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HAITI

Country Implementation Plan for IEES Activities

Project Years 3-4

IEES

Improving the
Efficiency of
Educational
Systems

Florida State University
Howard University
Institute for International Research
State University of New York at Albany

Agency for International Development
Office of Education
Bureau of Science and Technology
Contract No. DPE-5823-C-00-4013-00

Improving the Efficiency of Educational Systems (IEES) is an initiative funded in 1984 by the Agency for International Development (AID), Bureau for Science and Technology, Office of Education. The principal goals of the IEES project are to help developing countries improve the performance of their educational systems and strengthen their capabilities for educational planning, management, and research. To achieve these goals, a consortium of U.S. institutions has been formed to work collaboratively with selected host governments and USAID Missions over the next ten years. The consortium consists of Florida State University (prime contractor), Howard University, the Institute for International Research, and the State University of New York at Albany.

There are seven countries working with the IEES initiative to improve educational efficiency: Botswana, Haiti, Indonesia, Liberia, Nepal, Somalia, and Yemen Arab Republic.

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REPUBLIQUE D'HAITI

MINISTERE DE L'EDUCATION NATIONALE

LE MINISTRE
DE
L'EDUCATION NATIONALE

No. *1521*

Port-au-Prince, le 5 Juin 19.87..

Monsieur Robert MORGAN
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206 Dodd Hall
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U.S.A.

Cher Monsieur,

J'ai l'honneur de vous informer que notre Ministère a examiné et approuvé le programme d'activités de l'AMSED pour la période 1987-1988 ainsi que le budget correspondant.

Vous souhaitant bonne réception de ces pièces ci-annexées, je vous prie d'agréer, Cher Monsieur, l'expression de mes salutations distinguées.

Patrice BALENCOUR
Ministre de l'Education Nationale
de la Jeunesse et des Sports

PD/yd

P.J.: 1

TABLE OF CONTENTS

	Page
LIST OF TABLES	iv
1.0 INTRODUCTION	1
1.1 Purpose of the Country Implementation Plan	2
1.2 Development of the Haiti Country Implementation Plan	4
1.3 Overview of the IEES Project	5
2.0 CONTEXT	
2.1 Overview	7
2.2 Fiscal Capacity	16
2.3 EHR Goals and Priorities	21
2.4 Overview of Subsectors	27
2.5 Priority Needs	44
3.0 RATIONALE FOR COUNTRY IMPLEMENTATION PLAN ACTIVITIES	
3.1 CIP Long-Term Objective	49
3.2 Selection Criteria	50
3.3 Counterpart Agency	50
3.4 Rationale for CIP Long-Term Objective	51
3.5 Relevance of CIP Objective to MOE Goals	61

**4.0 STRATEGIES FOR ACCOMPLISHING COUNTRY IMPLEMENTATION
PLAN OBJECTIVES**

- | | |
|--|-----------|
| 4.1 CIP Objective 1: Strengthen MEN Institutional
Capacity for Sector Analysis and Planning | 63 |
| 4.2 CIP Objective 2: Strengthen Institutional
Capacities for Conducting Policy Research in
Areas Priority Concern | 69 |

ANNEX

- A: Monthly Schedule of 1986-1987 C.I.P. Activities**
- B: Draft Budget for 1986-1987 C.I.P. Activities**
- C: Gantt Chart of 1986-1987 C.I.P. Activities**
- D: Scopes of Work for 1986/87 C.I.P. Activities**

LIST OF TABLES

TABLE	PAGE
1 General Status of Reform Implementation by Student Enrollments	13
2 Status of Reform Implementation by Geographical Region	14

1.0 INTRODUCTION

Several important developments have occurred in Haiti since the conduct of the 1984 Haiti EHR Sector Assessment which signal an improved period for cooperation and collaboration, mutually beneficial to IEES and the Republic of Haiti. A change of Government has introduced a favorable climate for policy dialogue. Education has been targeted by the Provisional Government as a major development priority which has resulted in increased government funding for education. Government has proposed a significant increase in salaries for public sector teachers; a salary supplement for private sector teachers is also under consideration. Additionally, USAID/Haiti is implementing a major initiative in the EHR sector, "Incentives for Improving Basic Education (IIBE)." This project will help to improve the quality of primary education in rural and economically depressed urban areas and strengthen institutional structures for better private sector/public sector coordination.

But the political imperatives which have created the impetus for long-term change in Haiti have brought a short-term climate of political uncertainty and instability that is not conducive to critical policy formulation and comprehensive planning. It is widely acknowledged that the long-range policy planning which is required in Haiti will not get underway until political developments have successfully followed their course and a new democratically elected government has taken office and set its development priorities and objectives. General elections are scheduled for November 1987, and a new government will be inaugurated in February 1988.

These political considerations directly influence the objectives and strategies which are pursued during the two-year period covered by this Implementation Plan. Project activities are designed to put in place specific resources, skills and data that will enable the Ministry of National Education to

make decisive progress in educational planning once the new administration is in place to take full advantage of the historic opportunity for innovative policy making that should arise in 1988-89. During the period covered by the Country Implementation Plan, emphasis is therefore placed upon two primary concerns. The first is to provide training to key Ministry technical personnel and University staff that will help prepare them for the the major educational planning exercises to be conducted in Project Year Five under the new administration. These exercises include a comprehensive sector assessment update, and a multi-year National Education Plan. Secondly, assistance is provided to expand and improve the quality of the existing data base available for educational decisionmaking.

1.1 PURPOSE OF THE COUNTRY IMPLEMENTATION PLAN

The Implementation Plan is an action agenda for IEES activities in Haiti for the next three years. It is directed toward the wide audience of development partners active within the EHR sector. These include the Host Government, the USAID Mission, other major donors, as well as those persons involved in the Haitian private education sector. The Plan is designed to represent a consensus of views among these participants in the IEES Project.

The central purpose of the Implementation Plan is to identify and to justify priority activities for IEES Project assistance which promote the attainment of two objectives:

1. improve the efficiency of resource allocation in the EHR sector, and
2. strengthen institutional and individual capacities for educational planning, research, and management.

The criteria applied in identifying activities combine long-term and short-term components. The long-term criteria require a congruence between IEES activities and Government of Haiti (GOH) priorities for the education sector. These reflect the Ministry of Education's (Ministere de l'Enseignement National, MEN) concern

with reinforcing institutional capabilities for EHR planning and applied research. In the short-run, i.e., an individual project year, every effort has been made to design activities which are mutually supportive and which lay a solid foundation for the attainment of these objectives. The Plan is, thus, intended to help the GOH achieve its priority targets in the education sector and to clarify the interrelationships among all proposed IEES activities in Haiti with respect to those targets.

An important aspect of this planning process has been the involvement of GOH, donor representatives, and private sector groups in the identification of target opportunities and specific project activities. This dialogue predates the phase of formal discussions initiated in July 1986, beginning, in fact, with the review of the Haiti EHR Sector Assessment, and with IEES participation in USAID/IIBE project design activities conducted earlier that year. As a result, the acceptance and effectiveness of IEES Project activities should be enhanced by having them closely coordinated with the plans and priorities of these development partners.

The Plan covers a two-year period from September 1986 through June 1988. It represents a long-term commitment on the part of USAID to support educational efficiency and capacity building in Haiti. Significant detail is presented for Project activities including specifications for their rationale, scope of work, resource requirements, outcomes, and scheduling. This Plan is both flexible and "rolling." Its revision in May 1988 will allow for adaptation and alteration of activities to accommodate changes in the educational realities of the system, in Government priorities and programs, or in donor activities. During the revision, an additional year of activities will be programmed with greater refinement and definition of specific activities.

1.2 DEVELOPMENT OF THE HAITI COUNTRY IMPLEMENTATION PLAN

An important aspect of the Implementation Plan development process has been the involvement of the Government of Haiti, donor representatives, and private sector groups in the identification of strategic opportunities and specific project activities.

The first phase of formal discussions with the Ministry of National Education was conducted from July 1 - 21, 1986. The IEES Consortium was represented by Milton Adams and Peter Easton, both of Florida State University. During this period, discussions were also held with major donors to identify target opportunities for donor support and cooperation. The major outcomes of the July mission are summarized below:

- A. the writing of draft CIP background chapters;
- B. creation of an IEES National Steering Committee;
- C. consensus was reached with the Steering Committee on a preliminary outline of priority objectives and prospective activities to serve as a framework for further development of the Implementation Plan; and
- D. consensus was reached with major donors on the importance of an IEES focus on strengthening MEN central planning capabilities, and support was generated for the conduct of cooperative activities within the scope of the CIP.

In September 1986, the same IEES team returned to Haiti to begin the process of delineating a set of IEES objectives and activities from the range of target opportunities proposed in July. Adams and Easton were joined for one week by AID Cognizant Technical Officer Joan Claffey. This work, conducted from mid-September through early October 1986, involved two plenary meetings of the IEES National Steering Committee and four working sessions with a technical sub-committee designated by the Minister of Education. In April 1987, it was necessary to return to Haiti to revise the Plan to reflect the priorities of a new MEN administration appointed early that year. The set of activities scheduled for the 1987-1988

Project Year were developed during in-country meetings in May 1987, conducted for the IEES consortium by Milton Adams and Frances Kemmerer (SUNYA). Both sets of activities are designed around a central long-term goal, supported by two contributing CIP objectives:

IEES/HAITI LONG-TERM OBJECTIVE --

Reinforce the capacities of the Central Planning Division of the Ministry of National Education (MEN).

COUNTRY IMPLEMENTATION PLAN OBJECTIVES --

1. Strengthen MEN Capacity for sector analysis and planning.
2. Strengthen institutional capacities for conducting policy research in areas of priority concern through Haitian participation in the IEES Policy Research Initiative.

In the course of the review and approval process, this Implementation Plan has been submitted for final acceptance to the Haiti/IEES National Steering Committee, the Haiti/USAID Mission, the IEES Executive Management Committee, the IEES Project Cognizant Technical Officer, and the IEES/Haiti Country Coordinator.

