77	Director/Financial Management & Planning Special	80,000	80,000	80,000	0	0	0	240,000
78	Assistant Director/Lay Sector Coordinator			40,000	40,000	40,000	40,000	160,000
79	Ed Admin & Organizational Develop Spec	40,000	40,000	40,000	40,000			160,000
80	Education Evaluation and Research Specialist	40,000	40,000	40,000	40,000	40,000	40,000	240,000
81	ISD and Media Education Specialist			80,000	80,000	80,000	80,000	320,000
82	Dispatcher and Warehouse Supervisor	7,200	7,200	7,200	7,200	7,200	7,200	43,200
83	Accountant	7,200	7,200	7,200	7,200	7,200	7,200	43,200
84	Secretaries (2)	9,600	9,600	9,600	9,600	9,600	9,600	57,600
85	Driver/Messenger (2)	4,800	4,800	4,800	4,800	4,800	4,800	28,800
86	Concierge	1,200	1,200	1,200	1,200	1,200	1,200	7,200
87	Microcomputers (2)	5,000	2,500					7,500
88	Other Office Equipment	25,000	2,500	2,500	2,500	2,500	2,500	37,500
89	R&D Production Equipment				72,000			72,000
90	FWD Vehicles (4)	30,000	15,000			15,000		60,000
91	FWD Vehicle Fuel	3,000	4,500	4,500	4,500	4,500	4,500	25,500
92	Vehicle Maintenance & Ins.	3,000	4,500	4,500	4,500	4,500	4,500	25,500
93	Travel Per Diems	5,950	5,950	7,200	7,200	5,950	5,950	38,200
94	Office Rent	14,400	14,400	14,400	14,400	14,400	14,400	86,400
95	Warehouse Rent		6,000	6,000	6,000	6,000	6,000	30,000
96	Office Supplies	2,000	2,000	2,000	2,000	2,000	2,000	12,000
97	Office Utilities (Elec, Water, Phone)	12,000	12,000	12,000	12,000	12,000	12,000	72,000
98								
99	Sub-total central TSC	290,350	259,350	363,100	355,100	256,850	241,850	1,766,600
101	(2 Regional Branches)							

TABLE 7
FULL LINE ITEM BUDGET FOR IIBE PROJECT

	Line Items	D YEAR 1	E YEAR 2	F YEAR 3	G YEAR 4	H YEAR 5	I YEAR 6	J TOTAL
102	Regional Assistants (2)	9,600	9,600	9,600	9,600	9,600	9,600	57,600
103	Secretaries (2)	4,800	4,800	4,800	4,800	4,800	4,800	28,800
104	Office Equipment	6,000	600	600	600	600	600	9,000
105	Motorcycles (2)	3,000				3,000		6,000
106	Motorcycle Maintenance & Ins.	300	300	300	300	300	300	1,800
107	Motorcycle Fuel	700	700	700	700	700	700	4,200
108	Travel Per Diems	1,500	1,500	1,500	1,500	1,500	1,500	9,000
109	Office Rent, Supplies and Utilities	2,500	2,500	2,500	2,500	2,500	2,500	15,000
110								
111	Sub-total regional centers	28,400	20,000	20,000	20,000	23,000	20,000	131,400
112								
113	TECHNICAL SERVICES CENTER TOTAL (all USAID)	318,750	279,350	383,100	375,100	279,850	261,850	1,898,000
114	-FX	198,000	177,500	280,000	272,000	178,000	160,000	1,265,500
115	-LC	120,750	101,850	103,100	103,100	101,850	101,850	632,500
116								
117	C.I.N.E.C. OFFICE							
118	Coordinator	18,000	18,000	18,000	18,000	18,000	18,000	108,000
119	Assistant Coordinator	10,560	10,560	10,560	10,560	10,560	10,560	63,360
120	Education Specialist	6,720	6,720	6,720	6,720	6,720	6,720	40,320
121	Secretary	5,280	5,280	5,280	5,280	5,280	5,280	31,680
122	Drivers (2)	8,400	8,400	8,400	8,400	8,400	8,400	50,400
123	Manoeuvres (2)	1,800	1,800	1,800	1,800	1,800	1,800	10,800
124	FWD vehicles	35,000				15,000		50,000
125	Staff per diem ($15 x 500 person-days/yr)	7,500	7,500	7,500	7,500	7,500	7,500	45,000
126	Fuel and maintenance for vehicles	13,500	13,500	13,500	13,500	13,500	13,500	81,000
127	Operating costs paid by CARE	40,000	40,000	40,000	40,000	40,000	40,000	240,000
128								
129	CINEC Sub-Total	146,760	111,760	111,760	111,760	126,760	111,760	720,560
130	Overhead (CARE cost recovery = 10.34% of all							
131	items not funded by CARE)	11,039	7,420	7,420	7,420	8,971	7,420	49,690
132	CINEC TOTAL	157,799	119,180	119,180	119,180	135,731	119,180	770,250
133	- USAID Funding	117,799	79,180	79,180	59,385	56,141	19,795	411,480
134	-FX	38,619	0	0	0	16,551	0	55,170
135	-LC	79,180	79,180	79,180	59,385	39,590	19,795	356,310
136	- Donor (CARE) Funding	40,000	40,000	40,000	40,000	40,000	40,000	240,000
137	- Government Funding (PT)	0	0	0	19,795	39,590	59,385	118,770
138								
139	CATHOLIC SECTOR SERVICE CENTER							
140	Director	12,000	12,000	12,000	12,000	12,000	12,000	72,000
141	Curriculum and Teacher Training Specialist	9,000	9,000	9,000	9,000	9,000	9,000	54,000
142	Testing & Eval. Spec. (1/2 time: shared post)	4,500	4,500	4,500	4,500	4,500	4,500	27,000
143	Ed. Admin./Community Develp. Spec.	9,000	9,000	9,000	9,000	9,000	9,000	54,000
144	Accountant	6,000	6,000	6,000	6,000	6,000	6,000	36,000
145	Secretary/Admin. Assistant	4,800	4,800	4,800	4,800	4,800	4,800	28,800
146	Monitors (5)	7,200	18,000	18,000	18,000	18,000	18,000	97,200
147	Driver/Messenger	2,400	2,400	2,400	2,400	2,400	2,400	14,400
148	Office Equipment	17,500	1,000	1,000	1,000	1,000	1,000	22,500
149	FWD Vehicles	15,000					15,000	30,000
150	Motorcycles (5)	3,000	4,500				7,500	15,000

TABLE 7
FULL LINE ITEM BUDGET FOR IIBE PROJECT

	Line Items	D YEAR 1	E YEAR 2	F YEAR 3	G YEAR 4	H YEAR 5	I YEAR 6	J TOTAL
151	Vehicle Maintenance & Ins.	1,500	1,500	1,500	1,500	1,500	1,500	9,000
152	Vehicle Fuel	1,500	1,500	1,500	1,500	1,500	1,500	9,000
153	Motorcycle Maintenance & Ins.	300	750	750	750	750	750	4,050
154	Motorcycle Fuel	800	2,000	2,000	2,000	2,000	2,000	10,800
155	Travel Per Diems	5,700	8,400	8,400	8,400	8,400	8,400	47,700
156	Office Rent (regional monitors)	3,000	3,000	3,000	3,000	3,000	3,000	18,000
157	Office Supplies & Utilities	2,000	2,000	2,000	2,000	2,000	2,000	12,000
158	Meetings of Sectoral Education Council	1,000	1,000	1,000	1,000	1,000	1,000	6,000
159								
160	CATHOLIC SECTOR SERVICES CENTER TOTAL	106,200	91,350	86,850	86,850	86,850	109,350	567,450
161	- USAID Funding.	106,200	91,350	86,850	69,480	52,110	57,240	463,230
162	-FX	18,000	4,500	0	0	0	22,500	45,000
163	-LC	88,200	86,850	86,850	69,480	52,110	34,740	418,230
164	- PVO (Recipient) Funding	0	0	0	17,370	34,740	52,110	104,220
165								
166								
167	PROTESTANT SECTOR SERVICE CENTER (idem)	106,200	91,350	86,850	86,850	86,850	109,350	567,450
168	- USAID Funding	106,200	91,350	86,850	69,480	52,110	57,240	463,230
169	-FX	18,000	4,500	0	0	0	22,500	45,000
170	-LC	88,200	86,850	86,850	69,480	52,110	34,740	418,230
171	- PVO (Recipient) Funding	0	0	0	17,370	34,740	52,110	104,220
	LAY SECTOR SERVICE CENT = SERV.ENS. PRIV./DEN							
174	Director	7,200	7,200	7,200	7,200	7,200	7,200	43,200
175	Testing and Evaluation Specialist	6,000	6,000	6,000	6,000	6,000	6,000	36,000
176	Ed. Admin./Community Development Spec.	6,000	6,000	6,000	6,000	6,000	6,000	36,000
177	Accountant	4,800	4,800	4,800	4,800	4,800	4,800	28,800
178	Secretary	4,800	4,800	4,800	4,800	4,800	4,800	28,800
179	District Inspectors (4)		19,200	19,200	19,200	19,200	19,200	96,000
180	Driver/Messenger	2,400	2,400	2,400	2,400	2,400	2,400	14,400
181	Office Equipment	12,500	1,000	1,000	1,000	1,000	1,000	17,500
182	FWD Vehicle	15,000					15,000	30,000
183	Motorcycles (4)		6,000				6,000	12,000
184	Vehicle Maintenance and Insurance	1,500	1,500	1,500	1,500	1,500	1,500	9,000
185	Vehicle Fuel	1,500	2,850	2,850	2,850	2,850	2,850	15,750
186	Motorcycle Maintenance and Insurance		600	600	600	600	600	3,000
187	Motorcycle Fuel		1,600	1,600	1,600	1,600	1,600	8,000
188	Travel Per Diems	3,000	5,000	5,000	5,000	5,000	5,000	28,000
189	Office Supplies	1,000	1,000	1,000	1,000	1,000	1,000	6,000
190	Meetings of Sectoral Education Council		1,000	1,000	1,000	1,000	1,000	5,000
191								
192	LAY SSC/SERV. D'ENS. PRIVE TOTAL	65,700	70,950	64,950	64,950	64,950	85,950	417,450
193	- USAID Funding	65,700	70,950	64,950	48,713	32,475	37,238	320,025
194	-FX	15,000	6,000	0	0	0	21,000	42,000
195	-LC	50,700	64,950	64,950	48,713	32,475	16,238	278,025
196	- Government Funding (PUBLIC TREASURY)	0	0	0	16,238	32,475	48,713	97,425
197								
199	SHARED INSTITUTIONAL EXPENDITURES: TRAINING,							

TABLE 7
FULL LINE ITEM BUDGET FOR IIBE PROJECT

	Line Items	D YEAR 1	E YEAR 2	F YEAR 3	G YEAR 4	H YEAR 5	I YEAR 6	J TOTAL
200	CONSULTANCIES, STUDIES							
201								
202	Short-term Training Overseas							
203	54 person-months of STT/O	45,000	45,000	45,000	45,000	45,000	45,000	270,000
204								
205	Short-term Training In-country							
206	180 person-months of STST	15,000	15,000	15,000	15,000	15,000	15,000	90,000
207								
208	Short-term Technical Assistance							
209	40 months of international STTA	35,000	70,000	78,750	87,500	61,250	17,500	350,000
210	40 months of local STTA	22,200	40,700	40,700	33,300	11,100	0	148,000
211								
212	Four collaborative R&D studies		50,000	50,000	50,000	50,000		200,000
213								
214	SHARED EXPENDITURES TOTAL	117,200	220,700	229,450	230,800	182,350	77,500	1,058,000
215	USAID							
216	-FX	80,000	140,000	148,750	157,500	131,250	62,500	720,000
217	-LC	37,200	80,700	40,700	33,300	11,100		203,000
218	GOH (TITLE III)	0	0	40,000	40,000	40,000	15,000	135,000
219								
220								
221								
222	T O T A L INSTITUTIONAL EXPENDITURES	871,849	872,880	970,380	963,730	836,591	763,180	5,278,600
223	- USAID Funding	831,849	832,880	890,380	812,958	615,036	495,863	4,478,965
224	-FX	367,619	332,500	428,750	429,500	325,801	288,500	2,172,670
225	-LC	464,230	500,380	461,630	383,458	289,235	207,363	2,306,295
226	- PVO Funding	40,000	40,000	40,000	74,740	109,480	144,220	448,440
227	- Government Funding	0	0	40,000	76,032	112,065	123,097	351,195
228	-TIII	0	0	40,000	40,000	40,000	15,000	135,000
229	-PT	0	0	0	36,032	72,065	108,097	216,195
230								
231								
232								
233	PROJECT SUPERVISION AND MONITORING							
234								
235	U.S.A.I.D. MONITORING OFFICE							
236	Project Monitor	40,000	40,000	40,000	40,000	40,000	40,000	240,000
237	Assistant Project Monitor	20,000	20,000	20,000	20,000	20,000	20,000	120,000
238								
239	USAID Monitoring Office Total (FX)	60,000	60,000	60,000	60,000	60,000	60,000	360,000
240								
241	CONTRACTOR/GRANTEE OPERATIONS							
242	Supervision Costs (home office)							
243	- Professional back-up staff	20,000	20,000	20,000	20,000	20,000	20,000	120,000
244	- Secretarial services	12,000	12,000	12,000	12,000	12,000	12,000	72,000
245	- Research assistant	12,000	12,000	12,000	12,000	12,000	12,000	72,000
246	- Bookeeper's time	4,000	4,000	4,000	4,000	4,000	4,000	24,000
	- Supples and miscellaneous	2,000	2,000	2,000	2,000	2,000	2,000	12,000

TABLE 7

FULL LINE ITEM BUDGET FOR IIBE PROJECT

	Line Items	D YEAR 1	E YEAR 2	F YEAR 3	G YEAR 4	H YEAR 5	I YEAR 6	J TOTAL
249	Sub-total Supervision Costs (FX)	50,000	50,000	50,000	50,000	50,000	50,000	300,000
250								
251	Overhead (25% on tech. assistance, supervision							
252	costs & commodities purchased by contractor)	117,738	121,263	149,388	147,725	111,800	93,588	741,500
253								
254	Contractor/Grantee Total (FX)	167,738	171,263	199,388	197,725	161,800	143,588	1,041,500
255								
256	EXTERNAL MONITORING AND EVALUATION							
257	External evaluation	0	0	50,000	0	0	50,000	100,000
258	External audit	0	0	0	50,000	0	0	50,000
259								
260	External Monitoring and Evaluation Total (FX)	0	0	50,000	50,000	0	50,000	150,000
261								
262	T O T A L PROJECT SUPERVISION & MONITORING (USAID-FX)	227,738	231,263	309,388	307,725	221,800	253,588	1,551,500
263								
264								
265								
266	GENERAL SUB-TOTAL	1,517,970	2,741,216	3,785,732	2,965,419	2,196,095	1,790,982	14,997,414
267	- USAID Project Funding	1,477,970	2,651,216	3,712,232	2,167,923	1,202,102	987,492	11,198,935
268	-FX	595,357	563,763	738,138	737,225	547,601	542,088	3,724,172
269	-LC	882,613	2,087,453	1,974,094	1,430,698	654,501	445,404	7,474,763
270	- Local Community Funding	0	50,000	50,000	68,750	137,500	368,750	675,000
271	- PVO Funding	40,000	40,000	40,000	74,740	109,480	144,220	448,440
272	- Government Funding	0	0	983,500	654,006	747,013	290,520	2,675,039
273	-IIII	0	0	983,500	595,500	630,000	115,000	2,324,000
274	-PT	0	0	0	58,506	117,013	175,520	351,039
275								
276	INFLATION (8% per year compounded)	0	219,297	629,945	770,155	791,667	840,558	3,251,623
277	- USAID Project Funding	0	212,097	451,315	563,036	433,344	463,458	2,123,250
278	- Local Community Funding	0	4,000	8,320	17,855	49,567	173,065	252,807
279	- PVO Funding	0	3,200	6,656	19,411	39,466	67,686	136,420
280	- Government Funding	0	0	163,654	169,853	269,290	136,349	739,146
281								
282	CONTINGENCY (12.59% of Sub-total plus Inflation)	191,175	372,847	556,066	470,422	376,227	331,368	2,298,105
283	- USAID Project Funding	186,139	360,610	398,423	343,941	205,970	182,732	1,677,815
284	- Local Community Funding	0	6,798	7,342	10,904	22,936	68,214	116,194
285	- PVO Funding	5,036	5,439	5,874	11,853	19,368	26,679	74,249
286	- Government Funding	0	0	144,427	103,724	127,953	53,743	429,847
287								
288	G E N E R A L T O T A L	1,709,145	3,333,360	4,971,741	4,205,996	3,363,990	2,962,908	20,547,142
289	- USAID Project Funding	1,664,109	3,223,923	3,561,970	3,074,900	1,841,416	1,633,682	15,000,000
290	- Local Community Funding	0	60,798	65,662	97,509	210,619	610,029	1,044,617
291	- PVO Funding	45,036	48,639	52,530	106,004	167,699	238,585	658,493
292	- Government Funding	0	0	1,291,581	927,583	1,144,256	480,612	3,844,032
293								
294								
295	==========							

TABLE 8
PROJECT INPUTS AGAINST OUTPUTS

INPUTS BY SOURCE	Component I: School Support	Component II: Research & Development	Component III: Private Sector Organisation	Component IV: Public Sector Support	General TOTAL	Pct.
U.S.A.I.D.						
Resources for Schools	4,684,297	484,172	0	0	5,168,469	
Technical Assistance	566,300	566,299	242,701	242,699	1,617,999	
Professional Staff	90,000	177,588	331,200	295,188	893,976	
Support Personnel	0	124,831	277,920	38,431	441,182	
Training	0	100,000	100,000	100,000	300,000	
Commodities	52,500	167,085	132,600	85,585	437,770	
Operations	144,800	351,936	184,740	106,561	788,037	
Supervision Costs	543,026	543,026	232,725	232,725	1,551,502	
Sub-Total	6,080,923	2,514,937	1,501,886	1,101,189	11,198,935	55
Government of Haiti						
Resources for Schools	2,323,844	0	0	0	2,323,844	
Professional Staff	0	29,196	0	104,796	133,992	
Support Personnel	0	12,810	0	12,810	25,620	
Training	0	20,000	20,000	20,000	60,000	
Commodities	0	0	0	1,500	1,500	
Operating Costs	0	92,379	0	37,704	130,083	
Sub-Total	2,323,844	154,385	20,000	176,810	2,675,039	13
PVO/Community						
Resources for Schools	675,000	0	0	0	675,000	
Professional Staff	0	0	82,800	0	82,800	
Support Personnel	0	0	74,880	0	74,880	
Commodities	0	0	2,400	0	2,400	
Operating Costs	0	120,000	48,360	120,000	288,360	
Sub-Total	675,000	120,000	208,440	120,000	1,123,440	5
TOTAL	9,079,767	2,789,322	1,730,326	1,397,999	14,997,414	
INFLATION	1,968,605	604,759	375,156	303,103	3,251,623	16
CONTINGENCY	1,391,324	427,417	265,144	214,220	2,298,105	11
GRAND TOTAL	12,439,696	3,821,498	2,370,626	1,915,322	20,547,142	100
Percentage	61	19	12	9	100	

ECONOMIC ANALYSIS

1. INTRODUCTION

The purpose of the economic analysis of the IIBE project is to determine whether or not the project represents a worthwhile investment of scarce economic resources for Haiti. While comparison of the social benefits and costs of the project is a critical consideration in the design process, an educational intervention like IIBE does not lend itself to simple application of traditional tools of economic analysis for a host of reasons. The two most important of these are that (1) the data necessary to calculate the magnitude of the monetary benefits of the project (particularly information on likely employment itineraries and income streams of primary school graduates) are not readily available in Haiti; and (2) a number of the most important benefits of the project are difficult to measure in monetary terms.

It is therefore critical to take a somewhat broader approach to economic analysis in order to compensate for these deficiencies without losing the insight that the economic perspective offers for project design. In traditional economic analysis, the comparison of the monetized social costs and social benefits of a project provide an indicator of its worth as a potential investment. In the field of education, benefits and costs are highly varied in nature and not easily compressible to the same metric. The attempt to force them all into monetary terms and to compare them via a single index or mathematical procedure can do more harm than good if it causes the analyst to lose sight of some of the dimensions of social and economic viability that do not lend themselves to this kind of summary.

The procedure to be followed in this section involves approaching the question of comparative benefits and costs from several angles. First the project investment will be examined from a least-cost and cost-effectiveness perspective. Then the question of benefits will be

broached: forseeable monetary returns, labor market effects and non-monetary benefits. Finally, costs and benefits will be compared and conclusions drawn.

2. SOCIAL COST-EFFECTIVENESS

Given the difficulty of quantifying monetary returns to education projects, one alternate approach is to assume that education is a needed public service and to compare the cost at which that service would be provided under project methodology with the costs incurred under present arrangements or associated with alternate approaches. If the service is considered as a fixed desideratum, then one simply looks for the least cost method of providing it. If the desired educational outputs are considered as variable in quantity and type, then one looks for the most "cost-effective" solution -- that is, the one that ensures the highest ratio of outputs to inputs.

Least-cost analysis of IIBE project methodology has already been discussed in the technical analysis (Annex F.1). The aspects of the project that suggest it is in fact a least-cost solution to the problem of quality improvement in private primary education are the following:

- A project design based on the careful analysis of the education and human resources sector in Haiti contained in the EHR Sector Assessment and on extensive consultations with Haitian educators from the private sector.

- Full utilization of existing resources and infrastructure in the private sector and recruitment of qualified Haitian personnel to fill technical assistance positions wherever feasible.

- Joint emphasis on instructional improvement and increased administrative and financial efficiency at the school level.

An adapted R&D approach aimed at identifying low-cost learning strategies most appropriate to Haitian conditions and beginning with evaluation and dissemination of the best innovations already devised in-country.

- Improved coordination of public sector and private sector infrastructures.

- Performance-based allocation of resources.