1.3 OVERVIEW OF THE IEES PROJECT

The IEES project is coordinated by the staff of the Learning Systems Institute of Florida State University. Participating institutions include the State University of New York at Albany, Howard University, and the Institute for International Research, Inc. The Executive Management Committee consists of the Project Principal Investigator, Director, and the Institutional Coordinators from each of the participating institutions.

The resources available from the consortium are primarily technical assistance for planning, research, and training activities. Resources also exist for the procurement of local consulting services and some equipment acquisition.

The IEES project is sponsored by the Agency for International Development

(AID) and managed by the Cognizant Technical Officer in the Education Office of the Bureau for Science and Technology in Washington D.C. in cooperation with the Education Officer of the USAID/Haiti Mission. Coordination of IEES activities for the Republic of Haiti is conducted by the Ministry of National Education (MEN) through an IEES National Steering Committee.

2.0 CONTEXT

This section of the Implementation Plan presents an overview of the context for IEES Project activities in Haiti. The major sources for the information presented in this section are the Haiti Education and Human Resources Sector Assessment (draft version, June 1985), and education issues papers prepared by IEES staff in providing assistance to the USAID/Haiti Mission in the preparation of the IIBE Project Paper.

2.1 OVERVIEW

Beyond its function of preparing youth for further academic or vocational training, it has been demonstrated worldwide that basic education has a positive potential impact on agricultural productivity, attitudes toward childbirth, child and maternal health, and levels of political participation. In its most recent official planning exercise, the Plan Biennial d'Education 1984-1986, the Haitian Government placed major emphasis on EHR sector development, setting the year 2000 as its target date for the universalization of basic education.

Haiti is still a long way from this goal. The general primary net enrollment was estimated in 1984 at 56.6% of the primary age cohort; in rural areas it is under 30%. Government reform initiatives launched under the Duvalier administration to expand education and improve the performance of the system have had limited success and have been highly controversial. There was a general consensus that limited financial resources were being stretched thin in providing education of questionable quality. A period of general political unrest and public demonstrations, led initially by dissatisfied students, culminated in February 1986 in a change of government. Under the present provisional government the MEN is currently reassessing its objectives, means, and administrative structures in preparation for a major reorganization. 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.

The present challenge to Government and its international development partners is to expand the base of educational opportunity to all Haitians. For these reasons, a proper understanding of the problems and challenges facing educators in Haiti today requires a broader view and an historical perspective as a point of departure.

2.1.1 Historical and Social Setting

While the expansion of educational opportunity in Haiti is a recent development, formal schooling has a long history. The roots of Haiti's cultural and intellectual traditions are deep. They are intimately associated with the nation's distinction in 1804 of becoming the first black republic in the world and the second independent nation, after the United States, in the Western Hemisphere.

Public instruction was a concern of the earliest leaders of the Republic soon after Independence in 1804. Well before similar legislation was passed in France, General Alexander Pétion in 1816 established the principle of free primary education and founded the first public schools in the principal towns of the nation. Over the years, Haitian education produced a small but impressive cadre of elite graduates who have achieved positions of international stature in the domains of literature, academics, and the professions.

The Haitian respect for intellectual and cultural achievement stands in stark contrast with the level of development of its educational system. The expansion of general education in Haiti has been slow and characterized by striking urban/rural disparities which have favored an elite based in the capital of Port-au-Prince.

Shortly after independence, the first public "lycée" (secondary school) was established there by Alexander Pétion. By the 1950s education had evolved as a strictly urban affair, indicated by the fact that the proportion of rural school-age children enrolled in primary schools was estimated at only 10%. By 1950, the number of secondary schools had only grown to 15, all of them located in the capital.

In the 1970s and 1980s school enrollments increased significantly, led by the expansion of schools in the private sector. Currently, about half of Haitian children in the the 6-to-12 age range are enrolled in primary schools with over 60% of these attending private schools. Secondary school gross enrollments grew between 1960 to 1983 from about 4% to 12% of the relevant age-group. It is estimated that 84% of the secondary school enrollments are in the private sector.

The expansion of educational opportunities in rural and economically depressed urban areas of Haiti has been primarily achieved through the growth of private schools funded largely by religious, philanthropic, and private voluntary organizations. From 1974 to 1983, private primary school enrollments increased 150% while those of public schools showed only a 16% increase. In 1984, it was estimated that 32% of private schools were operated by non-religious community groups or as businesses, while 68% were sponsored by churches or religious missions.

A comprehensive administrative structure for public education was not established in Haiti until the last decade. During the American presence, 1916-1934, and again from the 1950s through the mid-1970s, responsibility for the educational system was divided between two administrative entities: the Ministry of Agriculture for rural schools and the Ministry of Education for urban schools.

2.1.2 The Haitian National Education Reform

The Education Reform was initiated by Government in 1979 as its vehicle to redefine and restructure basic education into a more efficient and more relevant

system, and it remains the dominant policy issue and driving force behind sector developments in Haiti. Seven years later, though it is far from attaining its goal, it has set into motion an array of pedagogical initiatives and structural innovations which constitute an imperative for change and adaptation. These innovations have had immediate social repercussions and signal far-reaching implications for all institutions and donor organizations active in the sector.

Its central importance notwithstanding, the Reform has not yet been a success. It has been beset by problems of implementation and its innovations have been the subject of widespread general critique. Government has experienced major setbacks in its efforts to generate a broad base of public support for what has become a complex and politically sensitive issue. Implementation is behind schedule and incomplete in public schools, and rates of adoption have been particularly weak in the private sector. The Reform, nevertheless, is going forward.

The Haitian Education Reform was born from an analysis of the state of education in the 1970s conducted by the Government 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 Caribbean and Latin American region at about 80%. Primary school gross enrollment levels in 1974 were only 39%. The system was characterized by excessively high dropout rates and repetition repeaters and was based upon outmoded methods of--"chalk, talk and rote memorization." Fewer than 50% of Haitian children have ever enrolled in school. Of every 1000 students who found places in first grade classes, about 42% dropped out by the end of the second grade and less than 40% ever completed the sixth grade. The qualifications of teachers were exceptionally low, with less than 50% having undergone teacher training. This figure progressively declined by 1982 to about 19% due to high levels of attrition among the best teachers who were abandoning schools due to unattractive salaries and the non-professional status of

teaching within the civil service. With major funding from the World Bank and other forms of assistance from major multilateral donor organizations, Government embarked upon rectifying these inadequacies. The National Pedagogical Institute (Institut Pédagogique National or IPN), an educational R&D unit of the Ministry of Education, was given responsibility for overall planning, coordination and evaluation of Reform activities, as well as certain materials production functions. World Bank funding is currently entering its fourth multi-year project in support of the Reform.

2.1.3 Basic Components of the Reform

The Reform calls for a comprehensive reorganization of Haiti's primary and secondary educational systems. It is a significant departure from traditional Haitian schooling and entails directives for new subjects, new syllabi, new teaching methods, early instruction in Creole, automatic promotion in early grades, and a major focus upon in-service training of key school personnel, and 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) now known as "éducation fondamentale," followed by three years of secondary school. At the completion of the first four-year cycle students are expected to achieve permanent literacy. The third cycle offers branches in vocational/technical education, and a general academic curriculum. A diploma (Diplôme d'Etudes Fondamentales) is proposed after 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.
4. New curricular elements such as a reading readiness component for first grade students and community-based studies are to be introduced.
5. Also to be introduced are modern, active pedagogical methods favoring increased student/teacher interaction, "discovery learning" approaches, and methods better suited to rural conditions including multiple group

classrooms, and continuous, formative evaluation of student achievement.

6. New instructional materials (i.e., textbooks, student workbooks, teacher guides), adapted to the local reality and based on updated pedagogical principles, will be developed and distributed.
7. Preservice teacher training institutions are to be reformed.
8. Inservice training will be provided for the majority of teachers.
9. Inservice training will be provided for school directors.
10. A new salary scale and civil-service status for teachers is to be adopted.
11. The system of primary school inspectorates is to be reorganized and retraining provided for inspectors.

2.1.4 Summary of Achievements in Implementing the Reform

As designed and decreed, the Reform is an ambitious frontal attack on the problems of educational inefficiency. To date, the Reform has experienced setbacks, implementation delays, and only partial success in classroom results. Some innovations have been abandoned, others have been reconceptualized.

Reform Classes. Government statistics presented in Table 1 and Table 2 indicate that as of June 1985, 30% of all students were enrolled in Reform classes, with a considerably lower rate of adoption in the private sector (19%), than in the public sector (40%). Data on regional variations, presented in Table 2, show that adoption of the Reform has been slowest in the Centre, Nord, and Ouest Départments of the country. Within the private sector, adoption has been weakest in the Port-au-Prince metropolitan area (Ouest). The slow rate of adoption in the capitol is particularly significant since this Département has the highest enrollment rates.

2.1.5 Problems and Achievements

The slow rate of implementation of the Reform has been attributed to a general public ambivalence and reticence, 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 Système Scolaire Haitien

TABLE 1
General Status of Reform Implementation
By Student Enrollments

Type	Pre-School	Grade						Total
		1st	2nd	3rd	4th	5th	6th	
Trad.	60,172	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	60,172	113,006	107,818	94,664	75,166	57,041	40,539	488,234
	% Reform -	50	41	28	15	7	3	30
	% Reform Public -	69	55	39	21	11	4	40
	% Reform Private -	34	27	14	7	3	2	19

Source: Ministry of National Education, June 1985

TABLE 2
Status of Reform Implementation by Geographical Region

Département	Rate of Application in First Year Classes		Global Rate of Application	
	Public %	Private %	Public %	Private %
Ouest	67	12	31	6
Nord	53	36	37	22
Nord-Est	69	52	46	37
Nord-Ouest	69	49	43	26
Artibonite	70	43	44	26
Centre	55	32	30	16
Sud	88	44	46	21
Sud-Est	78	51	42	33
Grande-Anse	81	51	47	32
TOTAL	69	34	40	19

Source: Ministry of National Education, June 1985

(November 1985), prepared for the Ministry of National Education. The report cites planning problems resulting in delays in the formulation of specific instructional objectives and instructional materials for second cycle classes. Problems are cited at IPN which is responsible for planning, execution, and evaluation of teacher training, as well as in the conception, execution, and evaluation of pedagogical activities. 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 teacher 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 the continued public controversy over the use of Creole as a language of instruction, the inadequate regulation of private sector schools, inadequate curricular materials for rural settings, and inadequate supervision of teachers.