Alternative strategies considered during the project design process included development of a major new educational technology for Haitian primary education, direct administration of school support by a USAID-staffed institute, and complete devolution of funding and intervention responsibilities to existing private education systems ("block grant approach"). The first involved major front-end investment costs for expatriate technical assistance and materiel with no assurance that the methods to be introduced would be superior to the best of those already experimented in existing private primary schools or that they could be disseminated on a large enough scale to amortize initial expenditures. The second alternative strategy likewise supposed heavy investments of outside personnel and raised questions of the assumability of costs and infrastructures. The third promised lower recurrent expenses but posed medium-range problems of effectiveness, instructional impact and institutional viability. Could a few large private education systems like those of the Methodists, Baptists and Salesian Fathers reach a representative and equitable sample of all private primary schools and carry out the R&D necessary to develop new cost-effective instructional inputs or disseminate the best of those already in use? their dissemination throughout the private sector?

None of these alternative appears, therefore, to offer as low-cost a solution to the problem of genuine educational improvement in the private sector.

By cost-effectiveness criteria, the proposed project design also has much to recommend it. Increased internal efficiency is in fact one of the principal foci of the IIBE project. This is the economic meaning of the two central project objectives, improving instructional quality and enhancing administrative efficiency: in short, finding methods for obtaining more valued results for any given amount of resources expended.

Ideally, cost effectiveness is measured in terms of units of output per unit of input. The desired outputs of primary schooling are a vector of learning and socialization outcomes: cognitive, affective and psychomotor skills and attributes that students acquire. Unfortunately, there are almost no reliable direct quantitative indicators of learning outcomes in Haitian primary schools. Therefore, though the costs of primary schooling may be and have been estimated (EHR Sector Assessment, Chapter 2), it is not presently possible to devise true cost-effectiveness ratios.

The most available indirect indicators of the internal efficiency of Haitian primary schooling involve drop-out and repetition rates and the number of student-years of investment required to produce a primary school graduate in different branches of the system. Data assembled in the Haiti EHR Sector Assessment yielded the following estimates for student years per graduate in the principal subdivisions of the Haitian educational system. Because of he lack of disaggregated information on attrition and repeti on rates by type location of school, these figu.es are approximations, but they give a sense of the magnitude and relative prevalence of internal inefficiencies in the type of schools in question.

	Rural	Urban	Overall
Public	13	12	12.5
Private	15	10	12.5
Overall	14	11	12.5

Table 1: Estimates of Student-Years per Graduate in Haitian Primary Schools, 1981-1982 (Source: Haiti EHR Sector Assessment)

The relatively low index for private primary schools in urban areas is a result of the fact that this category includes some of the country's best quality schools, generally private institutions located in prosperous urban neighborhoods.

These figures provide a basis for measuring the current cost-effectiveness of different forms of Haitian primary education. Multiplying the number of student years per graduate for a given type of primary education by the unit costs (full social costs per year per student, inclusive of foregone earnings) of that form of schooling, one obtains an estimate of "cycle costs" -- that is, what it currently costs to train one primary school graduate in that branch of the educational system. Indicative results for private primary education, based on data assembled in the sector assessment, are presented in Table 2. Disaggregated information on the costs of private primary education are available, but no such breakdown is presently possible for student flows. Variations in student years per graduate have thus been estimated and interpolated from available partial data.

Table 2 also illustrates the potential improvements in cost-effectiveness obtainable through the IIBE project. The recurrent cost schedule presented in section 3.9 of the Financial and Cost Analysis (Annex F.3) can be used to

Table 3: Potential Rate of Return Effects of I.I.B.E. Project

	CURRENT COSTS				CURRENT BENEFITS		CURRENT RATES		PROJECTED COSTS				PROJECTED RATES	
	Annual Social Costs	Average Years to Graduate (*)	Student Years per Graduate	Compound Value Csts (**)	Lifetime Annual Rural Mkt	Average Income Urban Mkt	Social of Rur Mkt	Rate Return Urb Mkt	Annual Social Costs	Average Years to Graduate (*)	Student Years per Graduate	Compound Value Csts (**)	Social of Rur Mkt	Rate Return Urb Mkt
(No schooling)					$300	$400								
Rural public primary	$143	7.1	13.0	$2,642	$500	$540	8%	9%	—					
Rural propriet primary	$76	7.7	16.0	$1,593	$500	$640	13%	15%	$96	6.5	9.3	$1,115	18%	22%
Rural PVO primary	$147	6.7	11.0	$1,959	$500	$540	10%	12%	$167	6.2	7.7	$1,683	12%	14%
Urban public primary	$183	6.9	12.0	$2,583	$500	$640	—	9%	—					
Urb propr prim (low qual)	$162	7.3	14.0	$3,135	$500	$640	—	6%	$182	6.4	8.7	$2,008	—	12%
Urban PVO primary	$240	6.9	12.0	$3,387	$500	$640	—	7%	$260	6.3	8.0	$2,679	—	9%

NOTES:

* Average years per graduate is average number of years that it takes those students who do complete primary school to get through six grades.

** Costs in rate of return calculations are compounded forward to the moment of graduation. To do this, total cycle costs are distributed over number of years required for average graduate to complete six grades.

estimate the increase in private primary school unit costs for participating schools. Median recurrent costs for a school enrolling 200 students are estimated at approximately $2500, or $12.50 per pupil. To this must be added the recurrent costs of the Sectoral Service Centers, totaling $205,000 prorated across 60,000 primary school students (300 schools x 200 students), or approximately $3.50 per student. Recurrent costs of the Private Education Office in the Ministry of Education are not included, both because they benefit the entire educational system and not simply the students of schools participating in IIBE and to correct for overcharging for the recurrent expenses of the SSCs, which likewise benefit a broader range of students. Total additional recurrent costs amount, therefore, to approximately $16 per student-year, rounded upward to $20 in Table 2. From the figures in Table 2, it is evident that this represents an increase of between 8% and 25% in the social unit costs of private primary education. To the extent that the IIBE project enables schools to improve efficiency and reduce student years per graduate by larger differentials than this, the potential savings are therefore considerable, independent of consideration of the quality and quantity of learning outcomes embodied in a graduate. As Table 2 demonstrates, savings of 15% to 25%in costs per graduate can be anticipated from this source alone.

Available evidence in fact suggests that cost-effectiveness will improve in both ways -- i.e., via reducation in unit costs and via improvements in learning outcomes. Information from primary schools sponsored by Protestant and Catholic missions gathered during the Haiti EHR Sector Assessment indicates that simply ensuring reliable supply of key instructional inputs has had dramatic effects on drop-out and repetition rates, reducing them 70% or better within five years' time in many cases. The assumption of a two-thirds improvement in student-years per graduate is incorporated in Table 2 to estimate improvements in cost-effectiveness that can be realized in this manner. At the same time, improvements in the quality of learning outcomes will have an additional and very important impact on cost-effectiveness not captured by the cycle cost calculations. The operative question at this point is what a primary school "graduate" represents. Secondary school directors interviewed during the sector assessment process

indicated a significant drop in the already-low average competence of primary school graduates in recent years. The IIBE project is designed to improve instructional results within participating private schools, and outside support is linked to demonstrable progress in performance. On the average, graduates of participating schools will have acquired a significantly higher level of cognitive, affective and psychomotor training than those in traditional institutions, and this would have the effect of further weighting true cost-effectiveness ratios (that is, those expressed in terms of costs per unit of learning output) in favor of the project. In short, the ratio of learning outcomes to cost should improve even more markedly than suggested by the cycle cost indicators in Table 2.

3. SOCIAL BENEFIT-COST COMPARISONS

An educational program may be cost-effective in the sense that it manifests a relatively high ratio of outputs to inputs, or of learning outcomes to resource costs. Its social worth, however, cannot be fully judged without examining the value of its outputs for society at large and making some comparison between the investments it entails and the social benefits it procures. In standard benefit-cost analysis, this operation is carried out by estimating the streams of additional income generated by the investment, comparing their discounted value to the discounted magnitude of the costs involved, and calculating an internal rate of return that can be compared to the return to alternate forms of investment or to alternate programs. Such a procedure is difficult to apply in the case of educational programs in developing countries for the reasons stated earlier. The question of the value of the project's learning outputs and of critical analysis of social costs and benefits is nonetheless a critical one and will be examined hereafter under three headings: monetary returns and benefit-cost calculations; labor market demand and use of human capital; and the magnitude of non-monetary benefits.

3.1. Monetary Returns and Benefit-Cost Calculations

Indicative social rates of return for Haitian primary education were calculated in the Haiti EHR Sector Assessment. Given the lack of data on income and employment by level of education, these calculations required numerous assumptions and the simulation of employment itineraries and income streams. Moreover, the disparity in costs and cost incidence among different types of primary education made it necessary to derive a matrix of rates of return, rather than a single figure, for primary education. One striking fact that emerged from the analysis, however, was the comparatively low social rates of return to all forms of primary education. According to the hypotheses adopted and the type of primary schooling considered, these rates varied from 6% to 15%.

The principal reason for the low monetary rate of return to primary education is the lack of employment opportunities for primary school graduates. A secondary reason is the internal inefficiency of most primary education, which, as we have seen above, raises perceptibly the social costs involved in producing each graduate. It is likely that the indicators calculated in the sector assessment do not fully capture the monetary returns to primary education, because most employment of primary school graduates is in the informal sector of the economy where income increments are very difficult to determine and were not represented in the simulations. Evidence from other developing countries suggests that primary schooling is an important contributing factor to agricultural productivity, though the size of the contribution is dependent on concomitant factors of agricultural input supply that pose severe problems in Haiti. It is, in any case, unlikely that correction for this bias would change estimates of the social rate of return to primary education by an order of magnitude.

Though these estimates of the social rate of return to primary education by themselves do not provide much justification for massive investment in the kinds of schooling presently available, two aspects of the IIBE project suggest that it will have the effect of raising rates of return to the training offered in participating

schools. First, better quality results will mean both higher success rates for those who continue on to secondary school and some degree of increased income-earning potential for those who do not. These effects would be registered on the benefits side of the rate of return calculation. Second, reduced cycle costs bring down the investment requirements per student and have an impact on the rate of return calculation from the debit side. The possible magnitude of these latter effects is illustrated in Table 3. When the reduction in cycle costs that can be anticipated under IIBEis factored in, rates of return increase by asmuch as one half, falling for the most part in the 12% to 20% range. If parallel improvements in employment rates and income were taken into account, the increase in rates would be more pronounced.

By further extensive simulation, an overall benefit-cost calculation for the IIBE project could be performed; but it would repose on an even greater number of assumptions than the rate of return estimates just cited and provide little additional insight into the social worth of the project. Instead, the discussion will address two other issues of direct relevance to economic analysis: employment patterns and the magnitude of non-monetary benefits.

3.2. Labor market demand and use of human capital

The key factor in the current low monetary returns to primary education improvement is the lack of employment opportunities for people with this level of training. Historically, the Haitian economy has not made very full use of availeble human capital. The Haiti EHR Sector Assessment estimated demand for primary education graduates for the 1985-1990 period at 42,000 and supply at 268,000. However, demand estimates are based on projections of present employment patterns and therefore largely on job positions within the modern sector of the economy as currently constituted.

Available labor market data do a poor job of capturing the traditional and informal sectors of the economy where 80% of the workforce is engaged. Insofar as improvements in primary education create preconditions necessary to agricultural development and the creation of new forms of

Table 2: Potential Cost-Effectiveness Savings of I.I.B.E. Project

	ANNUAL PRIVATE COSTS			ANNUAL EXTERNAL COSTS			CURRENT CYCLE COSTS			CYCLE COSTS UNDER PROJECT				SAVINGS UNDER PROJECT	
	Direct costs per student	Foregone earnings per stud	Annual total	Govermt costs per student	Donor costs per student	Annual total	Total Annual Social Costs	Student Years per Graduate	Total of Cycle Costs	Increase Annual Social Costs	Total Annual Social Costs	Student Years per Graduate*	Total Cycle Costs	Project Savings in Costs per Graduate	Project Savings as Percentage
Rural public primary**	$26	$40	$66	$44	$33	$77	$143	12.5	$1,788	—	—				
Rural propriet primary***	$36	$40	$76	$0	$0	$0	$76	16.0	$1,216	$32	$108	9.3	$1,004	$212	17%
Rural PVO primary	$13	$40	$53	$0	$94	$94	$147	11.0	$1,617	$20	$167	7.7	$1,285	$331	20%
Urban public primary**	$26	$80	$106	$44	$33	$77	$183	12.5	$2,288	—	—				
Urb propr prim (low qual)	$82	$80	$162	$0	$0	$0	$162	14.0	$2,268	$32	$194	8.7	$1,688	$580	26%
Urban PVO primary	$29	$80	$109	$0	$50	$50	$159	12.0	$1,908	$20	$179	8.0	$1,432	$476	25%

NOTES:

* Potential decreases in student years per graduate (increases in internal efficiency) are estimated as explained in text.

** Data on public schools included for comparative purposes.

*** Data on private primary schools are drawn from Haiti EHR Sector Assessment. They are illustrative and do not necessarily represent valid averages for the entire category in question.

employment and self-employment -- and insofar as these opportunities are then realized with appropriate complementary investments -- the labor market picture for young people with solid basic education and functional literacy will change significantly; and this sort of change is an essential development objective of the new Haitian government.

The importance of concomitant changes in employment to realization of the full social benefits of the IIBE project must be constantly kept in mind, however. USAID has chosen employment as one of the three key foci of its Action Plan along with improved basic education, and a number of aspects of the IIBE project (creation of experimental zones in areas where other agricultural development activities are underway, promotion of local income-generating activities as new sources for educational financing, conduct of tracer studies on the employment itineraries of primary education graduates) should serve to reinforce this linkage.

3.3 Magnitude of non-monetary benefits

The IIBE project will have a number of social and institutional benefits which are difficult to measure in monetary terms but are no less economically significant. These include the following:

- Generalization of reformed primary curricula
- Establishment of quality and productivity control structures for private education
- Improved coordination of public and private sectors and, as a consequence, the possibility of engaging in overall educational planning
- Spread of basic literacy in Creole.
- Development of Haitian competencies in educational project design and management.

Most of these benefits are in the nature of infrastructure investments -- that is, preconditions for future improvements in educational productivity and economic development. It is difficult to place a monetary value on them or to estimate future income streams from them, but they need nonetheless to be taken into account.

4. CONCLUSIONS

As designed, the IIBE project promises to have a major impact on the cost-effectiveness of private primary education. Its larger economic benefits will depend in part on employment policies and labor market conditions in Haiti; and the linkage between improved educational supply on the one hand and job creation, enhanced opportunities for further training and productive self-employment on the other needs to be carefully monitored. Not the least important of the side-products of the project should be better information on the costs and benefits of primary education in rural and economically depressed urban areas, and so increased ability to answer some of the questions raised above.

Insofar as an efficiently organized primary education system is considered an essential infrastructure for resolution of the multiple development problems with which Haiti is presently confronted, the arguments for the cost-effectiveness of IIBE are sufficient ones to justify the investment that the project represents. Over and beyond these considerations, it also seems quite likely that the project will contribute significantly to the potential for economic development in rural and poor urban areas, but its linkage with employment and vocational training will require continued attention.

SOCIAL SOUNDNESS ANALYSIS

1. INTRODUCTION

The purpose of social soundness analysis is to examine the degree to which the proposed project design takes account of cultural patterns and social forces at work in the milieu in which the intervention will take place. The adequacy of this fit will determine in large measure the level and quality of participation in project activities and the incidence and value of project benefits.

This discussion will focus on three topics: (a) the socio-cultural feasibility of proposed project methodology; (b) the likelihood of positive spread effects and of effective dissemination of the innovations introduced; and (c) the larger social impact of the project.

2. SOCIO-CULTURAL FEASIBILITY

The socio-cultural feasibility of a project principally concerns the receptivity of proposed participants and beneficiaries to the activities and methods proposed -- that is, their motivation and ability to take part. This depends in turn on their cultural values and socio-economic situation, which must be adequately taken into account in project design. Four categories of participants and beneficiaries will be considered here: primary school students, their families, school teachers and directors, and private school systems.

2.1. Primary school students

The immediate beneficiaries of the IIBE project will be primary school students in rural and economically depressed urban areas of Haiti. These children come from disadvantaged strata of the Haitian population, though in

most cases not from the very poorest. Few children from the very poorest families in Haiti currently get into school, and in the most remote rural areas -- generally mountainous regions reachable only on foot or donkey-back -- there are few or no primary schools at the present time.

Both in absolute terms and relative to the Haitian middle class, however, the educational and economic needs of the project's population are very great. Median family incomes fall between $300 and $500 a year, and few families can afford to send more than one or two children to school. In 1980-1981, the World Bank estimated net primary enrollment in rural areas to be 34 percent*. It stood at approximately 50 percent in poor urban neighborhoods and at over 90 percent in the more prosperous areas of Haiti's cities. In rural and urban slum schools, there is scant instructional material and equipment, and teachers are poorly trained and poorly paid. Only six percent of rural teachers are graduates of teacher training institutions. Drop-out and grade repetition are frequent phenomena among students in private primary schools serving these disadvantaged strata of the population, and fewer than 20% of children enrolling in first grade ever coomplete their primary education. Most children are overage. In 1982-1983, one quarter of all first grade students (public and private), were ten years of age. In rural private schools, the proportion was considerably higher.

Students suffer as well under a number of outside constraints that limit their ability to participate fully in school or to derive maximum benefit from the experience. Students in rural areas walk an average of 30 to 45 minutes each day to get to school, and some interviewed in the course of project design had to make trips of two to three hours each way. Long distances not only retard the age at which children may realistically enter school, but they also contribute to absenteeism especially under harsh weather conditions.

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* Where not otherwise noted, statistics throughout this section are drawn from the Haiti Education and Human Resources Sector Assessment (1984), Chapters 2 and 5.

Lack of availability of books and materials. By the time they are finished purchasing uniforms, shoes, and paying their tuition, many rural families cannot afford required books. In some schools visited in the Western and Southeastern Departments, it was not uncommon for three-fourths of any given class to stand up when asked who was missing requisite textbooks.

Inconsistent attendance. Irregular attendance may stem from various causes. In some cases, families cannot afford tuition money and pull their children temporarily out of school until they are able to pay schooling charges. Thus, children may spend at times full months out of school, with the consequent difficulty--or impossibility--of attempting to catch up with the work when they finally return. This is especially the case with proprietary schools, where tuition keeps the school running and the school cannot affort default. In church-sponsored schools there is more flexibility and tolerance towards unpaid fees.

Rural children are also forced to miss school at certain peak moments of the local agricultural cycle, when their labor may be required at home. Since the school calendar is not attuned to these cycles, the results is generally absence from class and setbacks in the child's learning progress.

Poor nutrition. It is hard for rural children to come to school well-fed. Even families who can afford food confront logistical problems. There are no facilities for storing cooked-food overnight in rural areas, and there is a lack of quick-cooking foodstuffs in the rural diet. Most meals are an elaborate production, taking much time to prepare: water needs to be fetched, firewood needs to be assembled and lit, and traditional foods take a considerable amount of time to prepare. Since schools begin at 8 or 9 a.m. and most rural children must walk 30 to 45 minutes, if not more, to ge there, it is not feasible for families to provide an early morning meal. Households that can afford it may offer their children coffee (or tea) and biswits, a type of local bread. But this breakfast is not much to carry a child through a full day of school, And many families cannot afford the cash for children to purchase a passebouche (a snack) to keep them going while at school.

Families are well aware of the need to provide students with good nutrition. People often state that it is food that makes the brain function properly and that enables students to pay attention to their teachers and to their lessons. But most children have to go through the day on a half-empty stomach, and it is only after they arrive home in the afternoon, that they get a chance to eat a proper meal.

Educators are also acutely aware of this nutritional situtation, especially in those schools where no food can be offered to students. In schools where the day is broken up in two sessions--with a "lunch" break in the middle to eat snacks brought from home or purchased at the school site--teachers notice that children who have no lunch have a hard time in the afternoon session: they are restless, they do not pay attention, some of the younger ones even fall asleep. In fact, some schools providing canteen services at lunchtime send children home early when supplies falter. The argument is that the children function at reduced capacity when hungry, and that there is thus no point keeping them in school longer than they can tolerate. In fact, in some areas of the Cul-de-Sac Plain where the normal school schedule tends to be 8 a.m. to 2 p.m., those schools that cannot offer lunch operate on a short day schedule: 8 a.m. to 1 p.m., or 8 a.m. to 12 a.m. Thus, proper nutrition under current economic conditions in Haiti is no longer exclusively a health/nutrition issue. It is also an educational issue of high priority.

<u>Inapplicability of lessons learned in school</u>. There is little in the rural environment that validates the skills and concepts learned in school. Children find it hard to see a clear application in their immediate environment: there are few reading materials in rural areas, no signs or written instructions that would emphasize the importance of being literate. In addition, the lack of adult role models makes it more difficult for rural children to make a connection between the classroom and their daily life. There are few men and women who can effectively read, write, and handle mathematical operations in a way that would offer the children an example of the practical uses of schooling.

It is difficult to deal with all these constraints on student participation simulteneously, but the IIBE project is designed to address a good number of them. The aspects of the project's instructional methodology which address in-school obstacles to performance are discussed in the Technical Analysis (Annex F.1). The inclusion of school feeding programs and provision for the necessary equipment and facilities to initiate them, the emphasis placed on reformed curricula better adapted to the Haitian milieu and on supports for Creole literacy, and, in a longer terms sense, the research and development elements of the project devoted to identifying and operationalizing lower cost learning strategies in order to better service remote regions and families unable to meet the current costs of regular school attendance all represent aspects of project design that have been worked out on the basis of careful consideration of the constraints weighing upon school children from disadvantaged families.

2.2. Families of primary school students

Though children are the direct project beneficiaries, the effectiveness of the assistance they receive will depend in large measure on the attitudes and behaviors of their parents. Parents are also beneficiaries of primary education, and it is they; after all, who decide where and for how long children will be sent to school. Parental variables can be discussed in terms of three factors: (a) family socio-economic situation; (b) general attitudes towards schooling; and (c) specific attitudes toward the language question (French vs. Creole) and the Educational Reform.

2.2.1. Family socio-economic situation

This is a time when Haitian families are putting unprecedented hope in schools and schooling. Faced with a deteriorating economy, with agricultural plots that grow smaller and yield less with each generation, and with few alternative opportunities especially in the rural areas, poor families are turning to education in greater numbers than ever before. In former times, the prime parental strategy for insuring their own and their children's future

was to leave the most land possible to the next generation. With increasing demographic pressure on land and a deteriorating environment, the old supports no longer seem reliable, and for the last fifteen or more years attention has been increasingly focused on education. Primary schooling of course entails costs -- both the direct ones involved in tuition, uniforms, books and school supplies and the indirect ones represented by the foregone contributions of children to the family economy. The impact of these financial costs and of the compensating consumption values of primary education are examined in greater detail in Annex F.2, Section 2.2. On balance, it is evident that, with the possible exception of highly subsidized schools, children's education still involves considerable sacrifices for poor families, but ones that many are willing to make.

An example serves to illustrate the situation. A missionary working in Haiti for over four decades who was interviewed in the course of project design related how her mission in times past had to pay families to allow children to come to school. These payments helped defray some of the opportunity costs of the child's foregone contributions to the family economy, particularly his or her farm labor. Today, parents from the same communities pay US $12, $14, and even $16 per year, for their children to get a primary education, and sums many times larger if the child can get access to secondary school. Schooling has, in short, become the major hope for the future and for gaining access to society's economic resources.

2.2.2 General parental attitudes toward schooling

In addition to the effect of these recent economic necessities, formal education has traditionally enjoyed high prestige in Haitian society, and the fact that it was for a long time available almost exclusively in urban areas and among the upper strata of the population confers on it a further aura of value and superiority in poor and rural sectors of the country. Parents' expectations about education are for the most part formed by second-hand impressions and traditional models. For example, one of the problems encountered by the Educational Reform in Haiti is that children who learn through the new "discovery methods" used in the Reform curriculum do not come home spouting the

rote-memorized texts that occupy much of the traditional curriculum, and some parents fear that they are therefore not getting a "real" education.

Nonetheless, though most parents in the project's target population are themselves unschooled and illiterate, many have developed a remarkably fine appreciation of the professional competence and dedication of their teachers. On field trips conducted during the project design process, we heard a number of parents distinguish carefully between pedagog -- that is, dedicated career teachers -- and profese woutinye (literally, "routine" teachers) who engage in teaching only as a means of livelihood and have little concept of their vocation and little acquaintaince with appropriate teaching techniques. Our respondants pointed out that many such opportunists are currently teaching in the countryside, given the dearth of job possibilities in rural areas.

In times past, a desirable education by Haitian standards was almost synonymous with a Catholic education. The desideratum of sending one's children to school at kay me (the sisters' place) or kay pe (the priests place) was strong. To this day, when people speak of "les grandes ecoles" they refer in large part to the prestigious urban schools run by Catholic nuns and priests. Some of these schools are so well-known that even people in the countryside have heard about them in one context or another.

Though the ideal of a Catholic education still exists in the public mind, the situation has changed much in recent decades. Many non-Catholic schools have sprung up, offering a degree of accessibility and convenience that did not exist before. There are now other options and criteria for choosing where one is to send a child to school. One increasingly important decision factor is genuine preference for schools of a particular faith: parents want to send their children to a school of their religious denomination, and the last two decades have seen unprecedented growth in the number and variety of religious groups, mission-based schools, and converts. Secondly, there is the convenience of shorter distances. Parents would much rather see their children attending school nearby--or in their own communitities--than sending them off on a ten or fifteen

kilometer expedition each day. This is especially true for the younger students. Lastly, there is the "package" which schools may offer. Other things being equal, parents would much rather have their children attend schools that provide canteen services and that make books and uniforms available, even if this means they will have to pay higher tuition fees. In regions of Haiti served by the Compassion International school-consortium, it has been observed that introducing lunch programs in schools can help reverse the trend towards dropping out of school by almost 90 percent. Thus, parents are looking not only for what makes educational sense, but also for what makes economic sense.

However, no matter how well-disposed parents may be towards the particular "package" offered by a given school, even this may be relinquished if it is perceived that their child's education is at risk. Such is the case with the current flight from Reform schools, discussed more fully in Annex G.3. Even Catholic schools offering highly convincing "packages" such as low tuition, canteen, impressive physical facilities, and identification as kay me, are experiencing student flight among their fifth and sixth graders. Since there are no clear indications of what will happen to these advanced Reform students or whether they will indeed get into secondary school, parents are taking it upon themselves to transfer their children to other institutions: they are willing to pay higher prices, in exchange for a less attractive less prestigious package of services, if they perceive that this is the best they can do for their children.

This is especially true at the higher levels of primary education. There seems to be a cut-off point in primary schooling where parents of those children who make it passed the critical first three years of schooling are willing to go to great lengths in order to help their children along. During the first three years parents do not appear to be deeply concerned about where their children attend school: convenience, proximity, specific enticements are all important. Yet, in later years, parents are more selective as to the kind of education which they make available to their children, and other factors come into play.

2.2.3. Specific attitudes toward the Educational Reform and the language problem

In Haitian society, French, the official language, is identified with economic, political, and social power, and has been traditionally perceived as a vehicle for attaining these desiderata. By contrast, Creole, the national language, has been identified with the "uncultivated" masses. The status of both languages is deeply rooted in a tradition dating back to colonial times: In the French colony of Saint Domingue, French was the language of the socially dominant masters; Creole was the language of the slaves. Yet, today Creole continues to be the majority language, spoken by 100 percent of the Haitian population, and exclusively by some 85 percent. Since this 85 percent remains socially and economically disadvantaged, Creole remains the lower status language. The political and socio-economic conditions that lead a language to achieve a position of social prestige in a society have been absent in the case of Haitian Creole throughout most of Haitian history.

In recent years, Creole has gained ground and attempts have been made to incorporate it into the media, the school, and official speeches. Its status received a major boost with the overthrow of the Duvalier regime, because it was the language and rallying cry of the oppositon and has since become virtually the exclusive vehicle of public political debate. Yet it is far from having full administrative status, and the country is still far away from being officially "bilingual".

The issue is a complex one and continues to provoke strong debate among Haitians. It seems more and more clear that a complementary relationship between Creole and the language or languages of outside communication and technical training needs to be established, but the balance to be struck and the measures to be taken remain in question. The IIBE project seems already to have brought some useful attention to bear on the question by engaging representatives of private sector education in constructive dialogue with each other and Ministry of Education officials about the language issues in schools. Objections to Creole literacy will be further weakened if it can be shown that,

(a) the purpose of introducing Creole at an early stage is not to replace French; (b) children will have a better chance of learning French if it is specifically taught as a second language in school; (c) the Reform curriculum (or a variety thereof) improves children's chances of getting into the traditional curriculum or of gaining access to society's resources.

During interviews conducted during project design, parental attitudes toward the Reform were found to be generally negative. Rural parents find it unnecessary to send their children to school in Creole. They view the Reform, not as a vehicle for the desired goal of learning French, but rather as a substitute for French and suspect it of being a second-class form of education. The resistance of some urban parents is stronger, and angrier, and is further fueled by their unfamiliarity with the kind of modern pedagogy proposed in the Reform.

On the whole, there is a great deal of misinformation underlying these parental attitudes: The use of Creole is intended to be, not an obstacle, but rather, an accelerated route to the acquisition of French. And traditional rote memorization contributes little if anything to genuine learning; in fact, it even hinders learning and eventual retention. In short, at least some parental objections are based on partial misinformation about the objectives of the Reform (both linguistic and curricular), and about the pedagogical prerequisites for rapid acquisition of French as a second language.

However, the misinformation parents exhibit in these areas should not be exaggerated because in other aspects of their perception parental misgivings are quite on target, and their objections are rational. Cases in point are two factors that have been mentioned in an earlier section of this report: (a) the absence of an academic certificate for the Reform curriculum, and (b) the continuing absence of any socio-economic utility for the mastery of literacy in Creole. Given these two profoundly important facts, parental objections to the Reform should not be lightly dismissed as frivolous, but should be seen as having a solid core of practical rationality.

The IIBE Project has been designed to take account of these parental attitudes and possibilities. The project seeks to capitalize on high social demand and esteem for education by involving parents in school governance and financing to a greater degree than has been the case heretofore. It will not be a simple task to translate this interest in education into forms of association and community involvement that will provide a more solid financial and institutional basis for private education, but the measures suggested in project design constitute a critical initial effort. (The adaptation of project methodology to the economic situation of parents is more fully discussed in Annex F.3).

Careful attention has likewise been given to the complex of issues surrounding the use of Creole as an instructional language in private primary school and the introduction of reformed curricula. The position embodied in the project of supporting Creole-based instruction and generic educational reform while advocating flexibility in the exact form of curriculum and instructional strategy adopted is well adapted to deal both with the need for educational improvement and parents' justified concerns about the present status of the official Reform. The exact position with respect to the Reform is being worked out by the Haitian committee that participated in project design, but it is already evident that major emphasis will be placed on three points: (a) working out the transition from Creole to French in primary schools; (b) developing additional Creole-language literature for new literates; and (c) better informing parents and the public at large about these issues.

2.3 Teachers and School Directors

There are some real constraints to improving quality of education and efficiency of administration in private education on the side of teachers and school directors. Teachers' and directors' salaries in the Haitian educational system are chronically low, and the lowest of these are in rural private primary schools. Partly because of this low level of remuneration and the lack of job security, the teaching profession has very low status. These are factors that could militate against any rapid improvement in the

Table 1: Private Primary School Teacher Salaries by Educational Attainment, 1980-1981

Level of School Completed	Rural		Urban	
	Monthly Salary	Percent of Teachers	Monthly Salary	Percent of Teachers
< Prim cert	$28.00	12.7	$30.00	0.4
Primary cert	27.00	18.7	32.50	4.3
7th grade	30.00	10.0	33.00	2.3
8th grade	33.00	11.9	43.00	7.8
9th grade	40.00	15.9	44.00	12.2
10th grade	44.00	11.9	49.00	15.8
B.E.P.C.*	46.00	4.5	58.00	11.4
11th grade	51.00	5.5	48.00	14.3
H.S. dipl.	63.00	7.0	62.00	26.7
Normal schl diploma	64.00	1.9	50.00	4.6
Average/ Total	$37.63	100.0	$51.17	(100.0)

* B.E.P.C. = Brevet de fin d'etudes de premier cycle, a diploma granted upon examination after completion of 10 years of study.

Source: Resultats de l'Enquete par Sondage sur les Ecoles de l'Enseignement Prive, 1980-81 Project Haiti UNDP/UNESCO 77/008. December 1981.

quality of instruction if not carefully dealt with in project design and implementation. Teacher salaries are the largest single expenditure item in school budgets, and usually represent 75% or more of total cash outlays. The structure and level of teacher salaries places two significant obstacles in the way of efforts to improve access to quality education. One is that the urban-rural wage differential encourages teachers and prospective teachers to prefer urban to rural employment in the profession. The other is that low salaries encourage teachers in both areas to leave the profession within a relatively short period of time after having entered it. The dearth of better-qualified teachers in rural schools (relative to those in urban schools), and the scarcity of more experienced teachers in both types of schools, is to some extent a result of salary structure characteristics.

With regard to urban-rural differentials, in 1980-81 salaries in rural private primary schools ranged from $28.00 per month for teachers with the CEP to $64.00 per month for those who had completed secondary school. Every additional year of study was worth a 10% to 20% increase in salary. (Table 1) Associations between salary and schooling were similar in urban areas. The noteworthy aspect was that for any specific level of qualification up to eleventh grade ("deuxieme"), urban teachers earned 10% to 20% more than their rural counterparts.

Table 2, taken from a sample of 80 teachers in Protestant schools supported by child sponsorship programs, and hence receiving wages higher than the mean for private institutions, suggests that the differential remained important through 1985. The table indicates that individuals with 7 years of study (i.e. to the "sixieme") could earn substantially more in secondary towns than in rural areas, and that those with 9 years of study or more (i.e. "quatrieme" or higher) could earn more in Port-au-Prince than in other towns or rural areas.

Better-educated individuals generally prefer to live in cities than in the countryside, and the structure of teacher salaries provides them with a further inducement to move to or to remain in urban areas. As a consequence, urban schools are able to attract and retain better-qualified

Table 2: Private Primary School Teacher Salaries by Years of Teaching Experience, 1980-1981

Years of Teaching Experience	Rural		Urban	
	Monthly Salary	Percent of Teachers	Monthly Salary	Percent of Teachers
)= 1 yr	$33.50	21.2	$41.30	16.9
2-5 yrs	36.50	47.9	46.70	45.2
6-9 yrs	45.00	15.7	57.00	19.0
10-13 yrs	42.00	7.8	60.00	8.9
14-17 yrs	37.00	3.9	69.00	4.8
no inform	--	3.5	---	5.2
Average/ Total	$37.69	100.0	$51.18	100.0

Source: Resultats de l'Enquete par Sondage surles Ecoles de l'Enseignement Primarie, 1980-1981 Project Haiti/UNDP/UNESCO - 77/008

teachers, leaving rural schools to make do with a larger proportion of less-qualified individuals who generally have fewer opportunities for employment as teachers in urban areas. Also, prospects for upward salary adjustments over time reinforce the urban preference. Table 3 indicates that while the urban-rural differential for teachers in 1980-81 was $7.80 per month among individuals with one year of teaching experience, it was $10.20 among those with 2 to 5 years of experience, and $12.00 for teachers having 6 to 9 years on the job. To some extent these experience differentials reflect differences in teacher qualifications, but they nevertheless suggest that an urban teaching position not only yields a strong likelihood of a higher initial salary, but also the likelihood of a more rapid rate of increase over time.

The problem of the low level of teaching salaries in the private sector and the sharp rural-urban gradient is made more acute by the disparity between pay scales in public and private schools. Until recently, all public primary school teachers made $100/month regardless of location, length of service of years of schooling (though the cut-off point for former training was noticeably higher than in private schools: in 1982-1983, only 2% of public primary school teachers had less than an 8th grade education, and 28% had at least the first high school diploma, le rhetorique.) This sum was eaten into by a variety of taxes and disbursement irregularities and stood up poorly against other job market alternatives where such existed, but it was significantly higher than the private school average. Under the Educational Reform and the World Bank's Fourth Education Project, a scale of public school teacher salaries with experience- and training-linked increments is being introduced. Moreover, in the wake of the overthrow of the Duvalier regime, public school teachers have begun to organize and have succeeded in obtaining promises of other increases.

Table 3 also highlights the second obstacle presented by the salary structure: the relatively short professional life of teachers. Almost 70% of rural teachers and 62% of urban teachers had been in the profession for 5 years or less in 1980-81. Between 1975 and 1980 the number of private elementary school teachers increased from 6440 to

Table 3: Private Primary School Teacher Salaries
by Educational Attainment, 1985-1986

Level of School Completed	Rural		Secondary Towns		Port-au-Prince	
	Monthly Salary	% of Teachers	Monthly Salary	% of Teachers	Monthly Salary	% of Teachers
prim cert or less	$42.00	20.8	$50.00	3.8	---	---
7th grade	43.00	25.0	50.00	7.7	$60.00	4.0
8th grade	60.00	12.6	55.00	7.7	60.00	4.0
9th grade	63.00	20.8	63.00	27.0	80.00	8.0
10h grade	72.00	20.8	65.00	11.5	80.00	12.0
B.E.P.C.	--	--	70.00	15.4	85.00	12.0
11th grade	--	--	75.00	19.1	95.00	40.0
H.S./norm. schl dipl.	--	--	105.00	7.8	105.00	20.0
Average/ Total	$55.13	100.0	$67.77	100.0	$90.00	100.0

8300. If most of the teachers at work in 1975 had remained on the job for the next five years, only the 1860 new individuals hired during the period, or 22% of the total of 8300 in 1980, would have had 5 years or less of teaching experience by 1980. Making allowances for natural attrition of the teaching force, the 1980 data suggest that somewhere between 30% and 40% of teachers dropped out of the profession within 5 years, and that more than half drop out within 8 to 9 years.

A major contributing factor to this high rate of professional turnover may be the non-competitiveness of teacher salaries over the long-term. In 1980 some 60% of teachers were single and between 20 and 30 years of age. With no immediate dependents to support, and often with the advantage of living in a household with other family members, an individual might find a teaching salary an attractive method of entering the labor force. Later, with increases in the level of expenditures required to sustain independent households and dependents, the need to raise earnings presents itself. The capacity to do so also presents itself because the individual in question will have accumulated several years of labor force experience, providing opportunities for part-time work to supplement teaching salaries, or for alternative full-time employment. In many, and perhaps most instances, upward adjustments in teaching salaries are unlikely to keep pace with the individual's increasing earnings potential in other kinds of work.

Table 3 suggests that a rural teacher with 5 years of experience, if he or she used older teachers as a basis for comparison, might have reasonably concluded in 1980 that each additional year of experience in a rural school could yield an average salary increase of $2.00 per month every year, or an annual rise of about 5%. An urban teacher could have estimated a rise of $2.60 per month, or 5.5% a year. While such increases were not insignificant, they could not keep pace with the cost of living at the time, nor were they competitive with increases that a teacher might have received after transferring to a job outside the profession. In 1985 an individual with primary school completion could find a low-level supervisory job paying $80.00 to $100.00 per month in a factory. Supervisory jobs demanding some

secondary studies pay between $100.00 and $120.00. Similarly, better-educated clerical workers can earn anywhere from $80.00 to $150.00, and those with high school diplomas, including normal school graduates, can command salaries up to $300.00 per month. All these salary ranges are considerably higher than the above-average figures for teachers indicated in Table 2. Even with considerable motiviation and dedication to the profession, the financial opportunity cost of remaining in it for more than a few years can be quite high.

Continued expansion in the number of primary school graduates and high-school leavers may eventually narrow the wage-gap between teaching and other occupations, but a significant narrowing is at least a decade away. The "brain drain" from rural to urban teaching and from the profession to other occupations is therefore likely to continue into the foreseable future.

This phenomenon complicates efforts to improve the quality of education. A fundamental matter is that of the return to investment in in-service training. Most rural teachers, and most urban teachers in schools serving low-income populations, have completed less than 8 years of schooling. Retraining may serve to improve the performance of such teachers, but in general the improvement is usually less than possible with teachers who have more years of study behind them. At the same time, whatever improvements in-service teacher training can generate will tend to be short-lived as recipients of the training approach the point in their personal economic life-cycles where they feel compelled to search for better teaching jobs (e.g. shifting from schools serving lower-income populations to others serving higher-income groups within rural areas, within urban areas, or between rural and urban areas), or for better paying jobs outside the profession. Increasing the return and hence the efficiency of retraining programs is therefore to some extent a function of the rate at which schools discover means to raise salaries by amounts sufficient to attract and retain better-educated personnel, and to retain the more-experienced teachers which they already have.

However, notwithstanding the limits which low-qualification and short duration of professional attachment impose upon potential returns to investment in retraining, the more pertinent near-term issue is that most private school teachers, particularly in rural areas, have not benefitted from anything but the most cursory forms of in-service training. Outcomes of such training may fall considerably short of what is possible with better-qualified teachers, but may nevertheless serve to improve the level of teaching effectiveness currently available in schools.

Raising the overall standard of teacher qualifications and lengthening the period of professional services are long-term efforts which will depend in large measure on the ability of schools to raise per student revenues by relatively substantial amounts. In the interim the project will provide some potentially very useful ingredients of better quality education by supporting the development of more intensive in-service training programs attuned to the qualifications of existing teachers, by financing increased capacity in institutions oriented to teacher training, by supporting the training of as many teachers in participating schools as possible, by supplying incentive grants for the teachers to improve performance subsequent to retraining, and by designing the grant to extend the probable length of service of the teachers.

The IIBE project proposes three measures to help overcome the problems created by the low-pay, low-status situation of private primary school teachers: (1) performance incentive grants, as a substitute for immediate salary increases; (2) greater parental involvement in school support and closer monitoring and supervision from outside monitoring organizations as a means of enhancing the importance of the teacher's role; and (3) development of local income-generating activities and other new sources of funding as a means to generate some of the resources required to raise teaching salaries on a more durable basis. The socio-cultural feasibility of these approaches merits some comment.

(1) Performance incentive grants: The performance incentive grants are scarcely a durable solution to the problem of low teacher salaries, but they do constitute

a means to motivate teachers and school directors to undertake in-service training and to apply the fruits of this training to their everyday practice -- that is, to break out of the cycle of low training/low remuneration/low motivation to improve/rapid turnover that presently characterizes much of private primary education in Haiti. They are a pump-primer and a place-holder. They have moreover been designed in a manner to give additional compensatory incentives to rural teachers and to encourage the prolongation of teacher service in participating schools.

(2) Parental involvement and outside supervision The existence of at least an embryonic parent-teachers' association (association des parents d'eleve) is one of the criteria for selection of schools to participate in the IIBE Project, and project interventions will be aimed in part at reinforcing and consolidating this kind of support structure. At the same time, participating schools will be supported from the outside through visits, material delivery and inspection in a more consistent and intensive way than has been the case heretofore. Both of these developments will put increased focus on the profession or vocation of teaching and can be counted on to create some degree of "Hawthorne effect" at the level of teachers and school directors: that is, these personnel will find themselves to be the object of much more attention and concern than in the past, and their status within the community and on the labor market will improve. Such activities are a two-edged sword, however. School personnel who have been getting by with low levels of effort and competence because of the lack of outside monitoring of their work may find it demanding to be put in the spotlight in this fashion.