Among the achievements of the Reform have been some important gains in internal efficiency in reductions in the number of repeaters. Though the Reform calls for automatic promotion from the first and third year classes, this has not been the practice due to organizational problems and material constraints. Nevertheless, 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 grades, repeater rates in traditional public schools are 21%, 24%, 22%, 19%, 16%, and 6%. The rates for public Reform schools are 8%, 17%, 10%, 9%, 6%, and 12%. Improvements are also noted at reducing overall attrition within the Reform system. The student retention rate from the first to the fifth year within Reform schools has been improved markedly from 27%, to 31%, to 41% for the academic years 1983/84, 1984/85, 1985/86.

2.2 FISCAL CAPACITY

The ability of Haitian society to remedy the problems of the educational system described above and to carry through the effort at educational reform, is in large measure dependent on its ability to generate and effectively manage the financial and human resources that such an undertaking requires. Four principal groups are presently active in trying to meet the resource needs of the education system: 1) the Government of Haiti (GOH); 2) students and their families; 3) private voluntary organizations; and 4) international donors. All are influenced by the evolution of general economic and political conditions, but each plays a somewhat different role in support of education. This section will examine briefly the general situation of the Haitian economy as it impacts upon the financing of education, then consider the present and likely future capacities of each of these four groups.

2.2.1 Macro-economic Context

Haiti remains a very poor country, the only nation of the Western Hemisphere to rank among the 25 least developed in the world. GDP per capita was estimated in 1985 at \$382, and most rural family incomes lie below \$300 a year. The Haiti EHR Sector Assessment highlighted several characteristics of the Haitian economy that provide relevant backdrop for any consideration of educational financing in the country. The major issues are the following:

- A large rural population on a fragile agricultural base. Population per acre of arable land in Haiti is the highest in the Western hemisphere. Productivity remains very low due to the scarcity of arable land, continued use of archaic agricultural techniques and lack of training, combined with severe soil erosion and a twofold dependence on natural factors (drought, hurricanes) and external conditions (e.g., coffee prices on the world market). Continuing subdivision of land by inheritance, the lack of a reliable credit system, and a dearth of possibilities and incentives for investing worsen the situation.
- Lack of communications. The isolation of the rural population is attributable in large part to natural topography. Haiti is, relatively speaking, more mountainous than Switzerland, which accounts for over-

whelming problems with the circulation of people, goods, and information. A poor road network impedes trade and the provision of basic services.

- An impoverished and underemployed rural population. Real national income per capita has been declining since 1981, and the per capita incomes of peasants have deteriorated markedly over the last decade. Underemployment is estimated to average 40%.
- A congested metropolitan area where virtually all public service and modern economic activities are concentrated and which constitutes almost the only major market in the country. The Port-au-Prince metropolitan areas accounts for fully 20% of the national population and is growing at a rate of 4-5% per year.
- The weakness of the Government administrative apparatus. Its limited capacity to plan, manage, and evaluate has long constituted an obstacle to establishing a dynamic, consistent, and long-term economic policy.
- The limited investment capacity of the public sector, which leads to more dependence on foreign assistance. At the same time, the efficiency and even the volume of this assistance are increasingly constrained by the country's absorptive capacity.
- A small but growing modern industrial sector that has become strongly oriented toward assembly-type production for export and remains very vulnerable to its economic environment. Local firms are threatened by a lack of protection against imports and contraband of the very products they are trying to manufacture. The absence of a defined set of industrial rules leads to frequent salary increases, and Haiti's comparative advantage in cheap labor is vanishing. At the same time, absence of social protection, too many fiscal obligations, and no facilities for food and housing make life and work conditions difficult for workers. As a result of these and other factors, the promising development of export-oriented activities slowed down in 1975-80. Haiti has not increased its share of the U.S. market and is lagging behind other competing countries, such as the Dominican Republic, the Philippines, and Indonesia.
- The continuing, pervasive problem of distribution of income. The Haitian economy is characterized by great disparities in the distribution of wealth and income, inequalities that have been accentuated over the last 30 years. One percent of the population held in 1980 over 50% of the wealth, while fully 80% lived below the level of absolute poverty defined by the World Bank. Data presented in the Government's Biennial Plan 1984-1986 revealed that in the 1979-1983 period the distribution of income had become even more skewed at the expense of rural inhabitants. What this incomplete array of information on income distribution ultimately suggests is that serious obstacles prevent the resources generated by the modern sector from spreading to the rest of the economy and population.

Since 1980, the economic situation in Haiti has worsened as world markets were affected by recession and austerity. Haiti reached the limits of labor productivity attainable within the outdated and inequitable socioeconomic 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 an annual rate of 1.3%. The new post-Duvalier government hopes to reverse the downward trend of the economy by rationalizing economic structures and putting greater numbers of people to work, but it starts from a position of severe economic crisis. Projected average annual growth rates for the next five years, under the most favorable scenarios, are on the order of 3%, starting with a 2% rate in the 1986-1988 period and reaching 4% by 1991. Per capita GDP will progress at a lower rate (estimated at an average 2% per year) due to the effects of population growth.

We turn now to consideration of the fiscal capacity of each of the prime supporters of the Haitian educational system.

2.2.2 Government Financing

Government fiscal capacity is dependent both on the underlying state of the economy and on the efficiency with which the government promotes economic development and taxes its proceeds. Despite the fact that no major economic upturn is in sight for the immediate future, 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. The outlook in the area of government funding for education is for

some 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 patronage payoffs that characterized fiscal behavior under the former administration. The new post-Duvalier Ministry of Education has in fact succeeded in convincing Government to increase the 1986/87 education operating budget by 50% over its level of the previous year. Most of this increase will be devoted to salary raises, particularly in primary and secondary education where teachers have for years earned no more than \$100 a month. Whether and how the Government will be able to extend these salary subsidies to private education, where the large majority of enrollments are located, remains to be seen and constitutes one of the major problems of educational planning confronting the country.

2.2.3 Private Voluntary Organizations (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. Organizations that supported child sponsorship programs, which underwrote the tuition and school materials expenses of large numbers of poor students and thus provided funding for numerous private schools, are by and large shifting their financial resources toward more general community development efforts. As a consequence, the supply of subsidized private education is likely to diminish in upcoming years, unless counteracted by a major influx of new philanthropic or donor support. The magnitude of PVO financing also remains under some doubt because of the sensitivity of many of these donors to political events and civil disruption in Haiti.

2.2.4 Students and Their Families

With the exception of the tiny minority of middle class families (and in some cases among this group as well), students and their parents are increasingly sorely pressed to pay the rising costs of education. Given the reductions in disposable income and the retrenchment of philanthropic funding documented above, tuition, material and opportunity costs associated even with basic education have become impossible burdens for significant proportions of the population. The change in regime may open up new leeway for imaginative forms of local and community funding for education, including income-generating projects, but these will require careful planning and experimentation.

2.2.5 International Donor Community

Official bilateral and multilateral assistance to Haiti was very limited in the 1960s but resumed in 1970s, reaching a peak at the end of that decade (\$85 million in 1979). It then leveled off, due in part to increasing concern about the absorptive capacity of the Haitian government and the administrative competence of the recipient agencies, but has recently begun to increase once again. Foreign aid in 1983/84 funded 84% of the development budget for education, as compared to 69% of the entire government development budget.

Donor assistance to education has been concentrated in recent years on public primary education, teacher training and higher education. Until recently, the GOH exercised relatively little authority in the area of donor coordination. With the change in Government has come both a willingness among the official donor community to give somewhat more for education and an increased will and capacity on the part of the Ministry of Education to see that this aid is provided in ways that reinforce national educational planning.

In conclusion, Haitian fiscal capacity for meeting the resource needs of educational development remains severely hampered by economic constraints, and the

system continues to be heavily dependent on foreign aid--both official bilateral or multilateral assistance and the contributions of private voluntary organizations--for paying its operating and investment bills. Nonetheless, as recent efforts by the Ministry of Education have demonstrated, there is currently an appreciable opportunity to increase both the amount and effectiveness of resource allocations to education by better budgetary planning and better management. From this point of view, developing information systems that will provide planners with the basis for improved allocational decisions and increasing management capacities within the Ministry should obviously be priority concerns.

2.3 EHR GOALS AND PRIORITIES

In its last two-year planning report, the Plan Biennial d'Education 1984-1986, the Government of Haiti placed major emphasis on education and set the universalization of basic education by the year 2000 as a priority goal. Since the change of Government in February 1986, there are clear indications that the new provisional government intends to maintain these declared priorities and to give them stronger financial, moral and personnel support. 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 take initiatives. Literacy and education were third on this list. In a recent policy address of July 1, 1986, delivered in the historic city of Cap Haitien, President Namphy outlined the policy goals of his administration for the EHR sector. The President said that Haitians were living in a unique socio-historical moment, one in which education had an important role to play as the "motor of development," and the "spearpoint of democracy." He cautioned that considerable realism would have to be practiced as much in the determination of objectives as in the choice of means for attaining them. The goal of education would be to develop "...a Haitian who is more creative, better oriented toward change, more attached to national

values and better prepared to participate in national development." The major goals outlined for the Ministry of National Education were the following:

- Reinforce efforts to attain universal education.
- Continue implementation of the National Education Reform.
- Provide civic education for the general public.
- Rationalize the administrative functions of the MEN.
- Reinforce the institutional capabilities of the MEN.
- Implement the newly created Statut de l'Enseignant.
(A Teacher Charter establishing rights and responsibilities of those within the teaching profession, and determining criteria for minimum qualifications, salaries, and promotion.)