(3) New sources of educational financing In a longer-term sense, the key to better teacher performance lies in the development of new sources of educational financing that will enable private schools to pay salaries sufficient to attract and retain competent people and to ensure that their full attention goes to their teaching and/or directorial responsibilities. No one at present has the answer to

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this question, and the project has therefore adopted an exploratory strategy allowing for investigation and experimentation of a number of different approaches. School supervisors from a spectrum of different types of private primary schools interviewed during the project design process emphasized the linkage that needed to be established between educational financing and new income-generating activities at the local level. Members of a Catholic order responsible for a network of rural primary schools in the hills near Aquin in the Southern Department of Haiti, for example, suggested that no single item was as important to the financial viability of these schools as irrigation pipe. This equipment would enable parents to grow produce and sell it in the Aquin market and raise funds needed to improve schooling.

Community development projects in Haiti -- as elsewhere -- are of course rife with stories of ill-conceived efforts, squandered funds and disappointed participants. It is therefore essential that the IIBE project provide for means to benefit from lessons of experience in Haiti and to give this resource-development task the attention that it requires.

At the same time, the project will investigate other possibilities for reinforcing school budgets and improving teacher incentives, including programs to jointly raise tuition levels and provide scholarship aid for the neediest students, and the possibility of some level of government subsidy for private education, contingent on criteria of effort and quality like those to be applied to schools participating in the IIBE project.

The combination of these three approaches provides the basis for the most concentrated and organized attack on the problem of teacher motivation and competence in the private sector yet undertaken. This area will remain, however, one of the most critical aspects of project methodology and one of those most linked to accomplishment of IIBE's objectives. It will require very carefully monitoring and evaluation.

2.4. Private School Systems

Intended beneficiary schools are private sector institutions currently engaged in primary education in Haiti. Private sector schools currently enroll some 65 percent of the elementary students in the country; in the rural areas, the figure is over 70 percent. And elementary students constitute the bulk of the education system of Haiti. In fact, some 73 percent of all students are concentrated in the first four years of school (kindergarten through Grade 3).

Private schools are characterized by a great deal of heterogeneity. Most have a religious affiliation, with roots and support systems that may range from local to foreign sources. The social characteristics of the private sector of Haitian primary education are more fully described in Annex F.2, Institutional Analysis. The preceding sections have discussed social-cultural feasibility in terms of the receptivity of students, parents and teachers to project methodology. But the project's success in achieving an equitably-distributed benefit flow will depend equally upon its selection of a representative sample of schools to receive project resources and on the active participation of existing systems of private schools. Any biases, whether unintended or not, in the selection of beneficiary schools will *ipso facto* create a bias in the distribution of project benefits. In this light, there are several dangers which have been explicitly identified during project-planning discussions, and which can be usefully summarized here.

2.4.1. First danger: Denominational dynamics

A major factor in selecting project schools should be affiliation, that is, whether they are Protestant, Catholic, or proprietary. It is important that the project take measures to prevent denominational bias in resource allocation. Since many schools is the Protestant sector are run by U.S. missionaries and/or missions, the possibility of overrepresentation on the part of this sector is real. The sharing of a language and culture with the donors, and the general know-how which they enjoy in obtaining funding, writing proposals, or arguing a case successfully, may help tilt the balance in that direction.

The Catholic sector tends to be either local or European, is generally non-English speaking, and is on the whole not as well-versed in American-style proposal writing, and may be more hesitant in approaching donors such as USAID, or its grantees. Children attending Catholic schools should thus be protected by explicit selection measures from any possible bias that may negatively affect their access to project resources.

2.4.2. Second danger: Urban monopolization

Another major project concern should be to disburse funds equitably between rural and urban schools. Contrary to other Third World countries, where the population clusters heavily in cities and towns, Haiti remains unusually rural. At the present time, it is estimated that 80 percent of the population lives in rural areas and 20 percent in urban centers. Project schools should follow this subdivision as much as possible, to ensure that benefits reach a representative strata of the national population. Furthermore, with respect to the "urban" category, further caution should be exercised, as funds may be easily monopolized by schools located in the capital city of Port-au-Prince. Given that project headquarters will undoubtedly be based in the capital, that the educational needs in the capital are indeed pressing, and that these needs are readily visible, there is a risk for channeling a disproportionate amount of the funds earmarked "urban" into Port-au-Prince schools. Thus, the project should consciously aim at an equitable distribution among the population at large, and should consciously avoid favoring certain metropolitain areas over others.

2.4.3. Third danger: Creative opportunism

The project should work with schools that have shown a commitment and an interest in teaching at the primary levels. Thus, a major prerequisite for receiving project funds is that the school be in existence at least two to three years prior to the onset of the project. The project should be wary of energetic entrepreneurs who are willing to found an institution in order to receive funding, or those who have only recently established themselves. Rather, it

should support and strengthen institutions that are already established, that have had a chance to build a fund of experience, and who have already engaged in some self-analysis as to what they would need in order to better serve their charges.

2.4.4. Fourth danger: the bottomless pit

Another issue to be taken into account is the level of endowment which a particular school has. Though the project is meant to serve disadvantaged schools, project funds should also be available to medium-level institutions. It may be that the needs of poor institutions are so intense that the small grants to be provided by this project will not even begin to make a difference, whereas these same funds may make a crucial difference in medium-level situations. A healthy representation from both levels may also serve Research and Development purposes, to help pinpoint what level of endowment a school needs in order to promote satisfactory academic outputs in its students.

The variety in level of endowment can be attained without necessarily sacrificing the commitment to serve the most disadvantaged student populations. Many religious schools functioning in poor areas do not depend on tuition money for their survival; rather their expenses are defrayed by their religious organizations, or other sources. Thus, variety in the level of endowment and resources can be attained without compromising the commitment to serve the very poor.

2.4.5. Fifth danger: Excessive dispersion

To enlist the support and participation of the major private school systems, the project will need to include schools in every geographic region of the country. This could lead to such extreme dispersion of effort that the likelihood of positive spread effects (discussed in the next section) and measurable impact on local development would be compromised. It will be important to counterbalance this political and organizational necessity with work in experimental zones of concentration where project activities will attain the critical mass required to relate the

educational improvement effort to other key social welfare and economic development issues.

* * *

All of the factors outlined above have been taken into consideration in project design through the active participation of Haitian educators in the various stages of the design process, but all will need to be kept in mind throughout implementation.

4. SPREAD EFFECTS AND THE DIFFUSION OF INNOVATION

The IIBE project will directly reach only about 300 private primary schools in rural and economically depressed urban areas of Haiti, or approximately 15% of the total. What is the likelihood that the improved educational practices introduced by the project will have a wider effect on the private sector, that the innovations introduced will be adopted by schools not directly supported by the project? To answer this question, one must consider the nature of the innovations being proposed and the possible avenues for dissemination: from school to school, through the intermediary of existing private school systems, and through the intermediary of the Ministry of Education.

4.1. Nature of the innovation

In the first stage of the IIBE project, most of the actual instructional and organizational inputs being provided to participating schools are not in fact new. Blackboards, student desks, school feeding programs and even Creole-based instructional materials and in-service teachers training are known quantities in Haiti. What will be new is the organized and reliable manner in which they will be furnished and the linkage to be established between school performance and material support.

In the second stage of the project, innovations in instructional methodology and school administration identified among the best practices tried in private schools in Haiti or adapted from the results of educational

development in other developing countries will be introduced in participating schools. An effort will be made to disseminate more broadly those that prove most cost-effective.

In the most general sense, the project is therefore a genuine R&D endeavor -- it aims to upgrade performance in participating schools by identifying, through actual field experience, packages of methods best adapted to improving educational quality and administrative efficiency in Haitian private primary education and to ensuring the financial and material resources necessary to maintain this effort. To what degree will the results of these efforts be adopted in the generality of private primary schools?

4.2. Direct spread effects among schools

Participating schools may serve to some degree as models for other private schools in their regional environment. Three kinds of demonstration effects to neighboring schools are possible:

(1) IIBE schools should constitute needed proof that children studying Creole-based and "reformed" curricula can obtain scholastic results that are as good as, if not better than, those realized through traditional methods.

(2) Participating schools will likewise demonstrate the benefits and feasibility of greater parent participation and greater attention to school administration.

(3) Finally, the strategies worked out locally for educational financing may be applicable to other schools of the region in question.

The degree of emulation or imitation of the IIBE model may be impeded somewhat by the favored status of participating schools. Project schools will benefit from extra resources and attention, especially during the initial years of their participation. The exact consequences of this fact will depend, in part on the way in which schools are

chosen. If participating schools are already among the better off institutions in their localities, the disparities will be accentuated. If, on the other hand, they are relatively less well to do, the project may have an equalizing effect.

In either case, spread effects at the local level may be maximized if emphasis is placed on improved administrative efficiency, optimum use of resources and low-cost and widely-available learning supports rather than on the simple magnitude of extra resources supplied. Participating schools are likely to become "magnet schools" in their localities, drawing attention if not students from the surrounding area. There are ways to make the most of this phenomenon by nurturing a regional leadership role for the project school, and these approaches will need to be developed during project implementation.

4.3. Indirect spread effects through private school systems

Some of the most important diffusion effects of the IIBE project can be expected through the intermediary of participating systems of private schools, since these organizations are in the best position to apply the lessons learned in IIBE to the other schools that they support in relatively rapid fashion. The project will in fact facilitate two types of spread effects among private primary school systems. On the one hand, the methods tried out in participating schools may be generalized to other branches of the private school system in question. On the other hand, the project will provide an occasion for participating school systems to exchange information on instructional and administrative methods already in use in a more organized fashion than ever before.

4.4. Spread effects to the public school system

Though public primary schools and private primary schools have operated quite separately from each other in recent years, there have in fact been important diffusion effects between the two systems. As detailed in Annex G.3, the Educational Reform introduced in public primary schools

by the Ministry of Education in 1979 was conceived and developed to a large extent on the basis of experiments carried out over the preceding decades in private schools. In a similar manner, it is very likely that the methods of the IIBE Project will be watched closely by the Ministry and that lessons learned in this private sector effort will have an impact on the developoment of public primary education, and particularly on the measures taken to rescue the Reform from some of the problems that it is now experiencing. As reported in Annex F.5 (Institutional Analysis), this has already begun to happen to the extent that the joint Protestant-Catholic project design committee has created a technical subcommittee charged with studying the situation of the Reform and proposing ways to esnure more successful application of it in the private sector. Further lateral diffusion between the two sectors should be facilitated by the establishment of a Private Education Office within the Ministry and by the experiments in joint inspection of schools to be carried out in the two experimental zones of the IIBE Project (one in the Southern Department and the other in the Central Department).

4.5. Building dissemination into project methodology

Dissemination does not necessarily occur automatically. For many years, replication of successful projects has proven particularly difficult. The process takes some forethought and planning for three reasons: (a) Waiting for a school system or a Ministry of Education to learn about and adopt a new educational methodology may mean than a large number of children will receive distinctly sub-optimal training in the interim. (b) Second, straight "transplants" are rarely accepted; a dissemination strategy keyed to adaptation is usually a must. (c) Third, it is much too costly to develop unique innovations for each location.

The dissemination process consists of three stages: making others aware of the program; in-service training and exposure to the new methodology; and follow-up in adoption and implementation. As designed, the IIBE project provides something for each of these stages. Awareness and initial interest are promoted by the role which local educators play in choosing the innovations they wish to introduce and

judging these techniques in terms of their ability to promote real performance gains in the local setting. The project's emphasis on cost-effectiveness is designed to make suggested innovations as attractive as possible to schools with limited budgets.

In-service training for staff of participating schools is provided for. At the same time, the possibility of opening this process to larger numbers of schools who can provide minimal financing or may wish simply to observe what transpires in participating institutions is not foreclosed. The training of technical support staff in the Sectoral Service Centers and at the regional inspection level will provide further backstopping for schools that wish to set out on a new course.

Finally, considerable attention has been paid in the IIBE project to the dimension of educational innovation most often deficient in educational development efforts: ensuring adequate institutionalization of the new methods. Each step toward improved educational performance is paired with efforts to increase organizational capacities within the private sector and reinforce the financial position of schools and school support infrastructures by developing new sources of funding and ensuring maximum yield on available resources.

5. SOCIAL CONSEQUENCES AND BENEFIT INCIDENCE

A major intervention like the IIBE Project will have a longer-term and broader-gauge impact than indicated by its immediate instructional results, and these consequences will differentially affect various groups within the population. As pointed out in the Haiti EHR Sector Assessment, the country has been historically characterized by very marked socio-economic stratification. Less than 10% of the population control more than 90% of the resources, and even within relatively deprived rural areas there are marked disparities in family income and life chances. Attention needs therefore to be given to the incidence of the project's costs and benefits and to its effect on some related socio-economic processes currently underway in Haiti. Five topics in particular merit at least brief

discussion at this point: effects on gender equity, effects on regional equity, impact on rural out-migration and employment, impact on the socio-economic composition and function of private education, and consequences for patterns of power and participation.

5.1. Effects on gender equity

At the level of primary education, there is relatively little gender inequity in private schools. Girls account for 48% of all private primary school enrollments, a ratio that is roughly the same at the sixth grade level as at the first grade level. Nothing in the IIBE project should adversely effect this balance.

5.2. Effects on regional equity

The availability of primary school places is relatively equitably distributed by geographical region of the country but heavily skewed between urban and rural areas. Within urban areas as well, access and quality vary greatly according to the economic well-being of the neighborhood in question.

In 1982-1983, rural areas of Haiti held 80% of the country's population but accounted for only 46% of primary school students. Breakdowns within urban areas are difficult to obtain, but in the underprivileged sections of the capital visited during the course of the Haiti EHR Sector Assessment, the ratio of avaiable school places to school-age population -- particularly in grades 4-6 -- appeared markedly lower than in more prosperous neighborhoods, and most private instituions were of low quality.

The IIBE project's exclusive concentration on rural and economically depressed urban areas will contribute to rectifying this imbalance. The breakdown of participating schools between rural and poor urban neighborhoods will mirror the current distribution of the population in this respect. Within rural areas, however, the project will not initially have much effect on improving the supply of

education to the most remote regions. There are relatively few schools at present in these generally mountainous areas of Haiti, which are very poorly served by the existing road network. Since the IIBE project focuses on existing schools rather than on creating new schools, it will have little immediate impact on educational access in the most severely disadvantaged areas of the country or on dramatically increasing the quantity of educational supply in the areas affected.

This is not to say that there will be no attendent improvement in access. Decreases in drop-out and repetition rates in participating schools will have important consequences for access and equity, because the least favored students are currently those most likely to fall by the wayside. Increases in student retention due to changes in educational quality and administrative efficiency are in fact a form of improved access, because more children gain more from their school experience.

5.3. Effects on rural out-migration and employment

Better and more efficient rural schools will mean that rural children will receive a better education, but there is always the risk that this may not necessarily translate into a more literate, better schooled rural populace. Given the current form of the Haitian educational system, with secondary schools clustering in cities and towns and practically absent from the rural areas, it can be predicted that more successful students will leave their communities--at least temporarily, and possibly permanently.

Will the benefits of the project thus be siphoned off to the cities rather than improve the quality of rural life? Contrary effects may be anticipated. On the one hand, there are always people who will try to escape the poverty of the countryside. This is not a problem inherent to this project, however, but widespread throughout Latin America and practically the entire Third World. However, on the positive side, there is evidence that some Haitian families decide to stay in the countryside if there are facilities there where their children can get a good education. Schools, in effect, can act as "magnets" to families and to

students. This is a concept successfully employed in low-income disadvantaged urban areas in the United States, where "magnet" schools have been known to attract middle-income families to neighbourhoods they otherwise would avoid or bypass. In addition, the major bonus is that those children who do stay will be at least literate in Creole and will be able to contribute to and function within their communities as literate individuals.

The likely effects of the project on employment in Haiti are hard to gauge with precision, though theoretical arguments may be made about the importance of basic literacy to job tenure and to productive self-employment. Certainly the lack of productive employment opportunities remains one of the country's most severe social problems, and the case for improved primary education under these circumstances is examined more closely in Annex F.3 (Economic Analysis).

5.4. Impact on composition and function of private education system

The IIBE project will have marked effects on the composition and function of the private primary education system in Haiti, though some countervailing tendencies are involved and it is difficult to predict exactly what the overall impact will be. On the one hand are tendencies toward consolidation, reinforcement of viable schools and pruning of those unable or unwilling to make the quality improvement effort. The emphasis on better teaching, quality control and more reliable supply of inputs -- and the upward drift in teacher salaries that is likely to accompany it -- will have some tendency to raise operating costs for the multitude of private institutions now dispensing primary education in rural and economically depressed urban areas. From this point of view, it can be expected that more existing schools will provide basic education of reasonable quality to the target population, but that a number of those presently furnishing poor quality educational services may cease to operate because of inability to pay teacher salaries or to provide the level of inputs now considered to be minimally acceptable. The net result would be a decreased volume of services, but better and more equitable supply of valid ones.

A countervailing effect should be created in the medium term, however, to the degree that one or both of two key IIBE project objectives are attained: identifying new methods of educational financing and developing low cost learning strategies (or disseminating those already in succesful use in subdivisions of the private sector) which enable private schools to produce basic education of acceptable quality at reduced unit cost. In this case, creation of new schools in underserved regions and conceivably entry of new service providers into the private education system will become a live possibility.

These effects may be expected sequentially. The first tendency will be for private education to become a more organized domain in which schools linked to a network or system that can provide instructional support services and technical support will have the greatest survival rate. The combined effects of the slight "weeding out" described above and the apparent leveling off of some forms of philanthropic funding described in Annex F.3 may mean some cutback in numbers of schools -- or at least a slowed rate of increase -- during this interim period. In fairly short order, however, the process of consolidation and the results of research and development should provide a plateau from which new extensions can be undertaken.

5.5 Consequences for patterns of power and participation

The IIBE project will have impacts at three levels on the promotion of greater popular participation in development and social governance. First, the increase in basic literacy made possible by improvements in the quality of primary education and in efficiency of school administration will equip a larger proportion of the population to understand and take part in social and political organization. Since the overthrow of the Duvalier regime, in fact, the Government of Haiti and foreign donors alike have placed renewed emphasis on literacy and major adult literacy campaigns are now underway.

Second, the increased responsibility of parents and local community leaders for school governance and financing that the IIBE project will promote will have an effect on the distribution of power and influence at the local level. Over the last 30 years there has been little opportunity for this kind of popular participation in school governnance, with the exception of areas where community action councils dominated by agents of the former regime established new schools (conseils d'action communautaire). Experience in community development suggests that local elites will continue to play the major role in the new school governnance structures set up under the project, but the composition of those elites is changing and the project will in any case contribute to the creation of some new avenues for popular participation at this level.

Finally, at the national level, the establishment of private school associations brings new organized actors into the field of educational policy determination and creates an opportunity for a broader spectrum of Haitian educators to have input into public policy decisions. Potential impacts in this domain were graphically demonstrated by the process of project design itself, discussed in greater detail in Annex F.5. Representatives from Protestant and Catholic education organizations in Haiti played an active role in designing the IIBE project and in engaging public debate over some of the basic policy questions posed by the project. A joint project design committee was established in January 1986 and met five times to assist Mission staff and the team of USAID consultants in elaborating the project paper. The committee moreover created a technical subcommission to study the problems of the educational reform in Haiti and the issue of its adoption by the IIBE project. The "white paper" prepared by this subcommission and the open policy forum in which it was submitted to an invited group of public and private educators are illustrative of the type of impact that the IIBE project promises to have on patterns of policy-making in Haitian education.

6. CONCLUSIONS

Considerable attention has been paid to issues of socio-cultural feasibility, dissemination of innovation and incidence of benefits in the design of the IIBE project. The close collaboration of Haitian educators from the private and the public sectors in project design was an essential support to this process. In a society that has heretofore been as economically and socially stratified as Haiti and that confronts the enormous educational and human problems now facing that country, continued close attention to social processes and effects during the course of project implementation will be critical.

INSTITUTIONAL ANALYSIS

1. INTRODUCTION

The purpose of technical analysis is to examine the degree to which project methodology is adequate to achieve project objectives. While centrally concerned with improvements in the efficiency and quality of Haiti's basic education system, the IIBE project has institutional as well as instructional objectives, and the two are closely interrelated. As stated in the third section of the project paper, the institutional objectives are to

> (a) enable the three principal sub-divisions of Haitian private primary education to organize structures for coordinating educational improvement efforts; and
>
> (b) to strengthen the Ministry of Education's capacity to perform the system-wide and essentially public functions of accreditation, examination, evaluation and applied research needed to support harmonious development of private education.

Progress toward accomplishment of these aims is essential to durable achievement of the project's instructional objectives. Systemic improvement in the quality of private primary education in rural and economically depressed urban areas cannot be attained or sustained unless an institutional framework for assuring minimum standards, providing necessary support and facilitating the exchange and accumulation of experience is built up. Creation of these conditions is particularly critical in Haiti for the following reasons:

> (a) After 29 years of authoritarian rule and a longer historical period of government inactivity in

development, public sector structures for the promotion of education, social welfare and economic progress are little more than a shell. Government Ministries have little effective presence in the field. Traditionally, their employees have had no civil service status and there is a general lack of institutional trust between the population and the public entities supposed to serve it.

(b) Private sector education is highly disparate, fragmented and centrifugal. In many ways, it mirrors a historical pattern known in Haiti as "marronage." The "marrons" were the slaves who escaped from plantations during Haiti's colonial period and fled into the mountains to be as far from central authority and the danger of recapture and reenslavement as possible. This distrust of governance and tendency to seek autonomy by avoiding ties and communication with the central institutions of society was perpetuated by the political turbulence of the 19th century, the American occupation of the early 20th century and, more recently, the repressiveness and corruption of the Duvalier regime. In a similar manner, private schools and school systems, which have mushroomed over the last twenty years for reasons discussed in Annex 3, have tended to develop in isolation from each other. Until recently, the unspoken feeling among most private educators was understandably that the less others, and particularly the government, knew of what they were doing, the better. This situation is accentuated by the nature of philanthropic aid, which constitutes the mainstay of private education financing in Haiti. Groups of every persusasion and from every direction have come into Haiti to do good as they saw it, and have created a situation that has not encourageed cooperative effort.