The President announced that these priorities will be translated in budgetary terms by an increase from 16% to 21.7% of the share of the national operating budget allocated to the EHR sector. He identified the following actions as concrete measures to be undertaken in the near future:

- Teacher salaries will be increased from 28% to 30%.
- Access to schools will be expanded through the implementation of double shift policies.
- Working conditions will be improved for education personnel.
- An integrated literacy campaign will be initiated which will mobilize both Government and NGO resources.
- The Ministry of National Education will be restructured and training provided to its staff in order to increase its effectiveness and efficiency.
- Implementation of the National Education Reform will be evaluated in order to consolidate its achievements before attempting further expansion.
- Equipment, furniture, and pedagogical materials destroyed in some schools during the events of February 1986 will be replaced.

A preliminary draft of the 1986-1988 Two-Year Plan for Educational Development was completed in July 1986 and was, at this writing, being circulated within Government and among donors for comments. The final version was scheduled for

completion by December 1986. The Plan has a high degree of congruence with the sector goals and objectives of the previous Plan, and with the new goals set by President Namphy (administrative rationalization, and MEN institutional development) as outlined above. The following outline of long-term goals by sub-sector is based upon sources utilized in the Haiti EHR Sector Assessment of July 1985. The degree of goal attainment by subsector is discussed in Section 2.5, following an analysis of key sector issues and constraints.

Preprimary Education. Four major objectives were identified in a 1984 Government policy statement. These are:

1. provide children with the necessary prerequisites for early childhood development;
2. compensate for deficiencies stemming from an educationally deprived family setting;
3. involve parents in the child's development process; and
4. fashion preschool education into a comprehensive, multi-sectoral, community-oriented undertaking, with nutritional, pedagogical, and health components.

Primary Education. In the Plan Biennial d'Education 1984-1986, Government identified the two major goals as (a) providing universal access to education and attaining universal literacy by the year 2000, and (b) implementing the Reform so that it will be fully in place by 1991/92.

Secondary Education. For the development of general secondary education during the same plan period, Government's expressed objectives included: (a) the expansion of secondary education to provide 10,000 new places each year, especially at the entry level and the second-to-final year, and (b) decentralize secondary education which is overly concentrated in two regions.

Teacher Training. Training targets for teachers specified in the Plan Quinquennial 1981-86 call for (a) retraining approximately 90% of the primary

school teaching force, and (b) initial training for 2,700 new primary school teachers, and 4,600 secondary school teachers.

Higher Education. The National Five-Year Plan (1981-86) lists four major priorities for the State University of Haiti. These are:

1. orient university training toward research, science, and technology,
2. offer alternative cycles of training allowing students to acquire marketable skills in less than four years,
3. develop a continuing education program for upgrading the skills of practicing professionals, and
4. expand the university capacity to receive an additional 400 students a year until total enrollments attain 6,200 by 1986 (1984/85 enrollment was 4,398).

Management Training. The overall long-range goal identified for management development in the National Five-Year Plan is to increase the efficiency of the Haitian public administration. Four specific objectives are to:

1. overhaul and reform public administration,
2. create and implement a single statute governing all public sector employees,
3. improve the coordination of all administrative branches, and
4. introduce new procedures of budgetary management and accountability in all branches.

Vocational and Technical Education. The general goal set for the 1980s in the National Five-Year Plan (1981-86) in respect to human resource development and employment is to improve the adjustment between manpower supply and demand as a means of reducing unemployment and underemployment, to expand internal markets, and to raise the standard of living. Five qualitative objectives are targeted for professional and technical education:

1. adapt instructional programs of professional schools to labor market realities,
2. reinforce professional programs in primary and secondary schools,

3. expand first cycle professional schools in areas outside of the capital,
4. reorganize private business/secretarial schools, and
5. reinforce the Institut National de Formation Professionnelle.

Nonformal Education. A major goal for nonformal education in the Five-Year Plan is to promote participation of the entire population in the process of development. Five priority objectives are the following:

1. eradication of literacy,
2. improved cooperation and coordination among educational programs,
3. provision of basic knowledge and skills to new literates,
4. promotion of community organizations, and
5. mobilization of the rural population for a deeper awareness of and more active participation in national development.

The Haiti EHR Sector Assessment identifies eight key issues critical to the development of education in Haiti. Many of these issues are related to constraints on the system which remain, for the most part, as salient in 1986 as they were in 1984. This is due in large part to the dislocation and stagnation of educational development efforts upset by larger political transformations occurring during this interim period. These issues are summarized below.

- **Policy Reform.** Progress within the education sector will depend on strong and consistent support for Government policies and priorities, taking place within a general framework of regionalization and decentralization. The National Education Reform, implemented in 1982 with World Bank support, addresses needs in the areas of internal efficiency and relevance of the educational system, as well as concerns about equity and access. The design of the Reform is conceptually and pedagogically sound, but implementation has been uneven due to the underdeveloped capacities of the MEN. Many express concern about the prospects of Government maintaining long-term support for the Reform at the highest levels.

Policy reforms are required in such domains of the EHR sector not yet affected by the Reform as higher education, management training, and non-formal education. Recommendations in the sector assessment emphasize the development of a capacity to design and manage these reforms within Government.

- **Institutional Capacity.** The policy reforms required for coordinated and effective sectoral planning and management must be based on a sound institutional foundation. While there are existing infrastructures and institutions to meet many of the sectoral requirements, most are not currently effective because of a shortage of trained and experienced manpower, and the lack of sufficient funds for operations and maintenance. The appropriate response is not the development of additional institutions. Nor is it to circumvent Government through private sector initiatives. The most effective long-term response is to reinforce the existing institutions within the public and private sectors, even if this requires external funding of recurrent costs for a limited time.
- **Planning and Management Capacity.** The use of resources and the delivery of educational services in Haiti are severely limited by weaknesses in public administration. There is a short supply of staff having the analytic, planning, and managerial experience and capabilities needed for effective institutional operations. This capability can be enhanced through a combination of inservice seminars and workshops for short-term and long-term training.
- **Private Sector Role.** A distinguishing feature of the Haitian educational system is the presence of an active and growing private sector. Private education has a unique role to play, particularly in rural and economically depressed urban areas. Coordination of activities within the subsector is needed to utilize this broad range of resources to further general educational goals.
- **Resource Utilization.** The limitations on existing and new resources makes it imperative that new initiatives focus on employing resources more efficiently. At the primary level, for example, this could be accomplished by exploring low-cost alternatives to basic education and by improving teacher guides in a manner which reduces the demand for teacher training. Many urban schools could benefit from the increased use of double shifts and from higher student/teacher ratios. At the State University of Haiti, costly duplication of facilities among various colleges could be reduced by using a central site for common core areas of instruction.
- **Donor Coordination.** More effective use of both Government and external resources can be promoted by a closer coordination of multilateral, bilateral, and PVO activities with Government programs and priorities. Agreements about coordination should be specific and have observable results that can be openly monitored. Donor agreements that merely give individual donors prime responsibility within an area of the sector do not constitute strategic coordination.
- **Information for Planning.** Informed planning is the basis for effective programs, and such planning cannot be done without an adequate base of information. There is a pervasive shortage of information for strategic educational planning in Haiti, extending from the preprimary level through higher and nonformal education. Even basic information required for routine administration and management is often either not readily available or not fully reliable.

- **Language of Instruction.** The use of Creole as the language of early instruction, accompanied by newly developed instructional materials in Creole, can be expected to improve effectiveness of instruction at the primary level. However, unless the Reform program is fully implemented with provisions for effective transition to French after the acquisition of mother tongue literacy, the program could have unintended outcomes. If students leave school not having learned French, Haiti's official language used by those in power, this could create a linguistically isolated peasantry unable to access printed or spoken communications in any language other than Creole. The adoption of effective methods for moving from Creole to French is essential to the success of the Reform. Creole must not become the only functional language of the rural poor.

2.4 OVERVIEW OF SUBSECTORS

Information for this overview is abstracted from the draft Haiti Education and Human Resources Sector Assessment (June 1985). Where updated statistics are available, these are included to provide the most current information on the status of each subsector.

2.4.1 Preprimary Education

Preprimary education is defined as formal education programs for children who are too young for legal admission to primary school--that is, under six years of age. A range of preprimary programs is available, including programs that stress child development or school readiness, and those designed to teach reading and writing of French. There is no accurate count of the number of children participating in the various types of preprimary education.

A high value is placed on preprimary education by educators and parents of all social classes. Because so many children are affected by poverty and malnutrition and consequently perform badly in primary school, preprimary is viewed as a way to promote achievement. Unfortunately, the majority of preprimary children may be in programs that are inadequate for the nation's needs as they frequently do not promote cognitive, social, or physical-motor development. Unfortunately, those which provide appropriate child development activities exist in the private sector and are far too expensive for most of the population.

Several programs exist which do take into account current knowledge about preschool learning abilities and needs and the realities of the Haitian context. The largest of these are the Community Integrated Nutrition and Education Centers (CINEC) and the Timoun Byen Veni program. In 1984, Government issued a policy statement on preprimary education indicating the desired outcomes of preprimary education and citing CINEC as a program that met Government's needs.

The sector assessment suggested that although many of the better preprimary programs were meeting the health and nutrition needs of children it had not been established that their educational needs, particularly in relation to performance in primary school, were being met. The major problem facing decisionmakers concerned with preprimary education is the lack of data on costs and benefits and their relationships. Decisions regarding expansion and improvement should be based on evidence of the positive impacts that can be anticipated. The absence of clear linkages with primary school, both educationally and organizationally, is a major problem.

Training of teachers is a critical aspect of success in the preprimary sub-sector as is the availability of affordable learning materials--both of these require financial resources which are frequently lacking. The lack of a mechanism that integrates the better preprimary programs into a national system means that potential efficiencies are being lost.

The major sector assessment recommendations for preprimary education follow:

- Develop a base of information on preprimary activities, including costs and outcomes.
- Improve the quality of preprimary programs.
- Improve the supervisory and planning capacities in the subsector.
- Increase access to preprimary programs linked to primary schools using the reformed curriculum.
- Encourage better cooperation among agencies involved in preprimary programs.

- Use preprimary involvement to increase the educational level of mothers.
- Develop an incentive system to encourage private sector programs to adopt the general model recommended by Government.
- Encourage parental support of preprimary programs.

2.4.2 Primary Education

Two key issues assume central dominance in the subsector. These are

(a) Government educational reform efforts, and (b) the role of the private sector. The Reform is discussed in detail in Section 2.1.2, and a discussion of the private sector is presented in Section 2.1.1. This section provides a more general overview of issues, constraints, and policy options.

Primary level education in Haiti has for the past thirty years been the focus for most of the governmental and donor support to the formal education sector due, in large part, to its strategic importance to the Government goal of eradicating illiteracy. The subsector has experienced consistent enrollment growth with the number of pupils expanding from 213,000 in the mid-1950s to a 1983 enrollment level of 723,041, an increase of 239%, representing a gross enrollment ratio of 69%. Underlying these aggregations are both social and economic achievements. But because of the complexity of the subsector--characterized by unregulated expansion, cleavages along the lines of public/private and urban/rural school communities, and significant social and economic disparities in the backgrounds of students and their families--progress has been slow and uneven in upgrading and even maintaining the educational quality of schools.

Characteristics indicative of the low internal efficiency of Haitian primary education are the weaknesses of its student flow patterns, lack of instructional materials, and low levels of teacher effectiveness. Primary education is characterized by high repetition and dropout rates, and low promotion rates particularly in the early years of instruction. Promotion rates are 41% for first

year students, and progressively improve to 70% in the second year, and 96% in the sixth year. Analyses indicate that on the average it takes 12.5 student years to produce a primary school graduate. Sixty percent of those who enter primary school do not complete the first four years. As many as 79% of the students are over age for their class.

The system-wide student/teacher ratio for 1982/83 was about 43:1. In general, rural schools have higher ratios than urban ones, and public schools are higher than private. School feeding is an important part of primary school for a large percentage of students. About 60% of all students participate in school feeding programs.

There are four major constraints to the development of primary education in Haiti. These are of a human, geographical, organizational, and financial in nature.

Perhaps the most serious human constraint is the physical condition of the children, a large percentage of whom are malnourished and undernourished. Their physical condition seriously compromises their capacity to fully benefit from the instruction they receive. There are too few trained teachers and an inadequate number of trained school directors and inspectors to guide them. At the higher administrative levels of the Ministry, planning and management are constrained by insufficient numbers of qualified staff and by frequent personnel turnovers.

Providing primary education to Haiti's widely dispersed population is difficult with the current state of roads, transport, and communication. Teachers are reluctant to accept assignments in remote areas. Many children reside outside of an acceptable walking distance from schools. Plans are currently being formulated for a reorganization of the Ministry of National Education. This will indeed be necessary to correct the organizational problems which have characterized the subsector. These have included inadequate coordination between Government

initiatives and donor assistance, and inadequate intra-ministerial coordination between the agency responsible for implementing the Reform (IPN) and the MEN Division of Primary Education.

Plans to increase access and quality and improve the conditions of teachers will require substantial financial resources. The nation's dependence on a fluctuating world market for export income makes it unlikely that Government funds for primary education will increase substantially. Considerable support for both public and private education is already being provided by donors, private voluntary organizations, and families.

The major sector assessment recommendations for primary education are to:

- Increase the rate of implementation of the Education Reform in the public sector.
- Improve the quality of education and encourage the adoption of the Reform in the private sector.
- Conduct a survey of the private sector to obtain information about its structure and the functions of the various private education components for Government and donors.
- Explore methods to assist with funding improved instruction in private schools.
- Improve procedures for data collection.
- Improve the management and planning capabilities of public and private sector decisionmakers.

2.4.3 Secondary Education

During the past 25 years, secondary school enrollments have evolved dramatically in Haiti, increasing by fivefold. In a parallel manner to developments at the primary level, private schools have absorbed most of the social demand for postprimary schooling. In 1960, there were some 108 secondary schools with about 22,000 students. By 1982/83, the number of students had grown to 117,081 in 290 schools, with 84% of all students attending schools in the private sector.

Government statistics for 1982/83 indicate a gross enrollment ratio for the relevant age population of about 12%. Issues of access and equity remain of paramount concern due to the continued overconcentration of secondary schools in urban areas. The large number of untrained teachers continues to devalue current public and private investment in education with only 43% of the private and 18% of public secondary teachers having graduated from either a teacher training college or university.

Most of general secondary education is academically oriented and is an adaptation of the French model. The seven years of secondary schooling is organized into a four-year lower cycle, and a three-year upper cycle. It takes about 5.5 student years to produce a graduate of the lower cycle and almost nine for the upper one.

A central concern for the coming years is the need to improve the coordination and congruence between the instructional objectives and curricula of traditional secondary schooling and those of primary level reform schools. The sector assessment concludes that advanced planning for the eventual introduction of the Government Educational Reform to the secondary level will require concomitant emphasis upon developing teacher training programs for this level. Most recent developments indicate that the MEN is considering abandoning the goal of introducing the Reform at the secondary level.

The sector assessment also concludes that consideration should be given to ways to achieve greater external efficiency with respect to the goals of secondary education.

The principal constraints to the development of secondary education in 1986 remain the low level and inequitable distribution of personal income. The external constraints posed by low-level and stagnating personal income have internal implications. Insufficient growth in family income puts a ceiling on what private schools can collect in fees. This restricts efforts to improve secondary education

through expanding and improving facilities and raising salaries to attract and retain competent teachers.

The sector assessment offers the following recommendations for donors and Government:

- Intensify efforts to reform secondary education. Donors can be of assistance in providing support for basic planning studies, especially tracer studies of school leaders and graduates.
- Provide training for national personnel in planning, management, and curriculum development.
- Provide support for national seminars on secondary education that bring together educators, employers, and private citizens.
- Provide consultants and long-term advisors as needed.
- Establish a national entity to encourage better organization of private sector secondary education through reliance on private sector initiatives.

2.4.4 Teacher Training

Preservice and inservice training for primary school teachers in Haiti is coordinated by the National Pedagogical Institute (Institut Pédagogique National or IPN), a research and development institute under the MEN. The preservice training of secondary school teachers is conducted at the Superior Normal School (Ecole Normale Supérieure, or ENS) which is attached to the State University of Haiti. Preservice training for primary school teachers is conducted in ten accredited normal schools located throughout the country. Together these schools had a total enrollment in 1984 of 857 trainees. To date, normal schools have only produced about 27% of the new teachers required in the current National Five-Year Plan.

Production within the schools has been at a level of about 50% of annual targets. This low level of internal efficiency reflects a problem of capacity underutilization due to the inability to attract sufficient numbers of normal school candidates because of limited employment prospects in the education sector. The student/teacher ratio at seven of the ten accredited normal schools is 6:1.

The number of normal school applicants has been on the decline from 1,900 in 1983 to 662 in 1984. The quality of training received in normal schools is severely compromised by poor facilities, inadequate supervision of trainees, insufficient instructional materials, and the need for better qualified instructors in key program areas.

The inservice training program for teachers coordinated by IPN has been beset by problems. No accurate data exist on the exact number of teachers re-trained or on the extent of their training under the Reform, though it is estimated that about 63% of the teaching force has had some form of contact with the program. Serious doubts exist over the quality of this training effort, the relevance of the training to the conditions under which teachers must work, and the ability of the IPN to carry out this program. The IPN is understaffed and overextended by its overall responsibilities for the major components of the Reform. It is lacking in sufficient numbers of qualified staff in the areas of educational planning and management.

Because of major structural constraints which limit its absorptive capacity and compromise the quality of its programs, the Ecole Normale Supérieure has assumed a marginal position as a secondary teachers training institution. Though it is formally charged with providing pedagogical training to prospective teachers, the education component of the ENS program of studies is its weakest due to insufficient numbers of qualified staff in education specialty areas. The possibilities for relevant ongoing reform of Haitian education are therefore severely limited by the fact that no institution in the country provides degree level training in the field of education.

In 1982, ENS graduates represented only 11% of the public sector teaching force. According to projections calculated for the sector assessment, a total of 1838 new secondary teachers will need to be recruited and trained by 1990 to serve

a student population expected to expand from 141,900 in 1984 to 251,600.

The sector assessment concludes that at its current annual production level of about 30 graduates, ENS can be expected to train 210 new teachers, representing 11% of the projected demand, leaving a shortfall of 1628 teachers. The majority of new teachers will most probably continue to consist of university students and graduates, part-time professionals, and high school graduates who, though often competent in their specialty areas, will have received no formal pedagogical training. The school's low level of productivity is accompanied by qualitative weaknesses in its program due to constraints related to its budget, limited facilities, and inadequate numbers of staff trained in key areas of education. It will require major restructuring and considerable additional resources if it is to contribute to accomplishing national training objectives. The sector assessment recommendations for teacher training are to:

- Encourage donors to coordinate their activities with those of the World Bank Fourth Education Project to improve the planning and management capacity of the Training Section of the National Pedagogical Institute (IPN).
- Develop a comprehensive strategy for the use of radio in teacher training.
- Explore alternative instructional systems that require a less extensive teacher training effort.
- Work with the private sector to explore ways to improve the incentive system for teachers.
- Encourage innovative teacher training approaches relevant to the needs of rural communities.
- Organize the pedagogical components of normal school training at a central location to assure a uniform standard of instruction.
- Coordinate the training program at ENS with other institutions of the State University of Haiti to increase the supply of certified secondary school teachers.
- Improve the qualifications of the ENS education section staff and upgrade the program to B.A. and M.A. specialization in such areas as testing and measurement, evaluation, and educational planning and management.

2.4.5 Higher Education

The State University of Haiti (UEH), is the largest and oldest institution of higher education in Haiti. Its 1984 enrollment of 4,513 students represents 80% of all tertiary level students; the remainder are enrolled in a small number of embryonic private institutions recently founded such as the Institut Roi Henri Christophe in Cap-Haitien, and the International University of Haiti in Port-au-Prince. About 90% of all secondary school graduates pursue higher education; about 60% in Haiti and the rest abroad, where emphasis has recently shifted from France to the United States and Canada.