(c) At regional and local levels in Haiti, the political conditions of the last thirty years have made people reluctant to organize joint efforts of any nature. Under the preceding regime, any form of social organization not controlled by local (and usually corrupt) political elites was regarded as subversive and its members subject to considerable risk. As one

consequence, parent-teachers' associatons have been mostly unknown in the country, despite the high demand for and interest in education among parents in rural and urban areas alike, and no vialble teachers organizations were able to function.

(d) It can also be argued that, because of the conditions prevailing in Haiti under Francois Duvalier, the country did not much benefit from the institution-building foreign aid that characterized the 1960s and early 1970s and did not acquire the infrastructural resources -- now hypertrophied in some other developing countries -- which are nonetheless an essential basis for efforts to improve the performance of the educational system.

The legacy of uncoordinated educational development in the private sector results in some real inefficiencies and duplication of effort that a country as poorly endowed with material and funds for human resource development can ill afford.

2. I.I.B.E. STRATEGY FOR ACHIEVING INSTITUTIONAL OBJECTIVES

The strategy for achieving IIBE's instituional objectives is quite fully laid out in the body of the project paper (Chapter 3, sections 4.3 and 4.4, and Chapter 4, sections 3 and 4.) In summary, it consists of supporting the emergence of private sector educational associations able to begin coordinating educational improvement efforts and simultaneously assisting the Ministry of Education to establish those minimum inspection, quality control and pedagogical support mechanisms needed as a framework for achieving greater quality and efficiency in private education.

The private sector associations -- one each for the Catholic, Protestant and lay (proprietary) subdivisions of private education -- are to be vested with the responsibility of selecting and supervising the 300-400 schools participating in the project. They will also assume a new role in representing the needs to private education to the Government and undertaking joint educational planning

and will share in the R&D activities sponsored by the project and designed to identify new cost-effective methods of primary education adapted to Haitian conditions. The role of encouraging private sector organization and public sector response and of developing joint R&D endeavors will be played by a Technical Services Center, created on a temporary basis to coordinate the project and staffed by technical specialists and competent educational management consultants of both Haitian and foreign origin.

Two alternate strategies were considered during project design. The first was a "block grant" approach which essentially consisted of putting funds into the best organized of existing school organizations in the private sector (e.g.,Baptists, Salesian Fathers, Methodists) in order to reinforce what they are already doing. The second alternative strategy, a much more interventionist approach, called for the Technical Services Center created by the project to select schools, administer funds and lend technical and instructional support directly without other institutional intermediaries or partners. Initial arguments for this tactic included the idea that such an approach would be less complicated and more efficient and that private sector organizations could pick up the example as they saw fit. A third conceivable approach -- delegation of all responsibilities to the Government of Haiti -- was not actively considered during project design because of the political turbulence transpiring at the time and because of the strained nature of public sector-private sector relations in education. This third alternative should be kept in mind, however, as one further point of reference in the discussion contained in the rest of this paper.

3. FEASIBILITY OF IIBE APPROACH

From the standpoint of management, administration, and logistical field support requirements, the IIBE project appears, prima facie, to be a quite complex undertaking (see organizational chart in Chapter 4). A strategy employing a more direct, empirically demonstrable relationship between means and ends might seem more desirable. But there is no simple structural arrangement that will attain desired project outcomes, provide for streamlined, efficient

management control, while at the same time maximizing opportunities for local participation and development. The organizational structure proposed clearly conforms to the principle of form following function, and adequately expresses in schematic, operational terms the project's intended organizational outcomes.

The feasibility of the proposed strategy will be analyzed by examining three topics: (1) the appropriateness of the approach given background conditions and potential strengths and weaknesses in the private and public sectors of Haitian education; (2) lessons of experience from other developing countries; and (3) available evidence that the approach proposed can work or has worked in Haiti.

3.1. Opportunities and Risks in the Current Haitian Institutional Context

3.1.1. Nature of the private sector of Haitian education

Though the private education sector is highly fragmented and heterogeneous, embryonic institutional structures do exist. IIBE strategy is building upon these existing organizational patterns and promoting increasing cooperation through the provision of an array of incentives and opportunities for private sector groups to find appropriate organizational patterns for increased collaboration.

The rapid expansion of private sector schooling in the last 15 years occurred at a time when the Haitian Government was generally unable to direct, regulate or monitor this growth. Knowledge about the sector and the operational strengths and weaknesses of its institutions is therefore limited and not always reliable. Private education in Haiti is comprised of three major subsystems, each of which is briefly described in the following sections in order to better assess the IIBE approach to institutional development.

3.1.1.1. Protestant Schools

The Protestant sector accounted in 1983-1984 just under half (49%) of all private schools inventoried by the Ministry of Education. Divided among this sector more than 50 different mission and support groups. Though the ten largest of them account for four-fifths of all Protestant schools, this sector includes schools founded by established Haitian denominations, by foreign based church missions, as well as those established by local clergymen, often as splinter groups of pre-existing missions.

Protestant church schools are largely funded by American based religious organizations. The Centre d'Information et de Statistiques Evangeliques of Port a Prince estimated in 1985 that about 76 of the 700 or more PVOs in Haiti directly supported Protestant Mission schools. The older churches, such as the Methodists and Baptists, function independently of their American counterparts. These are also the largest with one or two hundred or more schools each. Other well established religious organizations such as the Seventh Day Adventists, the Salvation Army, and the Jehovah's Witnesses, have a small but significant presence in the educational system. In addition, now a growing number of new religious organizations have founded schools in Haiti such as the New World Mission. Historically, the older, more established churches have been wary of any affiliation with many of the newer churches, often characterized as sects or cults. Generally the issue becomes a problem when the new missions deny the legitimacy of the older churches. Those that do so constitute only a small minority of the sector. Moreover, there is little reason to believe that they would be excluded from a Protestant association if they chose to participate on an egalitarian basis with other churches.

In addition to the organized churches there are several inter-church educational foundations which suggest the viability of broader cooperation. These foundations provide specialized support in the form of nutritional aid, financial assistance and/or some technical assistance. A primary source of financial aid is furnished through internationally funded "foster parents" programs. Among both Protestant and Catholic schools about 200,000 children

are funded through foster parents. . Major groups such as World Vision, the Christian Children's Fund and Compassion, provide several million dollars each year by this means. (Further details on PVO funding are found in Annex F.3.)

While theological differences have been a noticeable influence on education in Haiti, it does not seem likely that they in themselves will impede coalition. The unequal funding of various denominational schools is more likely to pose a threat to project objectives insofar as it exasperated these differences. For this reason it is particularly critical that the mechanisms formulated for selecting schools for project participation be perceived as objective and, above all, equitable

Organizational Structures There is considerable potential for institutional development among Protestant groups of schools. An organizational infrastructure exists, though it is fragmented along denominational lines. The Baptist Mission of Haiti has perhaps the most extensive system of education which in 1984 served 32,583 students. It is estimated that as many as 64,000 students are served by other Baptist missions in Haiti. The Seventh Day Adventist World Service (SAWS) operates two regional school systems in the North and South which served 14,784 students through 126 schools in 1985. The Service operates its own system of inspection for the 40 schools located in the South, some of which are financed directly by SAWS while others are financed by local churches.

The school system of the Methodist Church is organized into five circuits, each with an inspectorate that monitors the instructional quality of the schools. In 1983 the system consisted of 52 primary schools that served 9,091 students. The pattern of school financing is varied. Only one school is totally self-supporting; the majority of schools receive direct funding from the Methodist Church or the circuit.

Compassion International assists about 250 private local mission schools serving 18,000 students in 1984. It provides direct financial aid, training for school teachers and directors, and monitors schools with a staff of 38 inspectors. The Episcopalian Church has been in Haiti since the 1860's and operates some 60 schools reaching about

25,000 students. In recent years they have formed an Association of Episcopalian Schools to establish and maintain quality standards in their schools.

3.1.1.2. Catholic Schools

The Catholic sector of education accounts for about 20 percent of private schools. It is comprised of schools run by parishes under the responsibility of local priests, "ecoles presbyterales," and schools established and operated by Haitian religious orders (Salesians, Oblates, Sisters of the Holy Cross, etc.) known as "ecoles congreganises." The former represent the largest number of rural schools in this subsector.

Financial support for schools in this subsector is varied, and complex, and the limited information available does not lend itself to generalizable analysis. Presbyterial schools are most often supported locally through a combination of school fees, church support and fund raising activity. Much of the support for the congregational schools comes from the founding religious order. Until recently these schools also benefited from public funding which was greatly reduced in 1985 because of differences with the Duvalier Government. This extra source of funding for schools established by religious orders has not prevented the larger Catholic community from coalescing to promote greater cooperation with the Bishops on educational issues. Other forums for cooperation include such overarching Catholic charitable organizations as the Catholic Relief Source which provides nutritional aid, and CARITAS, which offers a wider array of educational assistance.

Organizational Structures. Both the presbyterial and congregational schools operate within larger organizational structures which provide some basis for facilitating cross-sectoral cooperation. For example, the presbyterial schools are organized into systems of "chapel schools" within each of the six dioceses in Haiti under the authority of the Bishop. Chapel schools aremost numberous in rural areas. The Salesian Fathers operate a system of 137 schools in the poorest neighborhoods of Port-au-Prince. These schools are essentially small proprietry institutions which the order

has adapted by providing teacher salary supplements, some basic instructional materials and a daily meal on the condition that the teachers conform to certain norms in their work, agree to regular inspection and attend in-service training sessions. In some respects, the successful experience of the Salesian Fathers in the slums of the capital was a direct inspiritation for IIBE strategy. In each of the impoverished communities where they work, the Salesians have established an efficient "feeder school"structure in which a larger, better equipped central school provides continuing services after the fourth year to area "mini-schools."

3.1.1.3. Lay Schools

This category of schools is comprised of what might best be described as independent schools and accounted for about 30 percent of all private schools in 1984-1985. Inclusion in this should be interpreted to mean that such schools are not directly affiliated with or supported by Government nor the larger, established Catholic and Protestant groups, although this does not necessarily always imply a non-religious identification of some kind. Generally, these schools are established and operated by individual Haitians or community groups. Two types of groups are included in this category: community schools and proprietary schools. The former, community schools, are generally established in small towns by residents to provide expanded educational opportunities to the local community. Proprietary schools are of a more commercial nature, and have emerged and proliferated in urban areas and large towns where population density and effective demand for education are high. Because of their dependence on tuition fees to operate, lay schools are districtly less numberous in rural and very low-income urbans areas than they are in the relatively more prosperous sections of Haitian towns and cities.

Organizational Structure This subsector of private education has no apparent organizational infrastructure and has not been the object of systematic study. Lay schools operate on an independent, for-profit or break-even basis within a context of heightened competition for limited, available resources. In the main the proprietary schools

appear to have a relatively short and financially troubled lifespan. For these schools, quality improvements are secondary to survival. Because of their overdependence on tuition fees as the sole source of school financing, emphasis is most often given to enrollment expansion.

The absence of any existing organizational infrastructure or identifiable leadership means that project activities must start from ground zero in building an effective association in this subsector. One consequence of this leadership vacuum has been that such schools have not been directly represented in project design activities to date. Project leadership will certainly need to be sensitive to the importance of not allowing this initial disadvantage of lay schools to reduce their subsequent participation in project policy formation, planning, and benefits on a level at least commensurate with their importance in the areas targeted by the project.

Several alternatives for approaching the lay sector, enlisting its participaton and promoting some degree of organization were discussed duringproject design. They included direct intervention of the TSC, enlistment of the Haitian Association of Voluntary Agencies to perform the task, and conferring this responsibility on the Private Education Office in the Ministry of Education to be established with AID support as part of the public sector component of the project. The latter alternative was chosen, despite some drawbacks, to be the best and most consistent with the goals of better coordination and institution-building set by the project. The staff of the Technical Services Center will need to assist the new Ministry personnel in the task of identifying lay schools for participaton in the project, providing them with the needed services and support and seeking indigenous leadership within the lay subsector for future association. Given the apparently limited presence of genuine proprietary schools in the zone, targeted by the project, it is not certain that it will be necessary or appropriate to start a full-fledged sectoral Service Center on the model of those proposed for the Catholic and Protestant schools. But existing lay schools in these areas need to be included, and the experience of servicing their needs - if only for an interim period - will give the Private Education Office a

solid foundation in reality and field experience for its new mission.

3.1.2. Donor Activity in the Private Education Sector

Despite the importance of the private sector in Haitian basic education, bilateral and multilateral donor agencies and Government largely have not intervened in this sector, leaving the field primarily to PVOs and philanthropic agencies. As a consequence, there has been to date little outside impetus for improved sector-wide coordination and planning.

3.1.3. Government and the Private Sector

The role of Government vis-a-vis private sector education in Haiti is characterized by two contrary considerations. From an historical perspective, a Government tacit "laissez faire" policy of limited intervention has provided the context within which the private sector has expanded to its present dominant position in the provision of basic education. This dominance and uncontrolled growth has, however been characterized by extreme variance in educational programs, uneven quality, administrative irregularities, and a general lack of standards which--all conditions that highlight the need for a greater degree of quality control and monitoring.

Current political conditions create an historical opportunity to rectify many of these institutional problems thanks to the emergence of new purposeful and dedicated leadership in the Ministry of National Education. The IIBE strategy for doing so will be discussed in the next sector.

In summary, as presently constituted, the private sector of Haitian education presents both a number of strengths and a number of weaknesses as a candidate for more organized efforts at educational improvement and as an active partner in the planning, implementation and evaluation of a major educational improvement project like IIBE.

On the positive side of the ledger, several things can be noted:

There is a high level of experience, expertise and leadership potential scattered throughout the private sector. A number of competent and innovative educators have for years taken an active role in private education because of the lack of public employment opportunities and the unfavorable political climate.

The private sector is also a field where a good deal of educational innovation has been going on in uncoordinated fashion for more than a decade. The official Educational Reform was itself based in large measure on methods previously tried out in private schools; and a number of private school networks continue their own variety of applied or "action" research into questions of educational improvement

At the same time, the private sector is the repository of the greatest amount of experience in the domain of rural education. In 1982.83, 67% of rural primary schools were private. In both the remote rural areas and the poorest urban neighborhoods, private schools are presently the predominant source of education.

Finally, there are already a number of functioning and relatively efficient educational organizations within the private sector that have acquired considerable experience in the logistic and organizational problems posed by effective support for rural and poor urban schools.

On the obverse side, a number of weaknesses and constraints on private sector organization need to be noted:

Potential for greater efficiency is constrained by organizational patterns along religious/secular lines, by denominational divisions, and foreign/local leadership variations.

Sector growth has been characterized by centrifugal tendencies and a tradition of "marronnage."

Government support to the private sector in the provision of school inspectors and quality control mechanisms has been inadequate because of the underdevelopment of MEN capabilities, and general suspicion of government intention.

There are inadequate levels of funding for private sector schools which are characterized by an overdependence upon external donor resources, on the one hand, and, on the other, by a dependence upon the limited, overtaxed disposable income of poor families.

There may be an overemphasis on promoting expansion and access at the expense of quality improvement because this policy leads to more immediate gains in school income and furthers the social and religious goals of school founders.

Educational planning within the sector is concerned with limited horizon, short-term goals, reflecting an uncertainty about the future borne from the intermediate and long-term unreliability of charitable funding sources.

Historically, there have been no incentives for pooling resources and taking advantage of potential economies of scale savings in such areas as materials production and distribution due to the highly competitive environment created by independent fund raising and membership drives.

The effort to promote better organization and coordination in the private sector as a support of quality improvement in local private schools is therefore not without its risks and difficulties. However, the factors outlined above suggest that the strategic options adopted by the IIBE project are in fact those most likely to ensure accomplishment of project objectives and durable improvements in the quality of education in private schools.

Given the context described, block grants to a few major subsystems within the private sector would risk creating conflicts and jealousies that would prejudice in the long run the wider dissemination of IIBE methodology and might cut the project off from needed outside sources of technical support and inspiration for educational innovation. On the other hand, a direct administration approach where the TSC played the role of sole provider of support for participating schools would seem to invite the fate suffered by many development projects in Haiti and elsewhere that have not taken account of existing institutional structures and have therefore ceased to exist once donor funds were decreased or discontinued. Finally, for a series of reasons discussed more fully in the following section, despite encouraging improvements in the Ministry of Education in the two months since the change of regime, it does not seem propitious to burden the Government with administration of a private sector project of this magnitude at a time when it is just beginning to reorganize and get better control of its own school structures.

3.1.4. Nature of the public sector of Haitian education

In the Haitian EHR Sector Assessment, a good deal of attention is paid to the history and background of public education in Haiti. Those arguments and descriptions can be summarized in a few points:

> Though public education has a long history in Haiti (the government passed a law rendering public primary instruction free and open to all in the late 19th century well before similar legislation was passed in France), the GOH created relatively few schools -- and scarcely any in rural areas -- through the mid-20th century.
>
> Under the American occupation and again from the 1950s through the mid-1970s, responsibility for the educational system was divided between two Ministries: Agriculture for rural schools and the Ministry of Education per se for the urban ones. A comprehensive administrative structure for

education did not begin to be built until the last decade.

Until very recently teachers in public schools had no official status within the civil service, no possiblity for promotion or salary increase and still have no social benefits.

Employees of the central Ministry were better paid and provided for, but, as the current Minister of Finance has pointed out, under the former regime 80% of such positions were filled by benefactors of political patronnage who had little interest in or knowledge of the educational system per se. Upon taking office, the new Ministerial cabinet discovered that fully 20% of the names on the payroll did not correspond to people actually working for the Ministry.

The post-Duvalier Ministry of Education is a structure animated with a new will to organize and promote basic education in Haiti, but devastated by gaps in personnel and structure and burdened with a heavy inheritance of inefficiency. The World Bank continues to provide logistic and material support for the functioning of the Ministry to enable it to manage the Educational Reform, and there is every indication that this aid will now be better used than in the past; but the new Ministry is scarcely in a posture to take on a large additional load of schools and teachers. The IIBE strategy with regard to the public sector seems to be the most efficient approach available -- which will enable the Government to play a better supportive and regulatory role for existing private sector institutions and will help the private sector organize itself as a more valid and helpful partner in educational improvement.

3.2. Lessons of Experience from Other Developing Countries

Certain lessons of experience in project administration in other developing countries lend further support to the design proposed for the IIBE project in Haiti. The two most important concern on the one hand the importance of building where possible on existing institutional structures, and, on the other, the importance in public service sectors of a degree of decentralization and privatization.

On the first count, experience has shown that institutions and project structures imposed exclusively from the outside have a low survival rate in developing countries once donor monies are withdrawn. The advisability of the third alternative outlined in section 2 above -- direct administration of private school support resources by the Technical Services Center -- is therefore problematic. Institutional capacities for organizing educational improvement exist in both the private and public sectors in Haiti, but need to be nurtured. It should, of course, be noted that the private sector in Haiti includes a number of organizations largely, or at least initially, created and funded by outside donors: the mission and religious order educational associations in particular. "Haitainization" of PVO structures is, however, well under way and it seems likely that the project will have the effect of contributing to the indigenisation of private sector leadership It is already notable that the Protestant and Catholics which have been participating in project design (see section 3.3 below) are largely composed of, and entirely directed by, Haitian personnel.

The second consideration concerns the efficiency gains possible through a degree of decentralization and privatization. Experience in numerous developing countries suggests that, in the realm of education as in numerous other areas of public service, there is a ceiling on the amount of programming that can be administrated solely from a central governmental structure in a cost-effective manner. The educational system is, in effect, one of the largest and most complicated "industries" or productive activities in any developing country. Relative to the size of the country, it employs a very large staff to deliver a complex set of inputs to a great number of clients over a vast

geographical area. Decentralisation (or the delegation of responsibility and the transfer of resources to regionally or functionally deconcentrated units) and partial privatization (or the decision to encourage supply of a portion of needed social services through private or market channels rather than government structures) are two strategies that can alleviate administrative overload on central government and permit more efficient use of educational resources.

Haiti is in a particularly interesting position with respect to strategies of decentralization and privatization. Whereas in many developing countries, particularly in Africa, a concentrated effort is being made at the present time to foster a private sector able to bear some of the burden of public service delivery and educational supply, in Haiti this social configuration exists already. An approach to educational improvement, like the IIBE strategy, which involves organization of the private sector and reinforcement of the public sector's capacity to support, regulate and amplify the private contribution seems therefore the most promising one to adopt. In this way it may be possible to get maximum mileage out of existing resources and capacities in Haitian society. To neglect the potential for improved educational supply that exists in the private sector would be a tragedy not unlike one that Haiti has already experienced: In the late 19th and early 20th centuries, the country had a relatively flourishing set of provincial cities with their own ports and commerce (Jacmel, Les Cayes, Jeremie, Gonaives, Cap-Haitien etc.). Under the American occupation and again under the Duvalier regime, these regional commercial centers were effectively choked off to deny opposition groups an economic base. Now, at a time when many developing countries are struggling to break out of economic polarization around their capital cities and to create a network of secondary cities, Haiti finds itself in the paradoxical position of having possessed and lost a valuable resource for economic and social development.

3.3. Haitian Experience with Private Sector Organization

A final point to be considered with respect to the feasibility of the IIBE institutional strategy is previous

experience in Haiti with private sector organizaton and coordination. The organization of educational subsystems within the private sector has already been discussed. Pan-Protestant organizations have been attempted at various times over the last thirty years but have generally run afoul of two constraints: (1) theological differences among the member groups, reinforced in all likelihood by their separate sources and different levels of funding; and (2) the general ambient restrictions on social organization discussed in section 1. The Catholic Church is by nature more unified and internally organized, but two separate educational systems -- the presbyterial schools and the congregational ones -- continue to exist, the former further split into different bishoprics and the latter into separate religious orders. The religious orders have had for a number of years a joint education committee within the framework of the Haitian Conference of Religious Orders (Conference Haitienne des Religieux or "CHR") and the Haitian Bishops' Council (Conference Episcopale Haitienne or "CEH") was in the process of setting up an educational commission prior to the inception of the IIBE project. But the degree of existing coordination among these bodies was not as great as that proposed within the IIBE project.