The development of private sector institutions has been in response to the growing social demand for education experienced across all subsectors. Though tuition at UEH is free, access is limited by the availability of places in its colleges. About 60% of the students are enrolled in the professional colleges of Law and Economics, Medicine and Pharmacy, and Business Management. Government's priority development objective for higher education has been to train greater numbers of skilled personnel in science and technology. However, between 1983/84 and 1984/85, the number of students enrolled in the College of Science declined from 687 to 416. Student attrition is particularly troubling at the College, most notably between the second and third years of the program where 64% of its students failed in 1984.

The major structural constraints at UEH are its weak central administration (Rectorat) and the lack of coordination among its colleges which function as quasi-autonomous institutions competing for supplementary funding from various ministries and from international donor agencies. This historical tendency toward autonomy has led to costly duplications in courses, materials and facilities.

The sector assessment made the following recommendations concerning the development of higher education in Haiti:

- **Plan and implement administrative changes in structures and policies to improve coordination and cooperation among institutions of the State University of Haiti.**
- **Improve the administrative capacity of the State University of Haiti for educational planning, management, and evaluation.**
- **Replace the present system of promotion by program year at the State University of Haiti with a credit system.**
- **Provide training opportunities to develop an applied research capability in Haiti through internship programs, joint research projects, and research grants.**
- **Shift more of the costs for higher education from Government to the beneficiaries by encouraging the growth of tuition based institutions in the private sector.**
- **Develop programs to support institutional development efforts at the State University of Haiti and private institutions by encouraging and funding long-term inter-university linkages with donor country universities.**
- **Provide capital and technical assistance to the State University of Haiti for a phased program to house science and language laboratories, library resources, and other instructional equipment at a central site for shared use among member institutions.**

2.4.6 Management Training

Management development in the Haitian public sector is constrained by both structural and incentive barriers. The decisionmaking process is highly centralized, and thus limits opportunities for the professional advancement of civil servants. In the recent past, the civil service promotion and reward system was viewed by most as being arbitrary and based more upon political considerations than job performance. Dissatisfaction with the limited local management capabilities for development projects in the public sector was a factor in the decision by major bilateral donors (e.g., the United States, Canada, France, and the Federal Republic of Germany) early in this decade to operate many of their programs through Private Voluntary Organizations (PVOs). Levels of assistance to

Government were reduced as donors cooperated more closely with PVOs, particularly with respect to projects designed to benefit the rural poor.

Many of the most competent managers, discouraged by the lack of opportunity within the civil service, have sought employment in the private sector. This has occurred at a time when the upturn in development activities in Haiti is increasing the demand for more competent persons skilled in such areas as general management, personnel management, cost accounting, and project analysis.

The only specialized public institution for management training in Haiti is the National Institute for Administration, Management, and International Studies (INAGHEI). The Institute is part of the State University of Haiti but receives its budget from the Ministry of Finance. INAGHEI offers degree programs in Public Administration, Management, and Accounting. There were 1,020 students enrolled at the beginning of the 1983/84 academic year, 600 men and 420 women. About two-thirds of the student body are part-time students.

Within the private sector, a variety of training programs having some application to management training is offered. These range from unaccredited postsecondary institutions to small private organizations offering short-term training in such areas as accounting. The former group includes the International University of Haiti (Centre Universitaire d'Haiti), and the Commercial and Economic Institute of Higher Studies (L'Institut des Hautes Etudes Commerciales et Economiques). At the time of the assessment, student enrollments in management related programs at these two schools were respectively about 40 and 250 students.

The major conclusions of the assessment are based upon an analysis of the opportunities for Haitians to participate in managing their own development, the quality of training provided by local institutions, and the need for greater localization of management in the private sector. The assessment concludes that Haitians have gained only minimal opportunities to participate at the managerial

levels of development projects, despite the fact that the present level of donor funded technical assistance is higher than it has ever been in the past (almost 70% of Government's development budget, about \$220 million in FY 1983). Not only are managerial experience opportunities limited for Haitians, but also the management training capacity is restricted. Institutions which do conduct managerial training are deficient in the range and in the quality of their programs, and are not diversified enough to meet the needs of the public and private sectors. There is a need to localize management responsibility in the private sector where Haitians face serious obstacles to participating in PVO management. The recommendations of the assessment are the following:

1. Secure implementation of pending administrative and civil service reforms
2. Encourage and support alternative private sector training programs.
3. Localize management in Haiti. PVOs should survey management opportunities for Haitians and make specific, timely proposals to localize the management of their development projects.

2.4.7 Vocational and Technical Education

There are generally three types and two levels of formal vocational training in Haiti managed by the Ministry of National Education and private sector organizations. The types of schools include technical schools, business/secretarial schools, and home economics centers. Home economics centers are the most numerous forms of vocational training, accounting for 78% of the institutions and 68% of all enrollments. Technical schools are divided into two levels. First-degree technical schools offer four year courses to prepare primary school graduates for skilled employment. Second-degree technical schools prepare ninth or tenth grade completers for higher level jobs as technicians via 3-4 year programs. In 1981, public technical school students constituted about 20% of total public secondary school enrollments. Those enrolled in secondary level business and technical institutes, both public and private, represented less than 10% of

secondary students. Combined enrollments for technical and business/secretarial schools for 1984/85 were 4,118 students.

The Ministry of National Education operates nine first-degree and four second-degree technical schools, and much of its effort is directed toward meeting manpower needs in the processing and transformation sector (crafts, manufacturing, industry). PVOs, industry, and proprietary institutions are much more active in training for the processing sector. Religious missions and philanthropic organizations engaged in rural development activities have been traditionally involved in agricultural training.

The analysis of supply and demand for second-degree technical school graduates for the 1985-90 period suggest that needs are being met and will continue to be satisfied at current or slightly increased rates of production. This is consistent with the opinions of most observers that the absorptive capacity of the technical labor market is relatively modest--a somewhat paradoxical development, given the considerable growth of the Haitian industrial sector over the past decade and the new opportunities associated with the Caribbean Initiative.

The soft demand for qualified Haitian technicians is due to the fact that many of the new industries which have located in Haiti, particularly the assembly and subcontracting enterprises, do not require much skilled labor or mid-level technical personnel. For the most part, they employ unskilled or semi-skilled workers who can be trained on the job. Vocational educators complain that even in the positions where technical skills would be useful to ensure better machinery maintenance and repair, for example, industrialists prefer to use low-paid labor, and amortize their equipment quickly.

The following salient observations about Haitian vocational/technical education emerge from the sector assessment:

- **Underdevelopment.** Vocational and technical education has existed in a state of underdevelopment in Haiti because manual and technical occupations

have been low status professions, and because until recently economic demand for these skills has been low. Public institutions are weak, restricted in size, and administrative responsibility is diffused among several ministries.

- **Low Efficiency.** The internal efficiency of the public sector is very low. There are too few places in vocational schools relative to overall secondary school enrollments, and dropout rates are high. Public institutions are poorly equipped and have severely limited operating budgets. Staffing is a problem for all centers because of the difficulty of attracting and retaining competent instructors, who generally have better opportunities in industry and commerce.
- **Relevance.** From the individual perspective, the external efficiency of the public system is relatively high at the second-degree level of training, but low at the first-degree level. Most second-degree graduates do find jobs, though many decide to emigrate abroad for better salaries and living conditions. From the social perspective, the system is satisfying most of the current effective demand for skilled manpower. However, it is not meeting two urgent social needs: 1) orienting the increasing number of secondary school students toward productive technical employment, and 2) facilitating the creation of skilled jobs.
- **Access.** Women are distinctly underserved by the system. Most are limited to home economics and secretarial training, despite the fact that they comprise the majority of the industrial workforce. There are also strong regional and urban/rural disparities.
- **Agriculture.** Agriculture and the primary economic sector are the areas least served by vocational and technical education.
- **Private Sector.** The private sector has been much less active in vocational and technical education than it has in general secondary education. This would seem to be so because of the low public demand and because of the high costs of this type of training. Proprietary institutions have increased only most recently. PVOs and industry are not very much involved.
- **Information.** Government institutions do not provide much of the information needed for manpower planning and improved organization of the system, nor do they ensure guidance, accreditation, or quality control among private sector training centers. Information on supply and demand in technical training is scarce.
- **Costs.** Vocational and technical training is the most expensive branch of education in terms of costs per student year, and costs per graduate. Private and social returns are, however, relatively high. Some cost savings could be achieved through such measures as double shifts, diversified use of facilities, and the incorporation of income-generating activities within the training institutions.

The five general recommendations of the sector assessment for vocational and technical education are:

- 1. Support the current Government and World Bank effort to renovate the public vocational and technical training system, and to integrate it into the Education Reform.**
- 2. Strengthen the role of the public sector.**
- 3. Modify the methodology of vocational/technical education.**
- 4. Encourage private sector development.**
- 5. Provide training to Government, PVO planning, and technical staff in manpower analysis, curriculum design, and project management.**

2.4.8 Nonformal Education

Nonformal education is the subsector which, since the conduct of the Haiti EHR Sector Assessment, has undergone the most significant structural change, and, it can perhaps be argued, has been the catalyst for bringing about the most dramatic changes in the socio-political fabric of Haitian life.

The inherent potential for adult literacy campaigns in developing countries to transform into political movements makes them both attractive and threatening vehicles to various interest groups and constituencies. Given the context of Haiti's evolving political climate, literacy has been the dominant subsector issue over and above other NFE fields of concern such as agriculture and health education.

The recent development of literacy training in Haiti is characterized by a sharp bifurcation between public and private sector efforts, as is true of almost all aspects of nonformal education. Literacy programs have included, on the one hand, efforts to extend governmental presence and control in rural areas, and, on the other, campaigns by religious organizations to raise social consciousness and promote change. Under the present provisional government, the MEN Organization for Literacy and Community Action (ONAAC), established in 1969 to spearhead Creole

literacy and community development campaigns, has been dismantled. It is being replaced by The National Office for Participation and Popular Education (Office National de la Participation et de l'Education Populaire or ONPEP), whose precise role in literacy and community development is currently being defined in the light of a new populist spirit of democratization.

Much of the early literacy and community development work in Haiti has focused on rural populations and has been conducted by religious groups, most notably the Catholic Church. Such campaigns date back to 1943. By the 1960s, a reported 70,000 adults had achieved functional literacy. In 1969, in association with Unesco's international movement to promote functional literacy, ONAAC was created as an autonomous unit within the Ministry of Education. By 1979, after two major literacy campaigns conducted with Unesco support, 7,180 centers had been established and a total of 96,000 adults were reported to have become literate that year. Subsequent campaigns, however, were much less successful. In 1980, the following year, only 5000 participants were reported to have achieved literacy.

Recent MEN data underscores the limited effectiveness of ONAAC as a literacy organization. Between 1981-86 ONAAC set as its target goal to bring literacy to 1,700,000 adults and young adults in the North and Artibonite Regions, reducing the national illiteracy rate from 71 to 60%. Only some 46,500, however, are reported to have gained functional literacy. The Ministry's recent evaluation of ONAAC found that the objectives, content, and methodology of the organization were particularly inadapted to community interests and aspirations. The study cited the following problems:

- excessive diversity of programs and didactic approaches,
- insufficient technical and financial support,
- inadequate planning in the establishment of literacy centers,
- low levels of community motivation, and inadequate program preparation,

- absence of functional literacy projects, and
- lack of post-literacy and continuing education follow-up programs.

New policy guidelines are currently being developed that will define the role and functions of ONPEP, the new Government organization which will succeed ONAAC. The most critical question being debated is whether it will continue to initiate literacy activities, or serve as a coordinating office to promote greater articulation among nongovernmental groups.

2.5 PRIORITY NEEDS

The Haiti EHR Sector Assessment identifies five priority needs for the EHR sector. These were adapted from the subsector chapters or derived from an overall analysis based upon the extent to which they met three criteria: (a) contribute to national social and economic development; (b) strengthen relevant public and private institutions within the sector; and (c) emphasize the most efficient use of existing resources. This prioritized list is organized into five key areas under which recommended activities are presented.

1. Strengthen Basic Education.
 - A. Increase the availability of instructional materials.
 - B. Improve and extend preprimary and primary school feeding programs which are cost-effective.
 - C. Improve inservice training for public and private primary school teachers.
2. Improve Income-Producing Skills.
 - A. Support successful and cost-effective public and private nonformal education programs that improve income-producing skills.

3. **Strengthen Existing Public and Private Educational Institutions.**
 - A. Conduct an analysis of training needs in key public and private institutions within the sector.
 - B. Identify existing local and foreign training resources.
 - C. Implement targeted training.

4. **Conduct Basic Planning Surveys.**
 - A. Prepare a manpower supply and demand survey to produce information required for developing skills to support national economic development.
 - B. Develop an educational management information system to provide an information base for well-informed planning.
 - C. Identify successful nonformal education programs to focus investments on programs that effectively support national development.
 - D. Explore the further use of radio for education to further support a wide range of programs.
 - E. Examine alternative instructional systems at the primary level.

5. **Improve Donor Coordination.**
 - A. Government representatives should coordinate, plan, and participate in the monthly meetings of donors.

2.6 **IEES SUPPORT FOR THE IIBE PROJECT**

The first AID-funded activity to result from the Haiti Education and Human Resources Sector Assessment was the design of a major bilateral education project. On the strength of the recommendations of the sector assessment, the Mission initiated the first major investment of U.S. foreign aid in Haitian education in over 30 years. The project is entitled "Incentives for Improving Basic Education" (IIBE). Its two principal objectives are to improve quality of instruction and administrative efficiency in a significant number of private primary schools serving rural and depressed urban areas, and 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 has four components. The first involves providing a significant number of private primary schools in the target areas with a package of key instructional and material resources over a continuous 4 to 5-year period. These resources are to be provided to schools meeting basic criteria of viability on a modified performance contract basis. The second component concerns 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 schools.

The third component targets institutional development and is designed to provide the stimulus, resources and assistance necessary for representatives of Haitian private primary schools to take responsibility for organizing, supervising and monitoring these efforts. The fourth and final component involves strengthening the Ministry of Education's capacity to perform the system-side and essentially public functions of accreditation, examination, evaluation and applied research needed to support harmonious development of private education.

The Mission invited IEES to prepare the Project Identification Document and, subsequently, the Project Paper. Mission staff felt that the competencies and conceptual approach of the IEES project were particularly relevant to the design of the IIBE Project for two reasons.

First, though the IIBE project targets instructional improvements at the local level, it also has a number of critical structural and macroscopic aspects that concern the entire educational system and require very careful planning. Despite the fact that it accounts for more than 60% of enrollments at the primary level, private education has never been organized and has not been integrated into systematic planning exercises. The IIBE project offers an opportunity for improving the organization of the entire Haitian educational system and for

bringing the public and private sectors into closer and more productive cooperation. The Mission felt that the consortium's experience with educational planning questions and its systems approach to the analysis of educational problems offered the best chance to develop a project design that would successfully combine instructional and institutional objectives and realize the broader potentials of the project.

Second, IEES also offered the possibility of putting concerned Haitian educators in contact with educational planners from other developing countries who are facing similar challenges. Two Haitian educators---one Catholic and the other Protestant---attended the first IEES international conference in Botswana in November 1985, and much of the collaboration between these subdivisions of the private sector that served as the basis for project design and initial implementation grew directly from this experience.

Project design extended from November 1985 through April 1986 and involved intensive interchange with educators and planners from the different subdivisions of the private sector as well as from the Ministry of Education. By virtue of the highly participatory nature of this process and the close attention given to structural variables, a significant amount of institutional development was generated before the project was ready for implementation. Counterpart institutions in the private sector were established, and both their leaders and the concerned officials of the Ministry of Education increasingly expressed the feeling that the original intentions of the project should be modified to allow for more rapid devolution of implementation responsibility into Haitian hands.

Given the close involvement of IEES in this institutional development process and the particular strengths of the consortium mentioned above, Mission staff and their Haitian counterparts decided that the best arrangement for implementation of the IIBE project would be to buy into the existing AID contract with IEES for the

first three years and explore over this period possible mechanisms for transfer of financial and administrative responsibility to the new Haitian institutions. The devolution process posed so many fundamental questions of educational planning and organization of the educational system that all involved felt the consortium was best qualified to undertake the work.

The multi-year involvement of IEES with the IIBE Project thus constitutes a critical part of the context for our own centrally-funded work with the Ministry of Education. It, in fact, increases the potential for, and the importance of, undertaking major planning support activities in the public sector. The consortium has the unique opportunity to facilitate better coordination of the two large components of the educational system---public and private schools. Though the IIBE Project itself includes support for the Ministry of Education, our program in Haiti would be inappropriately one-sided without parallel centrally-funded activities designed to build planning capacity within the Ministry and to increase attention to the efficiency of the entire educational system. The Country Implementation Plan outlines a program of activities that will both balance the existing IEES commitment to the private sector and insure greater impact of our entire program on system efficiency.

3.0 RATIONALE FOR COUNTRY IMPLEMENTATION PLAN ACTIVITIES

The process of determining an agenda for IEES activities in Haiti has involved a wide range of discussions with host government officials, donor agency representatives, USAID staff, and Consortium personnel. These discussions were directed toward obtaining a consensus on a set of objectives and activities supportive of Government sector priorities and consistent with both the general framework of the IEES Project and the analyses of the sector assessment.

This section of the Implementation Plan includes: 1) an overview of the Implementation Plan long-term objective, 2) a definition of the criteria used for the selection of objectives and activities, 3) an outline of the strategy for attaining objectives, and 4) scopes of work for first and second year activities.

3.1 CIP LONG-TERM OBJECTIVE

The long-term, objective of IEES activities in Haiti is to strengthen the capacity of the MEN central Planning Unit. Two supportive objectives are to be pursued during the project years 1986/87 and 1987/88. These are to 1) assist in developing individual and institutional capacities for sector analysis and planning, and 2) assist in strengthening individual and institutional capacities for conducting policy research in areas of priority concern through Haitian participation in the IEES Policy Research Initiative (PRI). During the next CIP Update process, scheduled for May 1988, priorities for subsequent project work will be based upon considerations at two levels. The first consideration will be to determine the types of future activities needed to reinforce, complement, or complete the implementation of previous efforts. The second level of analysis will consider the need for new objectives, strategies and activities which can effectively contribute to the accomplishment of the long-term CIP objective by responding to new opportunities and constraints. The two CIP objectives to be

pursued during the next two years are identified below, followed by a definition of the criteria used for their selection:

1. Strengthen MEN capacity for sector analysis and planning.
2. Strengthen institutional capacities for conducting policy research in areas of priority concern through Haitian participation in the IEES Policy Research Initiative.

3.2 SELECTION CRITERIA

Six criteria were considered critical in the determination of CIP objectives and supportive activities. Beyond their intrinsic merit, the four objectives selected also meet the following six criteria:

- support MEN long-term priorities,
- are consistent with the efficiency focus of IEES Project,
- are consistent with the analyses and recommendations of the EHR sector assessment,
- are not being fully addressed by current Government or donor initiatives,
- complement the efforts of the USAID/IIBE Project and the work of other donors, and
- are attainable within the budgetary limits of the IEES Project.

3.3 COUNTERPART AGENCY

The primary counterpart unit for the IEES Project in Haiti is the Direction of Planning of the Ministry of National Education. Training and research activities will also include personnel of that unit's regional offices, and staff of the Ecole Normale Supérieure (ENS) of the State University of Haiti. Overall policy formulation will be the responsibility of IEES National Steering Committee. Oversight and coordination of IEES activities will be the responsibility of the Director of the Planning Unit or his designee, since this is the unit to which all IEES institution-building interventions are ultimately targeted.

3.4 RATIONALE FOR CIP LONG-TERM OBJECTIVE: STRENGTHEN MINISTRY CENTRAL PLANNING CAPABILITIES

The first and most critical criterion for the selection of the CIP long-term objective and its supportive activities is its potential impact on promoting a more efficient allocation and utilization of resources in the EHR sector. A crucial prerequisite for attaining this goal is to reinforce MEN central planning and management functions to ensure that systematic analysis and planning capabilities are institutionalized within the Ministry. The strategic benefit of this objective is that it maximizes the potential that IEES assistance will have overarching effects throughout the educational system.