As for the lay subsector, it appears that no previous coordination efforts have been made and that, with the exception of the Haiti EHR Sector Assessment, some sketchy information in the MEN's annual statistical digest and the results of school mapping studies in three departments, there is no reliable data base on the nature and number of schools involved. In fact, the Ministry of Education has been the only organized entity to have given any systematic attention to lay schools as a category of the private sector and to date it has had limited information and capacity to do so.

Coordination among the different branches of private education and between them and the Ministry of Education was until the last decade practically an unknown phenomenon. Instances of joint activities and deliberations began to appear with the development of the Educational Reform, because it was born from the experience of private sector education. A certain number of workshops and encounters of private and public sector educators to discuss its

methodology were held starting in the late 1970s. Since 1983, however, the number of these consultation tapered off sharply. Protestant-Catholic and public-private cooperation continued in one other limited arena: work on the transcription of Creole and the composition of Creole literature.

There are, therefore, some preliminary and limited precedents to build on in the area of private sector organization and public-private collaboration. But probably the strongest indication of the potential for progress in this area is furnished by the IIBE project design process itself. AID went to considerable length to involve representatives of the Catholic and Protestant subsectors in project design. Discussions were held with directors of lay schools, but because of the lack of existing representative structures and the apparently small number of genuinely proprietary or community schools in the low-income areas targeted by the IIBE project, it was not possible to include delegates of the lay branch of private education in project design deliberations. The response from both the Catholic and Protestant sides was very encouraging and both of these communities in effect used the stimulus of IIBE project design to carry forward efforts toward better coordination and organization already begun at the initiative of their own members.

On the Protestant side, a general assembly of missions and churches involved in education was called and a consultative committee designated to work on project design. On the Catholic side, initial discussions were held with the education committee of the CHR. These were then ratified by the Council of Bishops, which enlarged and modified the membership of the committee in order to represent Catholic schools more fully. After a series of separate meetings between the project design team and the Protestant and Catholic committees, the decision was made, with approval of the Protestant "general assembly" and the Bishops' Council, to form a joint Protestant-Catholic project advisory committee ("comite mixte") to settle remaining design issues. The joint committee held its first meeting in January of 1986 and was convened three further times to iron out details of project planning. It also created a joint technical subcommittee to study the situation of the

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Educational Reform and the alternate models developed in the private sector and to make specific recommendations concerning the position that the IIBE project should take with respect to the Reform. The subcommittee will present its written report to an invited group of 140 Haitian educators, including representatives of the Ministry, in May 1986. This meeting promises to be a first concrete piece of evidence confirming the great potential for educational improvement that can be realized in better organizing the private sector.

4. CONCLUSIONS

The effort to promote more effective organization of private sector education and better coordination between the public and private sectors is undeniably ambitious. The foregoing discussion demonstrates that the institutional strategy of the IIBE project is in all likelihood the one best adapted to current conditions in Haiti. The proposed structures repose for the most part on existing institutional resources in the country and, though from an outside point of view somewhat complex, constitute in fact a considerable simplification and rationalization of present patterns in the private sector, and one that private educators themselves have helped to design.

The major conclusions of the institutional analysis are therefore that the IIBE project is feasible. It also seems appropriate and consistent with priority sector needs identified in the Haiti EHR Sector Assessment (June 1985) and with the Government's goal of extending the Educational Reform into the private sector. The project represents a unique, multi-faceted approach to sector improvement through institution building that has already exercised an influence on Haitian counterpart groups and donor institutions alike.

The decision to work in a collaborative arrangement with Government means that the feasibility and success of the project are to some extent contingent upon a continued climate of openness and a sense of commitment for private school improvements within the public sector. The project is, however, structured in such a manner that its major components can be implemented under the aegis of a private

organization if the present favorable opportunity for collaboration cannot be sustained.

Finally, in addition to the accomplishment of specific project objectives, two other potential benefits can be expected from the IIBE institutional development approach. First, the organization of the private sector is a sine qua non for establishing a foundation for meaningful educational planning in Haiti, and for the achievement of macro-efficiencies in the educational system. Just as the Educational Reform cannot reach its goals without private sector acceptance, so educational planning that embraces only 35% of the primary system -- the public portion -- would have little consistency. The IIBE project provides a vehicle for a new, organized dialogue about major policy and planning issues between the public and private sectors. Secondly, the project establishes a structural framework which will contribute significantly to research and development initiatives in Haiti. The private sector is rich in human resources, expertise, and productive educational experiences which have yet to be adequately documented.

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ADMINISTRATIVE ANALYSIS

1. INTRODUCTION

The purpose of this administrative analysis is to determine whether the best alternatives have been identified in assigning the functions of project implementation. Such analysis is generally contingent upon the identification of the agency to be charged with implementation and involves assessing its current capabilities, the increased workload to be added by the project, and the adequacy of project elements designed to assure that the implementing agency will have sufficient capacity to fulfill all of its responsibilities under the project.

At the time of project design, the specific agency to be charged with long term implementation had not yet been identified, but choices have been made concerning the first year of the project and the mode of project administration. These merit brief discussion and justification. This text examines, therefore, the type of implementing arrangement that seems most advisable for the IIBE project and the characteristics to be sought in the eventual long-term implementation partner.

2. FORM OF ASSISTANCE AND CONTRACTUAL AGREEMENT

The majority of resources to be allocated under the IIBE Project are destined for schools and school associations in the private sector or administrative units directly linked to them. It has been determined by both AID and the Government of Haiti that it is, therefore, not appropriate to designate the government or its Ministry of Education as the principal project implementing organ. The Ministry is now fully occupied in reorganizing and mastering the administration of the public school system and is currently in no position to manage a project principally devoted to private schools.

It is therefore necessary to choose a private or external grantee that will be able to perform the tasks required under the IIBE Project or to subcontract them to competent entities. To minimize administrative costs and overhead, it would be desirable to identify a grantee able to play both management and technical roles. There are at present no private profit or non-profit organizations in Haiti having both sufficient experience in project management and in technical assistance to education to assume this responsibility. The private sector education associations to be established under the project--which exist already in embryonic form as a result of the collaborative method used in project design and more fully described in Annex F.2--will have sufficient experience and competence by the end of the project to serve as grantees for future education projects. But AID experience in Haiti and elsewhere indicates that it is unwise to burden a nascent local organization with the major financial responsibilities involved in functioning as grantee for an assistance project.

At the same time, the preservation and deepening of the on-going collaboration between the Mission and the Catholic/Protestant Advisory Committee and between the Catholic and Protestant educators themselves requires an especially sensitive approach to the selection of the grantee and the early stages of project implementation.

The significance of Catholic and Protestant educators coming together around the same table to help design the project cannot be overemphasized. It has and will continue to have an impact on Haitian education far beyond its importance to the AID project. Likewise, post February 7, 1986, Haiti is undergoing a period of national soul searching. A burning issue is the appropriateness to Haitian national development of the sometimes less than collaborative approach of the donor agencies to assistance. The Mission's openness to a long, collaborative design process has taken on an importance in itself and is freighted with political significance in the new Haiti.

In this environment, the manner in which the Mission executes the transition from design to implementation will have a decisive effect on the success of the project. Behind the creative institutional behaviors described above and sustaining them is a set of human relationships based on mutual trust built up over a year. A vital part of this human network has been the individuals providing technical assistance from the PID through the Project Paper under the auspices of the Improving the Efficiency of Education Systems (IEES) project. The IEES project is designed to offer the Mission's education project the necessary continuity in the first stages of its implementation.

Consequently, to avoid the shock an abrupt introduction of an outside grantee would entail, the Mission has decided to exercise its option to "buy-in" to the IEES project for the management of the first year of the project. Known and trusted consultants who have taken part in the year-long design process will assume the responsibility of setting up the project, hiring the staff and managing the institutional structures envisaged in Annex F-2.

A project agreement will be concluded with the Government of Haiti for the implementation fo the public sector portion of the CINEC program and the establishment of the Office of Private Education in the Ministry of Education

During the project's first year, the Mission will seek a grantee with the necessary management and technical capacities to administer the remaining five years of the project.

Three forms of agreement between this entity and AID could envisaged:

(a) an institutional contract;

(b) a cooperative agreement, or

(c) an operations program grant.

The first is the most constricting and is appropriate to situations where there are very specific tasks to be accomplished which serve as the object of precise

contractual agreement. The second is a more flexible arrangement under which AID identifies an institution with experience and expertise in the technical areas outlined by project design and gives this institution a considerable degree of latitude to organize and set about the tasks necessary to achieve project objectives. The third is the most supple and least specific of the three and involves essentially broad support for an existing institution to do more work in a general area in which it is already involved.

Of these three, the cooperative agreement seems to be the one best adapted to the nature and needs of the IIBE project. The project is multi-dimensional and evolutionary in design--that is, host country counterpart institutions have been closely involved in the planning phases, and numerous decisions will need to be made with them during project implementation on the basis of the results of early rounds of activity. A cooperative agreement embodies best the combination of specific project concerns and broad implementational authority that this situation requires.

3. SELECTION OF THE GRANTEE INSTITUTION

3.1. Criteria for Grantee Selection

Characteristics to be sought in the grantee institution have been suggested in Chapter 4, Section 2, of the main body of the Project Paper.

3.2. Selection Process

The Project Paper will be communicated to a group of 10 American institutions--non-profit technical assistance agencies, development assistance firms and/or universities--known by Mission personnel for their known capacities and interest in the type of work required under the IIBE project. They will be asked to submit brief proposals outlining the way in which they would approach the task of project implementation and their previous experience and particular strengths in the technical areas in question. Applications will be reviewed and judged by Mission staff in

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INITIAL ENVIRONMENTAL EXAMINATION

PROJECT LOCATION : Haiti

PROJECT TITLE : Incentives for Improving Basic Education (AID Project No. 521-0190)

FUNDING : $15,000,000

LIFE OF PROJECT : FY 1986-1990

IEE Prepared By : James J. Talbot
Regional Environmental Management Specialist

James J. Talbot

Date: 9/23/85

ENVIRONMENTAL
ACTION RECOMMENDED: Negative Determination

CONCURRENCE

Jerome French, Director

Date: 9/24/85

PROJECT DESCRIPTION

The purpose of the project is to improve the quality and efficiency of instruction and equity of access to education among private primary schools serving rural and depressed urban areas of Haiti. The four basic components of the project include:

- incentives and resources for the private sector;
- support for the public sector;
- research and development;
- evaluation.

Some resources will be applied to renovate inadequate school facilities and/or construct new ones as needed. No other interventions on the physical or natural environment are proposed.

RECOMMENDED ENVIRONMENTAL THRESHOLD DECISION.

REMS has reviewed the proposed project (PID) with respect to AID's Environmental Procedures (22 CFR Part 216), particularly regarding Section 216.2.b on exemptions for educational and training programs. Whereas some physical alterations of the environment should occur on a limited basis at the sites of construction, negative impacts are expected to be minor and reversible once facilities are operational. It is therefore recommended that a Negative Determination be accorded this project.

Engineering Analysis

The IIBE project is designed principally to support improvements in the quality and efficiency of existing primary schools and not to underwrite a major expansion effort. For that reason no outlays for construction of new schools are planned. However, there are cases in both rural and depressed urban areas where the dilapidated state or small size of existing facilities is a critical constraint on improvements in quality of instruction and administrative efficiency. For example, when schools must suspend classes during rains because of inadequate roofing or where sixty to eighty children are crammed into a classroom designed for twenty, it is impossible to conceive of significantly improved performance without addressing these physical handicaps.

USAID will provide standard plans to be used during the project for replacement or addition to the existing schools in the program. See Tables 1 and 2. Standard plans will be easy to use, with simple and typical construction techniques within the capability of the many organizations involved in the execution of civil works. Renovation work will be reviewed and approved by USAID on a case by case basis.

The contract Engineer shall have the necessary skill and experience in similar types of construction and will be approved by USAID prior to the commencement of activities. The Engineer will be selected on the basis of expressed interest and demonstrated competence in local self-help construction projects. If necessary, USAID will assist the organization in finding a qualified engineer. One criterion for selection of the contract engineer will be a willingness to accommodate local participation in project planning and in labor and materials supply. The organization responsible for construction will contract with the engineer.

Every school in the program will be surveyed and photorecorded by the USAID Engineering Office or the Engineer hired by the Community to attest to the condition of the existing facility. Recommendations will be made, as appropriate, on the actions to be taken, regarding renovation, replacement or additional classroom space.

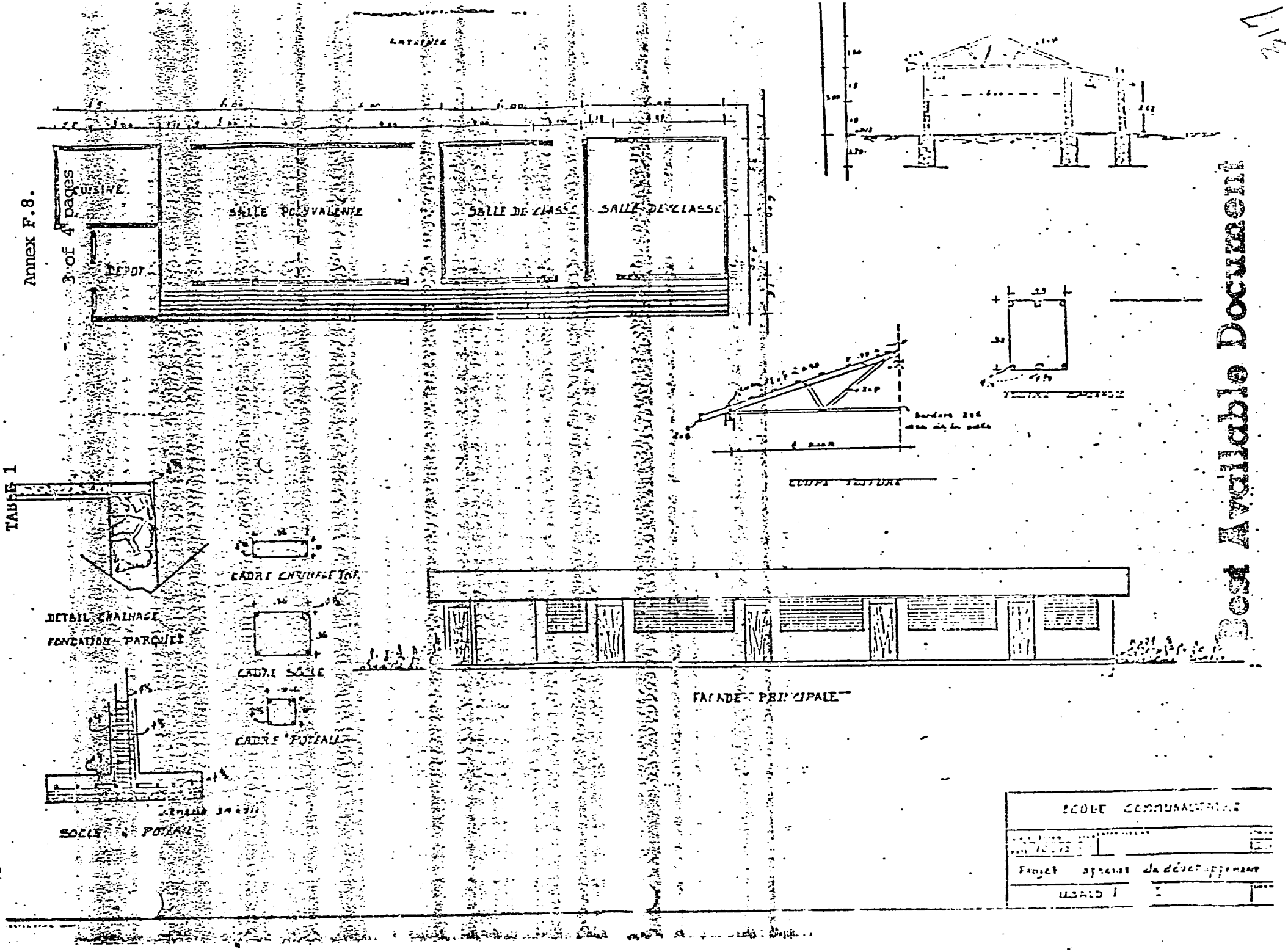
In the case of schools belonging to organized subsystems (Sister of Holy Cross, Methodists, Salvation Army, etc.) that have acquired experience in local school construction, the job may be subcontracted to the concerned subsystem. For example, the Baptist Mission of Haiti has already supervised construction of more than 75 schools in rural areas. Therefore, they would require less guidance than an organization with no school construction experience. In the case of unaffiliated schools or those belonging to subsystems lacking experience in local school construction, the job will be subcontracted to the selected Engineer.

After receiving USAID approval, the TSC will provide funds or materials, on a matching grant basis, to schools that have a need and desire to make infrastructural improvements and present a coherent justification and plan of action for this undertaking. USAID will make routine visits to monitor construction progress, identify problems and will attest on the final acceptance of the subject facilities

Annex F.8.

3 of 4 pages

TABLE 1



SALLE DE CLASSE

ECOLE COMMUNAUTAIRE

PROPOSED SCOPES OF WORK FOR PROJECT PERSONNEL

While some latitude must be given the contractor in recruiting the best candidates available, there are certain individual, experience, and training characteristics which should help guide these selections. The following scopes of work for project personnel are proposed as guidelines.

1. Technical Services Center Director

This is a three year position which requires experience and expertise in the planning and management of large-scale education projects. As Chief-of-Party, the Director will be responsible for planning, directing and coordinating all project implementation activities in both the private and public education sectors. The Project Director must work closely with the USAID/Haiti Project Monitor, the IIBE Advisory Council, key Ministry of Education personnel, and project staff to assure the timely delivery of project materials, training and research activities. It is essential that this person have the professional expertise and the personal traits to permit easy relations with Haitian government personnel and private sector groups to bring about the project's sectoral integration, and institutional development goals. Knowledge of and experience with private sector projects conducted in other settings would be an important asset for this position.

Candidates should have a PhD or equivalent in education, and experience in educational management in Haiti or a similar LDC setting. Oral and written fluency in French is an essential requirement. Some familiarity with Haitian Creole is desirable.

2. Assistant TSC Director

The Assistant Director will assume full responsibility for project implementation at the completion of the third project year and should thus possess qualities and experience similar to those of the Project Director. This is a five year position which begins at the start of the second project year. As Assistant Director this person will assist the Director in all aspects of project implementation, and will serve as Acting Director during the Director's absence.

The candidate should possess a PhD or equivalent in a relevant area of education and should have previous professional experience in education projects in Haiti or a similar developing country. Oral and written fluency in French is required. Some knowledge of Creole is an asset.

3. Educational Administration and Organizational Development Specialist

This is a four year position requiring a combination of experience, expertise and organizational skills in the areas of institutional development and administration, logistics and information systems management, and community development. A major objective of the IIBE project is to assist the three principal sub-divisions of the private sector to organize durable structures for coordinating and supporting educational improvement efforts. This staff person will assume a pivotal role in assuming major responsibilities at three key levels: assisting the three sectoral service centers in procuring, planning, organizing and executing the delivery of project materials and services; developing an information storage and processing system on participating schools; and assisting the centers in improving the financial base of participating schools through viable income-generating strategies.

An M.A. or equivalent is required in one or more of the areas of educational management or administration, information management, or in organizational development. French fluency will be required and some knowledge of Creole

is highly desirable. It is important that this person have previous experience in community development efforts in LDCs. Knowledge of or experience with the problems of educational development in Haiti will be an asset.

4. Educational Evaluation and Research Specialist

This is a six year position requiring a high level capability in both the technical aspects of educational evaluation and research and the planning and management of evaluation and research training. This specialist will have primary responsibility for assisting the sector centers in establishing systems for the evaluation and monitoring of participating schools. Duties will include collecting baseline data on participating schools; preparing manuals for training of school directors and supervisors; organizing an annual evaluation of participating schools; and responsibility for working with IIBE staff and key Ministry of Education personnel in developing and validating a better system of national achievement tests and end of school examinations. The specialist will also assume responsibility for organizing initial project research and development activities. These will focus on inventorying innovations already underway in the sector and on testing their effectiveness in selected participating schools. It is also required that this person with counterparts at the sectoral centers and within the Ministry and provide both formal and informal training to insure that evaluation and research skills are developed within these institutions.

Solid technical competence is needed in this position, and candidates should possess a PhD or equivalent in educational research and development. Fluency in French is necessary and some knowledge of Creole would be an asset. Previous experience in Haiti or a similar LDC is required.

5. Instructional Systems Design and Media Education Specialist

The ISD and Media Education Specialist is a four year position which begins during the third year of the project. This position requires a high level of technical competence

and practical experience in designing, adapting, and implementing, learning technologies and instructional systems. An important objective of the IIBE project is to improve the quality of instructional inputs to schools participating in the project after an initial phase of research and development. This specialist will work closely with the Educational Evaluation and Research Specialist in organizing experimentation and dissemination of educational technologies appropriate to the needs of Haitian schools. This person should have field experience in conceptualizing and implementing specific applications of ISD technology and mediated instruction in LDC elementary schools. This specialist will also be expected to present this area of expertise to SSC staff and Ministry of Education personnel and to transfer to them the essential information necessary for the operation of the improved instructional system. The Specialist will present appropriate training and workshops in the area of instructional design as well as interact informally with the staff.

The candidate should possess a PhD in education, preferably in the area of instructional systems design. Previous experience in the planning and/or implementation of ISD applications in LDCs is required. Fluency in reading and writing French is essential.

6. Sectorial Service Center Directors (2)*

These are six year positions, one in the Catholic SSC and the other in the Protestant SSC. They require practical knowledge of and experience with the Haitian system of primary education. The two Sectorial Service Center Directors will assume primary responsibility for directing, coordinating, and executing all activities of the respective SSCs. During the initial phase of the project, the SSCs will

* Scopes of work are given only for positions in the Protestant and Catholic Sectorial Service Centers. Positions in the Private Education Office of the Ministry of Education, which will service the "lay" sector, will be filled by the GOH. The work involved parallels closely, however, that outlined here.

perform a critical intermediate support role between the Technical Services Center and the participating schools and will progressively assume full responsibility for all TSC functions. Duties of the SSC Director will evolve from supporting and supervising sub-sectoral activities to planning, coordinating and executing effort in the areas of in-service teacher training, management training for school directors, instructional materials distribution, pre-primary school supports, and school construction services. It will be essential that the Director have a practical knowledge of the educational milieu served by the SSC.

The candidate should possess a university level degree in education or a related social science specialization. Previous experience in educational development projects is required. Fluency in French will be necessary and knowledge of Creole very desirable.

7. Curriculum and Teacher Training Specialists (2)

These specialists will have primary responsibility for coordinating curriculum development and teacher training activities within the educational community of their respective SSCs. The position begins at the start of the project and continues for six years. These persons will work closely with the Instructional Systems Design and Media Education Specialist of the TSC and with local school directors. They will help to ensure the timely delivery of project services and materials. In addition, the CTT specialist will be responsible for the coordination and supervision of field inpsection staff.

Candidates should possess a university level degree in education or have equivalent experience in curriculum development and teacher training. French fluency and knowledge of Creole are required. Prior experience working in educational development projects in Haiti or other LDCs will be an asset.

8. Testing and Evaluation Specialist (1)

This six-year position will be shared by the Protestant and Catholic SSCs. The Specialist will collaborate with the TSC Educational Evaluation and Research Specialist, local school directors, and project monitors in the coordination of evaluation and testing activities conducted in the respective SSCs. This person will be hired at the start of project activities and will be expected to gradually assume the responsibilities of the TSC specialist. Duties will include working with the TSC Specialist in collecting baseline data from participating sub-sector schools, perforamcnè indicators, and background information to assist in developing a more accurate data base for sector planning; assisting in the development and administration of improved student achievement instruments and final examinations; and recording, compiling, and assisting in the analysis of school and project data for all required reports. In project research and development activities, the specilaist will be expected to perform a major liaison function between the TSC, sub-sector educators engaged in relevant developmental activities, and school directors.

The candidate should have a university level degree or equivalent experience in the field of educational testing and evaluation. French fluency is required and knowledge of Creole is a strong asset.

9. Educational Administration and Community Development Specialist (2)

A six year position requiring previous experience and demonstrated skills in educational administration and/or community level development projects in Haiti. The Ed. Administration/Community Development Specialist in each sectoral service center will perform a key role in helping schools to organize their admistrative activities and establish stronger ties with their surrounding communities. This person will also have primary responsibiity for overseeing implementation of the income-generating projects undertaken by or for participating schools. He/she will work in close cooperation with the Educational Administration and Organizational Development specialist

within the TSC. Parent and community participation is a fundamental element of the IIBE project. It is essential that the specialist possess the experience and traits necessary for easy relations with parents of children living in rural and economically depressed urban communities.

Candidates should have a university level degree and should preferably have previous practical experience in organizing income generating community development efforts in Haiti or a similar LDC as well as familiarity with educational administration. French and Creole fluency are required.

10. CINEC Coordinator

The Coordinator will exercise overall responsibility for CINEC involvement in the IIBE project. Duties include supervising the development of two lower cost models of pre-primary education based upon the CINEC model; managing all aspects of the three pre-primary models to be implemented in participating schools; working closely with TSC and SSC staff in planning and conducting cost-effectiveness studies; implementing project assistance to public sector CINEC centers; working closely with MEN personnel to plan for the public sector CINEC program. The position is for a six year period beginning at the start of the project.

Candidates should have university level training or equivalent experience in the design and management of pre-primary school education. Knowledge of or experience with the CINEC program in Haiti is essential. French fluency and knowledge of Creole is required.

11. CINEC Assistant Director

This is a six year position requiring practical knowledge of the CINEC pre-primary school model. The Assistant Coordinator will assist the Coordinator in managing all aspects of CINEC participation in the IIBE project.

A university level degree, pedagogical training, or equivalent experience in the area of pre-primary school model. The Assistant Coordinator will assist the Coordinator in managing all aspects of CINEC participation in the IIBE project. The candidate should have previous experience or extensive knowledge of the implementation of the CINEC model in Haiti. French and Creole fluency are required.

12. CINEC Education Specialist

This Specialist will assist the CINEC Coordinator in undertaking various educational tasks related to CINEC participation in the IIBE project. Responsibilities include assisting in the development of two lower cost models of pre-primary education based upon the CINEC program; assisting in the design of the CINEC training courses and in-service teacher training in participating schools; producing educational materials for use in CINEC centers and training courses; performing similar functions relevant to IIBE project assistance to public sector CINEC centers.

The candidate should have pedagogical training or equivalent experience in the of pre-primary school education and experience with implementing the CINEC model in Haiti. French and Creole fluency are required.

ANNEX G.2

IMPLEMENTATION PLAN

ACTIVITIES	PARTIES	DATE
PID Aporoval	AID/W, AID/H	September 1985
Joint Protestant-Catholic Project Advisory Committee P/C AC formed	Private Sector AID/H	January 1986
PP Authorization	AID/H, (AID/W)	June 1986
Workshop/forums on educational reform policy held	P/C AC, GOH, AID/H	April/May 1986
PIO/T completed for IEES "buy-in"	AID/H, IEES*	June 1986
P/C AC submits candidacies for initial cohorts of 25 schools for selection and performance contracts established	P/C AC/IEES/AID/H	June/July 1986
Inventory of available inputs for initial cohort of project schools	P/C AC/IEES/AID/H	July 1986
Conduct of director training for initial cohort	P/C AC/AID/H/IEES/HRTC**	August 1986
Conduct of teacher training for initial cohort	P/C AC/AID/H/IEES Private normal schools	August 1986
Establishment of Technical Services Center (TSC)	IEES, AID/H	September 1986
Sectoral Education Councils (SECs) formed and inventory needs of candidate schools	SECs, AID/H	September 1986

*Improving the Efficiency of Education Systems Project
Human Resources Development Center. Training to be funded out of PD&S funds

Arrival of long-term technical assistance		September 1986
The P/C AC expanded to Project Advisory Committee (PAC)	P/C AC/MEN, AID/H	September 1986
Annual workplan submitted	TSC, SSCs	October 1986
Delivery of materials to first 25 schools	TSC, SSCs	October 1986
Begin preparing candidacies for second cohort of project schools (125)	SSCs, TSC, PAC	November 1986
Advertise for long-term grantee	AID/H	November 1986
Survey schools requiring major construction or renovation and submit design	SSCs, TSC	January 1987
Short-term staff training in education management	IEES	January 1987
Invite applications from potential grantees for proposals	AID/H	December 1987
Read and rank technical proposals	AID/H	February/March April 1987
Select schools composing second cohort (125) and draw up performance contracts	SSCs/TSC/PAC	March 1987
Short-term staff training in testing and evaluation	IEES	April 1987
Selection of long-term Grantee	AID/H	May 1987
Yearly evaluation of project schools	TSC, SSCs, PAC	July 1987
Project Annual Report with Annual Workplan for Project Year 2 submitted to AID/H	TSC	August 1987

Signature of Cooperative Agreement with long term grantee	Grantee/AID/H	August 1987
Construction and renovation in chosen project schools of first and second cohorts	construction contractor TSC	July/ September 1987
Director and teacher training for second cohort of project schools	Private teacher training colleges/HRTC	August 1987
TSC Assistant Director recruited and assumes functions	PAC/TSC/AID/H	August 1987
Delivery of materials to first & second cohorts of project schools	TSC, SSCs	September 1987
Begin inventory and evaluation of R&D activities already conducted in the field	TSC	October 1987
Begin preparing candidacies for third cohort of project schools (150)	SSC	November 1987
Survey remaining schools needing major renovation or construction and submit design.	SSCs, TSC	December 1987
Select schools composing third cohort (150) and draw up performance contracts	TSC/PAC	March 1988
Short-term staff training on teacher training techniques	Grantee	April 1988
Yearly evaluation of project schools	TSC, SSCs	July 1988
Project Annual Report and Annual Workplan for Project Year 3 submitted to AID/H	TSC	August 1988

Construction and renovation in remaining project schools needing this support	Construction contractor, TSC	July-September 1988
Director and teacher training for third cohort of project schools	TSC/ private teacher training colleges	August 1988
Arrival of ISD and media education specialist	Grantee	September 1988
Delivery of materials to all project schools	SSC, TSC	December 1988
Short-term staff training in education R&D	Grantee	December 1988
Begin intensive evaluation of existing R&D	TSC, SSCs	January 1989
Short term staff training in data analysis and information management	Grantee	April 1989
Mid-term external evaluation of project	Evaluation contractor, AID	April-May 1989
Yearly evaluation of project schools	SSC, TSC, PAC	June 1989
Project Annual Report and Annual Workplan for Project Year 4 submitted to AID/W	TSC, SSCs	August 1989
School director training in local educational R&D	Grantee	August 1989
Production and dissemination of local R&D products and methods judged most widely applicable	TSC, SSCs	July-September 1989
Delivery of materials to all project schools	SSCs	September 1989

Staff trips to study selected educational technology applications (e.g. RADECO, IMPACT) in third-countries	TSC, Grantee	October-November 1987
Short-term staff training in instructional design	Grantee	December 1989
Begin development of prototype new educational technologies or methodologies to be tested in selected project schools	TSC	January 1990
Yearly evaluation of project schools	SSCs, TSC	June 1990
Project Annual Report and Annual Workplan for Project Year 5 submitted to AID/H	TSC	August 1990
Departure of expatriate TSC Director - Assistant Director Assumes position	TSC/PAC	July 1990
Teacher retraining in uses of educational R&D	TSC, private teacher training colleges	August 1990
Delivery of materials to all project schools	SSCs	September 1990
Begin selective field testing of R&D prototypes in project schools	TSC, SSCs	November 1990
Short term staff training in textbook production	Grantee or subcontractor	December 1990
Short-term staff training in data analysis and information management	grantee or subcontractor	April 1991

early evaluation of project schools	SSCs, TSC	June 1991
Project Annual Report and Annual Workplans for Project Year 6 submitted to AID/H	TSC, SSCs	August 1991
Preparation of PID for second phase of project including potential major emphasis on R&D dissemination and primary school extension	AID/H, Grantee or subcontractor	July-August 1991
Design plans for summative evaluation data gathering	TSC, Grantee	August 1991
Delivery of materials to all project schools	SSCs	September 1991
Project design for IIBE 2 (if PID approved)	AID, Grantee subcontractor	October-November 1991
Begin collection of summative evaluation data	Grantee, TSC	November 1991
Refresher short-term staff training in project management	Grantee or subcontractor	December 199
Project Paper approval for IIBE (contingent)	AID	March 1991
Final Report submitted to AID, Grantee	TSC	May 1992
RTAs depart country	Grantee	July 1992
TSC ceases to function or is transformed into joint R&D center under new funding	AID/H	July 1992
Project Completion Report done	AID/H	July 1992

THE HAITIAN NATIONAL EDUCATION REFORM

1. INTRODUCTION

Initiated by the Government of Haiti (GOH) in 1979 as its vehicle for redefining and restructuring basic education into a more efficient and more relevant system, the national "Education Reform" remains to date the dominant policy issue in educational development in Haiti. Seven years after its inception, though still far from attaining all its goals, it has set into motion an array of instructional initiatives and structural innovations that constitute an imperative for change and adaption. These innovations have had immediate social repercussions and have far reaching implications for all institutions and donor organizations active in the domain of education.

Despite its central importance, the Reform can not yet be called a success. It has been beset by problems of implementation and has been the subject of widespread debate and controversy. The GOH has experienced significant setbacks in its efforts to generate a broad base of public support for what has become a complex and politically sensitive issue. Adoption is behind schedule in public schools and still very spotty in the private sector. For reasons discussed below, some schools that originally adopted the Reform have now abandonned it. The Reform, nevertheless, is going forward and continues to constitute the single most important force for educational change in Haiti.

There is a clear need for a coherent IIBE policy toward the Reform, given the project's focus on private primary education and its long-term goals of promoting better quality instruction and greater administrative efficiency in basic education. The issue can be summed up by a central policy queston that was posed early in the process of project design: Should aid to private schools be made contingent on their acceptance and implementation of the

Reform? Two related questions quickly emerged and continue to be a subject of dialogue among private sector educators and with representatives of the government: Is it possible to reconcile the legitimate administrative concerns embodied in the Reform for greater integration of the Haitian educational system, for better quality control and a degree of standardization with the margin for initiative and self-direction that have been the hallmark of private education and one of its principal strengths? Can the Reform be understood as a goal to be attained by different means and and a methodology in the process of testing and definition rather than as a finished package of innovations imposed by edict?

As of this writing, the IIBE position toward the Reform is still being formulated by the joint Catholic-Protestant education committee that has played such a key role in project design. Committee members wholeheartedly acknowledge that the Reform embodies many needed educational innovations and valid pedagogical principles and that it could represent a major watershed in the development of Haitian education, but they recommend greater flexibility in its application and greater latitude for the incorporation of other valid curricular and instructional innovations developed in the private sector. In the remainder of this annex, the topics that this committee is reviewing and the sort of evidence that must be examined in order to come to some conclusion about the Reform will be briefly presented. These considerations are organized under four headings: origins of the Reform, nature of the Reform, progress to date in implementation of the Reform, and issues and controversies. The last section of the annex is devoted to a few conclusions.

2. ORIGINS OF THE REFORM

The Haitian Education Reform was born in large part from an analysis of the state of education in the 1970's conducted by the GOH and the World Bank. These studies presented the picture of a highly inefficient educational system of very limited coverage. Haiti had the highest illiteracy rate in the Latin American and Caribbean region. Primary school gross enrollment levels in 1977 were under

50%. The system was characterized by excessively high rates of drop-out and grade repetition. Of every 1000 children who managed to get into first grade, less than one third ever completed their primary school education. The qualifications of teachers were exceptionally low, with less 50% having undergone any form of teacher training. During the 1970s, this figure progressively declined, falling to just under 20% by 1982, due to high levels of attrition among qualified teachers, who were increasingly abandoning schools in favor of better paying jobs.

In the late 1970s, with major funding from the World Bank and auxiliary assistance from other multilateral and bilateral donor organizations, the GOH undertook an effort to remedy these inadequacies. The National Pedagogical Institute (Institut Pedagogique National, or IPN) was given responsibility for elaborating an overall reform program, developing and producing much of the needed material, overseeing implementation and evaluating the results. Though the ultimate objective was to reform the entire educational system, the decision was made to begin with primary education and move progressively up the grade scale as new approaches were successfully implemented. In designing the new curricula and instructional methodology, the IPN based its work in part on innovations already introduced into private primary education, particularly as concerned the teaching of reading and writing in Creole in the early grades.

An experimental phase was conducted in selected public primary schools starting in 1979. In 1981, the GOH announced that the Reform program would be generalized to all public primary schools and actively promoted in the private sector as well. World Bank funding was renewed regularly throughout this period to provide ongoing support for the development and implementation of the Reform. The Bank is currently initiating its Fourth Education Project, which is intended, over the next five years, to provide for generalization of the first two cycles of the Reform (grades 1 to 7: see below) and initial experimentation of the third cycle (grades 8 to 10).

3. BASIC COMPONENTS OF THE REFORM

The Reform calls for a comprehensive reorganization of Haiti's primary and secondary education systems. It is a significant departure from traditional Haitian schooling including directives for new subjects, new syllabi, new teaching methods, early instruction in Creole, automatic promotion in early grades, a major focus upon in-service training of key school personnel, and critical improvements in supervision and inspection. The key elements of the Reform are the following:

1. The system is reorganized into a ten year program of basic education comprised of three cycles (4+3+3) and followed by three years of secondary school. At the completion of the first four-year cycle students are expected to have achieved permanent literacy. The third cycle of basic education (years 8 to 10) offers two streams: a technical/vocational curriculum and a general academic curriculum. A basic education diploma ("Diplome d'Etudes Fondamentales") will be granted upon examination after successful completion of the third cycle.

2. Automatic promotion is recommended from grades one to two, and from grades three to four, allowing the same teacher to stay with a cohort for two years.

3. Creole is used as the primary language of instruction during the first two years with the gradual introduction of French as a second language starting in grade three. French is not to become the primary language of instruction until secondary school.

4. A number of new curricular elements like a reading readiness component for first grade students and community-based studies are included in the Reform program.

5. Emphasis is placed on active pedagogical methods (increased student/teacher interaction, discovery

learning techniques), on approaches better suited to rural conditions including mutiple group classrooms, and on continuous formative evaluation of student achievement.

6. New instructional materials (textbooks, student workbooks, teacher guides) have been developed that are based on updated instructional principle and use material adapted to the Haitian environment,

7. Pre-service teacher training institutions are to be overhauled and reformed in order to provide more adequate professional training to future primary school teachers and to instruct them in application of the Reform.

8. In-service training is to be provided for the majority of existing primary school teachers in order to instruct them in Reform methodology.

9. In-service training is likewise to be provided for school principles.

10. The problem of low pay and low morale among primary school teachers is to addressed by giving the teaching profession full civil service status and by introducing a salary scale with pay increases linked to qualifications and length of service.

11. The system of primary school inspectorates is to be reorganized and the primary school inspectors to receive new training.

12. Decisions about the exact innovations to be adopted at the secondary level are left to the future, once implementation is well underway at the primary level, but proposals to reform the secondary school examination system and to introduce a technical baccalaureat are currently under study.

Table 1

eneral Status of Reform Implementaion
1984-1985 School Year

	1st	2nd	3rd	4th	5th	6th	Total
Trad.	56,328	63,281	68,240	64,100	52,863	39,257	344,069
Reform	56,678	44,537	26,424	11,066	4,178	1,282	144,165
Total	113,006	107,818	94,664	75,166	57,041	40,539	488,234
Overall % adopting Reform	50	41	28	15	7	3	30
% Public adopting Reform	69	55	39	21	11	4	40
% Private adopting Reform	34	27	14	7	3	2	19

Source: Ministry of National Education, June 1985

Table 2

Status of Reform Implementation by Geographical Region
School Year 1984-1985

Department	Rate of Application in First Year Classes		Overall Rate of Application	
	Public %	Private %	Public %	Private %
West	67	12	31	6
North	53	36	37	22
Northeast	69	52	46	37
Northwest	69	49	43	26
Artibonite	70	43	44	26
Central	55	32	30	16
South	88	44	46	21
Southeast	78	51	42	33
Grande-Anse	81	51	47	32
TOTAL	69	34	40	19

Source: Ministry of National Education, June 1985

Problems and Achievements. The slow rate of implementation of the Reform has been attributed to a general public ambivalence and reticence -- discussed in the next section-- and to organizational, administrative and technical problems. Many of these shortcomings are identified in a recent report on the Haitian educational system, Portrait Actuel du Systeme Scolaire Haitien, (November, 1985), prepared for the Ministry of National Education. The report cites planning problems that have resulted in delays in the formulation of specific instructional objectives and in the development of instructional materials for second cycle classes. The report notes the delays in the production of teacher guides and manuals for second and third cycle classes, but also concludes that teachers demonstrate an overdependence upon these materials due to the inadequacy of their professional training. Formative evaluation of the Reform has not been conducted satisfactorily, and teacher evaluation of student achievement is often arbitrary. In addition, the report notes such problems as resistance to the introduction of Creole, lack of control of developments in the private sector, inadequate adaptaton of curricular materials to rural settings, and inadequate supervision of teachers.

Among the achievements of the Reform is some substantial reductions in the number of repeaters. Though the Reform calls for automatic promotion from the first grade to the second and from the third grade to the fourth, this practice has not yet been widely adopted because of the organizational and material constraints mentioned above. Nonetheless, compared with traditional schools, repeater rates in Reform classes are significantly lower across most grade levels with the exception of the sixth year. For the first six years, repeater rates for tradional public schools are 21/ 24/ 22/ 19/ 16/ 6. The rates for public Reform schools are 8/ 17/ 10/ 9/ 6/ 12. Improvements in overall attrition have also been noted. The student retention rate from the first to the fifth year within Reform schools has improved markedly from 27% to 31%, to 41% for the academic years 1983-84, 1984-85, 1985-86, this compated to a general average estimated at 31% for the entire primary school system.

5. ISSUES POSED BY THE IMPLEMENTATION OF THE REFORM

5.1. Creole/French Controversy.

The formal introduction of Creole in Reform schools as the language of instruction in early grades is by far the most controversal and perhaps the least understood aspect of the Reform debated in Haiti. The issue has taken center stage and the polarization around it threatens to obscure the positive innovations of the Reform. There is a consensus among most informed educators that the use of Creole as the initial language of instruction, and the gradual introduction of French as a second languge in Haitian schools, are pedagogically appropriate, given two pertinent facts:

(1) Haiti is technically a monolingual -- not a bilingual -- nation, in the sense that everyone speaks Creole (and almost all as a first maternal language), whereas only around 15% of the population speak French as a second language.

(2) French is thus a foreign language to the vast majority of the population and is approached as such by most children entering primary school. It is widely accepted principle among educators that literacy in a foreign language is [illegible] easily and thouroughly attained after mother tongue literacy. An additional residual advantage of this transitional approach to literacy is that children who drop out of school after only two years of attendence stand a good chance of at least having achieved Creole literacy.

The resistance to Creole, which is most pronounced in urban areas but has been increasing in the countryside as well, has at least two roots. On the one hand is the fact that French is seen as the only avenue to the social respectability, good jobs and elite status to which all aspire. It has much higher status than Creole, a situation reinforced by the lack of reading material in the vernacular and the absence heretofore of any concerted effort by the government to introduce Creole into official usage or adopt

a bilingual format for its printed matter. Opponents point out that none of the best schools in the country (which are principally private urban institutions) have adopted the Reform curriculum: If it is so good for children, they ask, then why don't these schools use it?

On the other hand, French is currently the sole language of secondary education, and parents fear that their children will lose all chance of pursuing further studies if they are instructed in Creole. They see the Reform as a "second class" curriculum introduced by the government explicitly for children, and rural children in particular, who are not expected to go on to secondary school. This concern has unfortunately been given added validity by the fact that the IPN has not yet fully worked out the instructional materials for the latter years of primary school which should be designed to effect the transition from Creole to French instruction. As a consequence, parents with children in schools that have adopted the Reform see the students walking towards a precipice with no future in sight, and there has been an increasing movement to withdraw children from these schools and put them back in a traditional scholastic environment with all its shortcomings, even if it means setting the child back a year or more in his studies. Understandably, this trend poses a particularly severe problem for private schools, most of which depend in one manner or another on the revenues generated by their enrollments.

Perhaps the key problem here is the absence of a demonstration effect: Most Haitian educators feel that a monolingual child who begins instruction in Creole and is then gradually introduced to French as a second language can do better <u>in French</u> by the fifth or sixth year than one that starts directly in the foreign tongue, not to speak of the other cognitive contents more successfully conveyed in the child's own language and the psychosocial benefits of the new pedagogy promoted by the Reform. This child should then in theory have <u>easier</u> access to secondary school than one who begins in French. For the most part, this demonstration has not been made to parents, however. In fact, as mentioned above, the Reform has been weakest in precisely those areas that concern the transition to French and the preparation of children for secondary school entrance. It

is signficant that several private school systems have introduced a modified version of the Reform -- that is, a curriculum based to one degree or another on Creole literacy and active pedagogy and approaching French as a second language -- and most have put strong emphasis on demonstrating to parents that children undergoing this program can and will succeed as well in secondary school as those who go through traditional schools. From this point of view, therefore, the Reform is itself in need of some "reform."

5.2. Lack of Strong or Consistent Government Support.

To date there has been weak and inconsistent support from Government and high level Ministry of National Education officials for the Reform. One Minister of Education almost totally ignored it and in fact reversed the trend toward broader implementation. These perceptions of reticence, reluctance, or, in some cases, opposition to the Reform at high levels of the Ministry; in turn, erode public confidence. Some schools fail to adopt the program for fear the new system might be reversed at any moment; others return back to a "traditional" curriculum due to lack of directives and reassurance from the Ministry.

5.3. Insufficient Consultation with Affected Parties.

Those most affected by the Reform, educators and parents, generally feel that not enough consultation and deliberation occurred before the Reform became official. The passage from planning and small scale experimentation to legislation and generalization took place abruptly. Given the swiftness with which legislation concerning the Reform was passed, it appeared to some to be an imposed and legislated mandate, rather than a common attempt at solving critical educational problems.

5.4. Intolerance to Alternative Means.

In implementing the Reform there has been little sensitivity and tolerance demonstrated in respect to

alternative approaches to attaining the Reform goals. This singular approach suggests that: (a) there are no flaws to the package, when in fact, the package is in many ways still experimental and can profit from the inputs of educators who are involved in its daily implementation; (b) there is only one valid way of attaining a goal, when, indeed, in the areas of teaching and learning there are a multitude of theories and methods; and (c) there are no other materials in use, when in fact, some effective systems of Creole literacy instruction preceded the Reform and others have been developed contemporaneously by private educators.

5.5. Ineffective Public Communication.

The general public has incomplete notions of the goals, objectives, methods, and procedures of the Reform. As a result, those parents most likely to benefit -- parents of children who never attain true literacy because of incomplete mastery of oral French, or because of the outdated teaching methods used in most classrooms -- were at times the ones that felt most cheated, thinking their children were being denied social access and economic opportunities by being deprived of French, the traditional vehicle of social mobility. The attempts that were made at presenting and explaining the Reform to the public met with limited success and -- at least in some cases -- further contributed to misunderstanding.

6. CONCLUSION

The problems and setbacks of the Reform noted, it should be equally emphasized that the government has recognized many of the deficiencies described above and is expected to address them under the current World Bank Fourth Education Project. Moreover, with the recent change of regime has come a change in personnel at the Ministry of Education and the introduction of some very competent people at high levels who are intent on resolving the problems of the Reform and more willing and able to collaborate with private sector educators in doing so. At the same time, political developments in Haiti have given a great boost to the use of Creole in written and political discourse, since

it was the language of oppositon to Duvalier. This is a particularly auspicious development that may, in time, help to moderate much of the opposition to the instructional use of Creole.

Private sector participation in the Reform remains a key issue to its success, given the preponderance of private schools at the primary level and their current low rate of adoption. By demonstrating greater flexibility toward reform and innovation, the GOH can create the conditions necessary for greater acceptance of Reform policies, and for improved system integration. A policy of "constructive pluralism," which allows for and encourages experimentation of the most effective and appropriate instructional strategies and materials for Haiti, would appear to be the one most able to expand the scope of meaningful participation and create an historical opportunity for renovation of the Haitian educational system.

The IIBE project is committed to this policy of constructive pluralism as the most effective strategy for lending support to the worthwhile and necessary innovations introduced by the Reform. While the exact criteria and conditions for school participation in the project will be elaborated by the Project Advisory Council (an outgrowth of the joint Protestant-Catholic design committee mentioned above), the following two considerations have been suggested as guidelines for the establishment of these norms: Schools must be willing to adopt 1) active pedagogical appoaches to instruction and 2) improved curricula and teaching methods based on Creole literacy but ensuring sufficient mastery of French to allow students to compete for entry to secondary schools on at least an equal footing with those of similar background who go through traditional educaton.

Preprimary Education in the IIBE Project

1. INTRODUCTION

This annex outlines details of the preprimary activities to be supported by the IIBE project and the assumptions made and agreements reached with CINEC and CARE, the principal implementing agencies, in the course of project design.

AID will support preprimary activities in both the private and the public sectors. The nature and rationale of both components of the preprimary support program are discussed below.

2. PREPRIMARY ACTIVITIES IN THE PRIVATE SECTOR

2.1. Background on Preprimary Education in the Private Sector

Neither of the principal centrally-funded preprimary education programs in Haiti -- CINEC and Timoun Byen Vini -- has to date had much impact on or entry into private sector education. Yet most private schools in fact have preprimary classes: the Statistical Yearbook of the Ministry of Education (Annuaire Statistique) for the 1982-1983 school year reveals that 21% of all primary school pupils in Haiti were at that point enrolled in some form of preschool program. Among private schools in rural areas, the proportion stood at 35.6%, largely because relatively few of these schools go beyond the third or fourth grade.

In the majority of cases, this preschool experience -- termed "classe enfantine" or infants' class in Haiti is really little more than a baby-sitting service and an opportunity to accustom children to sitting in one place and listening to a teacher before they start the mostly rote experience of learning in the first grade. Moreover, a large number of the children are overage: in rural private

schools in 1982-1983, 55% of the children enrolled at the preprimary level were more than 8 years old, 34% older than 10 and 18% over 12 years old.

Despite this situation, some private schools serving rural and economically depressed urban areas -- particularly those supported by mission orgaizations -- have introduced some form of preprimary education aimed at preparing young children for entry into school, and a certain amount of experience with the nutritional and intellectual problems posed by child preparedness has been gained in the field. If more has not been done, it is at least partly because private schools in low income areas have not been able to afford more. The already-low salaries of teachers in the private sector are generally correlated with grade level, so that the preprimary teacher is the least paid and thus generally the least trained of the lot. There are few resources to devote to the instructional and nutritional inputs required to deal with the distinctive needs of preschool children. Teachers, directors and supersvisors of primary schools in rural and depressed urban areas freely admit that they would like to do more and better at the preprimary level, but in the short run they cannot assume many additional recurrent costs and, until the cost-effectiveness of some improved form of preschool training has been more clearly demonstrated than it has to date, they are hesitant to divert to preprimary programs the resources sorely needed to improve instructional quality at the primary level.

For these reasons, the IIBE project will support preprimary interventions in the private sector on a modified experimental or R&D basis. The CINEC program has already gone through a first experimental phase during which its staff developed a preprimary education strategy that appears to be pedagogically and nutritionally well adapted to the needs of Haitian preschool children but entails recurrent costs well beyond the means of most private primary schools in low-income areas. Over the duration of the IIBE project, AID will support a second phase of experimentation aimed at testing alternate versions of the CINEC program, some less expensive and demanding than the current model, in private primary education field settings.

The proposed approach to the preprimary componenet was developed in close collaboration with officials from CINEC and CARE who have been responsible for that program's implementation to date.

2.2. Project Intervention Strategy

2.2.1. A gradated approach

Three gradated versions of preprimary education will be developed and implemented in the field, Models "A, B and C".

The most modest type of preprimary support available, Type A, will consist of initial training of the preprimary teacher, annual in-service training, and food. The recurrent cost to be met by the school at the end of the project is for in-service training which is estimated at $77 per year. It is assumed that the school already has some facility for the preprimary class. The cost of this item to a school will be approximately $760.

The intermediate type of preprimary support, Type B, will consist of assistance in renovation, furniture and equipment in support of improved health (eg. scales, latrines, kitchen equipment), basic training and in-service training, extern program, depreciation on furniture and equipment, a small salary supplement, and food. Recurrent costs to be met by the school (in addition to teacher salary) after the first year of the project are estimated at $220 per year. This will increase to $297 per year at the end of project year five as costs for in-service training will also have to be covered. The cost of this option to a school will be approximately $1680.

Selection of the CINEC option will include building or renovation of a classroom, a complete stock of furniture and equipment, training and in-service training, salary supplement, depreciation on furniture and equipment, and food. The cost to a school for this option will be $2000 for the first year plus recurrent expenses at approximately $1003 starting in the second year of operation. At the end of project year five recurrent costs will be $1080. This increase is due to the addition of costs for in-service training.

By supporting preprimary at three very different levels of investment and recurrent costs, and following the progress of children from each of these types of program as well as children who have not benefited from one of these it will be possible to determine the relationships between costs and benefits of preprimary. This is essential to do before any major investments are made or preprimary is expanded nationwide. In this regard, the preprimary component is an important research and development activity which will serve a very practical purpose.

2.2.2. Number and selection of participating private schools

There will be two categories of private school involvement in preprimary education under the IIBE project: participation as a preprimary research and development school and participation through selection of preprimary education improvement as a menu option.

a. Preprimary Research and Development Schools

Sixty private schools will be chosen for participation in the preprimary program on a research and development basis. Twenty will follow each of Preprimary Models A, B, and C described above. All investment and recurrent costs of the preprimary program in these schools will be paid by the project out of supplemental CINEC field support funds. The schools will not have to fund the program out of their resource grant. The costs to the project are calculated below.

Thirty schools (ten of each type) will begin their participation in the second year of the project, and thirty will begin the following year. This will minimize the organizational burden on CINEC in launching new centers and on the evaluators in collecting baseline data. Because of the six-month training involved in the preparation of CINEC teachers and the initial construction effort required in somes cases, the program needs a one-year lead time to identify schools. These preparations will be made during project year one. The allocation of preprimary research and development schools among the Protestant, Catholic, and lay subsectors will follow the same procedures and formulae

defined for the allocation of participating private schools. Criteria for selection will be basically those currently in use in the public sector, modified as deemed appropriate by CINEC staff, the Evaluation and Research Specialist of the Technical Services Center and representatives of the Sectoral Education Centers.

These experimental private preprimary programs will be fully funded for the balance of the life of the project. As no new programs will be created at project expense in years four, five and six, principal attention will be given during this period to close evaluaton of the conduct and results of the three forms of preprimary education in the field. The IIBE strategy involves an explicit commitment to contribute to the existing information base on preprimary education and to lay the groundwork for decisions about future investments in this program area. The major emphasis of the evaluation effort will be directed to questions of feasibility and cost effectiveness under the conditions of private primary education in rural and depressed urban areas of Haiti. Questions to be examined within this research and development agenda include the following:

What are the <u>actual</u> operating costs of a preprimary center?

How do preprimary students compare against children who have not had preprimary education in terms of achievement at each level (year) of primary school?

Are there differences in dropout rates between the two groups at each level of primary school? If so, how large are these differences?

Are there differences more or less noticeable in schools applying the official Reform as opposed to those applying modified versions of it?

What is the appropriate combination of entry qualifications and training for an effective preprimary teacher?

- What is the relationship between facilities and learning in a preprimary center?

- What is the relationship between equipment and learning in a preprimary center?

- What is the relationship between learning materials and learning in a preprimary center?

- Is there a relationship between parental participation in a preprimary program and variables such as student achievement, repetition, and dropout in primary school?

- Are variables such as gender, social class, and family structure relevant for either preprimary or non-preprimary students in any of the questions that appear immediately above?

This research agenda obviously calls for a longitudinal study of children who have and have not benefited from preprimary education over an extended period of time. The IIBE project offers a good setting for comparing children who go through the preprimary experience with those who do not, but the five year maximum length of observation obviously is not an adequate time frame for addressing all the questions posed about. However, essential baseline and interim data can be collected that will allow useful and instructive comparisons in the future. Moreover, the deficiency can be partly remedied by recourse to the public school CINEC program described in the following section of this annex. There AID will be supporting 121 preprimary centers that have already been functioning for up to 6 years. Data on their "graduates" compared to similar cohorts who entered primary school directly will be gathered and analyzed.

b. Schools Selecting Preprimary Education as a Menu Item

Up to an additional 60 schools will be permitted to select improved preprimary education from the project menu. This cap on preprimary selection is necessary to ensure that

CINEC's efforts can be targetted on the research and development objectives of the projects. If interest and resources permit, the cap may be lifted in project year 4.

In years 2 and 3 of the project, schools will be permitted to choose Preprimary Education Model A, B, or C. Improved preprimary education will be offered as a menu option to all schools not participating in the research and development portion of the program. This will provide early and useful information about how the private sector views preprimary education in relation to its other needs. Again, the allocation of schools to the different subsectors will follow formulas in effect at that time. If more than 60 schools elect by project year 3 to invest a portion of their grant resources in preprimary education, the the SECs will make the final selection of schools from within the applicant group.

2.2.3. Costs of Private Preprimary Education

The yearly per center costs of the private experimental preprimary education program are the following:

	Model A	Model B	Model C
Investment			
Construction/Renovation	0	1,000	3,500
Initial Furnishings	0	700	2,900
Initial Training	600	600	600
Investment subtotal	600	2,300	7,000
CARE Cost Recovery (10.34%)	62	238	724
Investment Total	662	2,538	7,724

	Model A	Model B	Model C
Operating expenses			
Teacher Salary Increments	0	120	300
Material and Supplies	0	100	250
Furnishings Depreciation	0	100	450
Teacher Retraining	80	80	80
Operations subtotal	80	400	1,080
CARE Cost Recovery	8	41	112
Operations Total	88	441	1,192
Recurrent Costs			
- Exclusive of depreciation	88	441	1,192
- Inclusive of depreciation on furnishings & equipmt	88	596	1,832
- Inclusive of all deprec.	88	706	2,604

Assumptions (based on CINEC experience):

a) The school already has a preprimary ("classe enfantine") teacher of some type who can be retrained.

b) Annual refresher courses are necessary.

c) After initial training and commencement of renovated preprimary program, teacher's salary will need to be supplemented in most cases by 15% - 30%. These costs are borne by the project in Models B and C, not in Model A.

d) Construction amortized over ten years, furnishings and equipment over five.

In financing the field experimentation of private preprimary education described above, AID will fund initial investment costs and recurrent costs inclusive of furnishings and equipment replacement (but not physical structure depreciation) for all three models. Investment

costs must in fact be paid in the fiscal year preceding the actual commencement of preprimary activities in the school, since the teacher must be trained and the necessary equipment ready prior to the beginning of classes. The overall field level costs for the experimental private school preprimary education program can thus be established as follows:

YEAR ONE	Investment costs for first cohort:	
	10 x $7724	$77,240
	10 x $2538	25,380
	10 x $ 662	6,620
	TOTAL YEAR ONE	$109,160
YEAR TWO	Investment costs for second cohort	= $109,160
	Recurrent costs for first cohort:	
	10 x $1832	18,320
	10 x 596	5,960
	10 x 88	880
	TOTAL YEAR TWO	$128,360
YEAR THREE	Recurrent costs for both cohorts:	
	2 x $25,160	$ 50,320
YEAR FOUR	Recurrent costs for both cohorts:	$ 50,320
YEAR FIVE	Recurrent costs for both cohorts:	$ 50,320
YEAR SIX		$ 50,320
GENERAL TOTAL		$438,480

Additional expenses for the training of IIBE Field Monitors to enable them to oversee CINEC programs will be covered under the staff training budget of the project.

3. PUBLIC SECTOR PREPRIMARY EDUCATION ACTIVITIES

For the past several years, AID has supported the CINEC program as it established an increasing number of preprimary centers in connection with public primary schools that had adopted the Reform. In 1984 the Ministry of Education decided to adopt the CINEC model as the official form of preprimary education to be disseminated along with the Reform. To date, 121 CINEC centers have been established alongside as many public primary schools in different regions of the country.

CINEC programs in the public sector have come up against two problems, however: First, they have been associated in the public mind with the Reform and with its problems of implementation and image. In the wake of the downfall of the Duvalier regime, a number of Reform schools were sacked by people angry with the notion of "second class" education and incensed by the dedication to Jean-Claude Duvalier that was, by ordinance, engraved on the walls of most of these schools. Seventy-five CINEC centers were partly destroyed and completely sacked.

The second problem encountered by CINEC in the public sector is much the same as the one that motivated the experimental approach to the program outlined above for the private sector: the recurrent costs of the model as presently defined are too high to permit its further expansion if the Government is to assume responsibility for these costs.

These problems lead to two imperatives: First, CINEC must spend a year rebuilding its effort in the public sector and determining the reasons for public reaction against its existing centers. Second, an effort must be made to develop less costly approaches in the interest of further dissemination of the methodology among public schools. During joint discussions held in the course of project design, Ministry officials expressed an interest in adopting

an experimental approach to CINEC similar to that being applied in the private sector.

The strategy adopted for preprimary education in the public sector is therefore the following one: No new CINEC centers will be opened with AID funding in public primary schools over the duration of the IIBE project. The forty-six CINEC centers (121 less 75) that were not damaged and continue to function will be supported over the life of the IIBE project. They will constitute in effect the Model C experimental group of the CINEC R&D project in the public sector -- that is, the group implementing the full CINEC model. The remaining 75 centers that must be repaired and refurbished will be divided into the other two experimental groups: 38 will apply Model B and 37 Model A. Decisions about which schools are to be included in each of these groups will be left up to CINEC staff.

An extension of the OPG with CARE will enable the remaining funds in the project to be used to reconstruct and refurbish the damaged centers up to the standards implied by each of the experimental groups. This figure is derived as follows:

There are no refurbishing costs for the 46 Model C centers since these centers were not damaged.

Costs of refurbishing 38 damaged centers to meet Model B standards:

Average renovation/repair costs	$ 1,500
Refurnishing/re-equipping costs	700
Total per center	$ 2,200
Total for 38 centers	$ 83,600

Costs of refurbishing 37 damaged centers to meet Model A standards:

Average renovation/repair costs	$ 1,500
Refurnishing costs	none
Total per center	$ 1,500
Total for 37 centers	$ 55,500
Overall renovation costs	$139,100
CARE cost recovery (10.34%)	$ 14,383
TOTAL COSTS	$153,484
rounded to	$155,000

AID-funded recurrent costs for the three types of public CINEC centers will be less than those outlined above for the private centers, because the salary of public preprimary teachers is paid by the Ministry of Education at public scale and no supplement out of the IIBE budget is required. Adopting here as well the practice of paying depreciation on equipment and furnishings but not on physical structures, these costs will therefore amount to $88 for Model A, $463 for Model B and $1501 for Model C. Model C schools will operate continuously. Model A and B centers will recommence operations in Project Year 2 after the necessary rebuilding, refurbishment and evaluation.

The Ministry of Education has agreed to a progressive assumption of responsiblity for recurrent charges starting with 25% in Project Year 4, and passing to 50% and 75% in Project Years 5 and 6. Given these facts and the reminder, as above for the private sector, that training costs as well as renovation costs must be paid in the year preceding the reopening of the presently-closed centers, the year-by-year costs for IIBE and for the Government can be established as follows: (CARE cost recovery is included: figures in dollars

	Model C	Model B	Model A	Total	USAID	GOH
1	69,046			69,046	69,046	-
2	69,046	17,594	3,256	89,896	89,896	-
3	69,046	17,594	3,256	89,896	89,896	-
4	69,046	17,594	3,256	89,896	67,474	22,474
5	69,046	17,594	3,256	89,896	44,748	44,448
6	69,046	17,594	3,256	89,896	22,474	67,424
Total	414,276	87,970	16,280	518,526	385,689	134,844

Continuing evaluation of these two preprimary programs will be carried out by staff of the Technical Services Center with the full participation of the CINEC personnel. The CINEC office within the premises of CARE will be maintained as a separate entity closely linked to the Technical Services Center and will be responsible for implementation of all AID-funded preprimary programs in the field. Since it also functions as the preprimary office for the Ministry of Education, half of its operating costs will be taken over by the Ministry on the same graduated schedule defined above.

METHODS OF IMPLEMENTATION AND FINANCING

Method of Implementation	Method of Financing	Approximate Amount
For all private sector expenses in Project Year 1: Contract with S&T/Ed (S&T Buy-In)	LOC/TFCS	$1,521,304
Subcontracts under above with --		
Protestant Sectoral Service Center	LOC/TFCS	$119,475
Catholic Sectoral Service Center	LOC/TFCS	$119,475
CINEC/CARE	LOC/TFCS	$353,736
For all private sector expenses in Project Years 2 to 6: Cooperative Agreement	LOC/TFCS	$11,020,893
Subcontracts under above with --		
Protestant Sectoral Service Center	LOC/TFCS	$661,720
Catholic Sectoral Service Center	LOC/TFCS	$661,720
CINEC/CARE	LOC/TFCS	$735,690
For all public sector expenses over LOP: Project Agreement with GOH	HC Reimbursement (w/advance)	$1,524,391
For all USAID supervision expenses over LOP: Personal Services Contracts	Direct Payment	$495,175
For external audit and evaluation: contract	Direct Payment	$438,237
TOTAL PROJECT		$15,000,000