The pursuit of this objective at this particular time is most appropriate in view of the high level of commitment that the Ministry has already expressed for activities which reinforce its planning capacity. Among the first steps taken by the Minister of Education upon assuming office in February 1986 was to ask staff to prepare a policy study on ways of reorganizing the Ministry around a stronger central Planning Division. Coordination of donor projects will be one of the the key functions of the revitalized Planning Division. The IEES focus on strengthening planning capacity will both contribute to the Ministry's pursuit of one of its key goals and benefit from the high priority presently accorded these concerns.

The planning problems heretofore experienced by the MEN stem from five constraints:

1. the historical underdevelopment of Haitian institutions;
2. the rapid, unregulated expansion of education in the private sector;
3. a donor policy of direct funding to quasi-autonomous government agencies;
4. a pervasive shortage of reliable data and information about sector developments on which to base decisions; and
5. a shortage of personnel adequately trained in educational policy analysis, planning, administration and management.

Each of these constraints is discussed below. The specific strategies and activities to be pursued in order to address them are presented in Section Four.

3.4.1 Underdevelopment of Haitian Institutions

The present state of institutional underdevelopment in Haiti is manifest throughout the educational system. It is evident in weaknesses at the highest levels of educational planning and administration where there has been inadequate coordination between ministerial divisions, and it extends down to the district and school level where inspectors, school directors, and teachers are inadequately trained and supported to do any consistent or coordinated forward planning.

Clearly, the unfavorable political climate that until very recently characterized Haiti has had a most dissuasive influence on institutional development at all levels and in all sectors of public life. After 29 years of authoritarian rule and a longer period of government inactivity in development, public sector structures for the promotion of education, social welfare, and economic progress are little more than shells. Government Ministries have had little effective presence in the field.

Historically, there were few incentives for effective on-the-job performance. Until the Teacher Charter was enacted recently in 1986, public school teachers had no official civil service status, no possibilities for promotion, and, even today, receive no social benefits. Employees of the central Ministry were better paid. However, official sources estimate that under the former regime perhaps 80% of these positions were filled by benefactors of political patronage who were neither professionally committed nor qualified. It is widely acknowledged that during the recent change in governments, a personnel review found that as many as 20% of those persons enrolled on the MEN payroll were not Ministry employees.

It should be equally noted that because of the conditions prevailing in Haiti under President 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 which are an essential basis for efforts to improve the performance of the educational system. The major thrust of the IEES Project during the next two years is directed toward alleviating this critical constraint by strengthening individual and institutional capacities in the Ministry in the two key areas of educational planning and policy research.

3.4.2 Private Sector Expansion

At a time when many developing countries are considering increased privatization in education to overcome government problems of fiscal incapacity and ineffective, overcentralized bureaucracies, the Haitian pattern of educational development has been unique. The nation has, in fact, a functioning private sector and a de facto pattern of decentralization. What is required is an overarching, integrative policy of quality control, greater coherence, and efficiency that only Government can provide. Unfortunately, the rapid growth of the private sector occurred at a time when Government was least capable of assuming a new regulatory role.

The role of Government vis-à-vis private sector education in Haiti is characterized by two contrary considerations. From an historical perspective, a governmental initiative and an ensuing "laissez faire" policy of limited intervention created the context within which the private sector has expanded to its present dominant position in the provision of basic education. A governmental edict in the 1970s surely promoted the private school expansion by mandating that all foreign religious missions desiring to establish churches in Haiti be required to build an adjoining school. The uncontrolled growth of the private sector has, however, been characterized by extreme variance in educational programs, uneven

quality, administrative irregularities, and a general lack of standards which have highlighted the need for a greater degree of Government intervention and regulation.

Limited Government resources and the underdeveloped state of its institutions certainly contributed as much to its early non-interventionist position as did policy decisions. The problems of institutional underdevelopment due to the prevailing political climate and historical tendencies have had a particularly constrictive effect upon the Ministry of National Education. During the two-year period which preceded the departure of Duvalier, leadership and policy initiatives were severely weakened by cabinet shuffles which, for example, saw four education ministers replaced during one 12 month period. Ministry initiatives with implications for the private sector such as plans for the development of more appropriate sector wide achievement tests, school leaving examinations, and school accreditation standards have been in a state of limbo.

The post-Duvalier Government has moved to voice more direct concern and to demonstrate its responsibility for private sector development. Having already proposed a major salary increase for public school teachers, Government recently announced that it is also considering providing a salary supplement for private school teachers, partially to reduce demoralizing and dislocating effects within the private sector where teacher salaries have been traditionally lower. This was a badly needed teacher retention incentive to reduce a professional attrition rate estimated at 10% a year. However, the problems currently being confronted in developing cost estimates for its implementation highlight a major constraint to effective planning i.e., inadequate information. At the present time, there is no reliable centralized information on the exact location of private schools, numbers of teachers, nor their levels of qualification. It is therefore not

possible to make rationale data-based decisions about the number of private schools to include, the selection mechanisms, nor the recurrent cost implications.

These observations underscore Government's need to explore a wide range of policy options for improved private sector/public sector coordination and monitoring and to develop a more proactive policy for meeting the needs of the private sector. Support for these efforts will be provided under the USAID/Haiti project, incentives for Improving Basic Education (IIBE). Under the IEES Project, activities will be undertaken to reinforce these initiatives through jointly planned and coordinated activities. The Survey of School and Classroom Costs and Financing (1.10) scheduled for March 1988 is an example of one such joint exercise.

3.4.3 Donor Policies

The high priority accorded by the Minister of Education to the goal of strengthening MEN planning capabilities was stressed most articulately at a meeting of international donors on July 11, 1986. In his introductory remarks, then Minister Desroches spoke in considerable detail of the need to correct the disequilibrium existing between the MEN's central axis divisions--such as the planning division--and an axis comprised of what he described as "divisions administrativement déconcentrées"; i.e., quasi-autonomous institutions of programmatic orientation such as the Institut Pédagogique National (IPN) and the Institut National de Formation Professionnelle (INFP).

Such institutions have benefited from considerable external funding from foreign donor agencies under ever-expanding terms of reference. With respect to the National Education Reform, for example, IPN has had full responsibility for its planning, implementation, and evaluation, including such components as materials production and teacher training. This policy of institutional consolidation has been attractive to donors because it minimized the direct role of Government in donor projects during a period of heightened political sensitivities, and provided

for more direct project control and coordination. Yet, in the case of the Reform, many of the setbacks in its implementation are due to inadequate coordination with other governmental agencies such as the MEN Primary Education Division, and the Division of Planning. Moreover, vesting full responsibility in IPN for the realization of a project as ambitious and as complex as the Reform overextended its own capacity for planning and management, and led to professional conflicts which sometimes arise when design, implementation and evaluation are conducted by the same entity.

In his remarks, the Minister noted that a disequilibrium was evident between these two axes at the levels of their means and their capacities, and that there was a tendency for the latter group of institutions to replace the legitimate functions of the central MEN divisions by either substitution or by duplication. The lack of coordination between the two axes results in investments being wasted due to the absence of synergy. Corrective measures proposed by the Minister to resolve this conflict were to: 1) establish the MEN Planning Division as the linchpin agency for coordinating these two axes, 2) plan for the institutional reinforcement of the Planning Division to better enable it to perform its functions, and 3) strengthen the network of regional planning units to support central planning through improved data collection. IEES support for this effort is to be conducted under Objective One: Strengthen MEN capacities for sector analysis and planning.

3.4.4 Shortage of Reliable Data

The paucity of reliable and timely information upon which planners can make decisions is an overarching constraint to effective EHR planning and management in all subsectors. The problem is experienced at three levels: a) inadequate data about the status and trends in education enrollments, resources, and labor supply

and demand; b) insufficient evaluative information about the performance of traditional and alternative approaches to preprimary, basic education, and teacher training efforts; and, at the individual level, c) inadequate data profiles about students, teachers, and administrative and managerial support personnel.

The information gap for planning is conditioned by two sets of factors. The first is inter-organizational and structural in nature. It relates to the organizational system by which various units of the educational system--teachers, school directors, inspectors, regional planning units, central planners, and donors--collect, process and share information. The second is institutional and stems from the shortage of qualified personnel trained in methods of collecting, processing, and utilizing statistical information. The MEN Planning Unit, for example, is comprised of about thirty persons in its central office, and perhaps as many in its regional offices. No objective information is available on their qualification levels, nor, for that matter, for the approximately 1300 Ministry administrative personnel. One of the first IEES activities scheduled in the Plan is an Administrative Staff Training Needs Assessment to better define the nature of the problem.

Overdependence Upon School Census Data. Planning and policy formulation within the Ministry are limited by an overdependence on comprehensive school census data, often of uneven veracity, and usually two years out of date. The Data Needs Survey (1.9) scheduled for September 1987 will improve the turnaround time of this exercise and upgrade the quality, utility and presentation of these census data in the MEN Statistical Yearbook. The Survey Design Workshop (1.7) will assist the Ministry in developing a complementary policy research capacity to conduct targeted survey studies which employ stratified sampling procedures based upon an analysis of the social and economic variables most relevant to educational issues in the Haitian context.

Presently, survey research using representative samples of schools and student groups is underutilized in the Ministry because of insufficient information about student and teacher characteristics, and school inputs (particularly in the private sector) upon which sampling assumptions might be based. Inadequate knowledge about how these factors vary in different regions, between rural and urban settings, and across the private and public sector have impeded evaluators and researchers from drawing student and school samples representative of the general population for quick turnaround policy studies. The Survey Design Workshop is directed toward the technical staff of the MEN Planning Division, most notably the Section responsible for Studies, Planning and Programming. It is designed to provide skills in general survey research design methodology, but, more important, will provide an opportunity to delineate, through discussions with MEN counterparts, those determining factors considered most crucial in characterizing differences between student populations and schools in both the private and public sectors. An important outcome of the workshop will be a test questionnaire to be developed by the participants for use in a Technical Study scheduled for March 1988: A Survey of School and Classroom Costs and Financing (1.10).

3.4.5 Inadequate Trained Personnel

A second set of factors contributing to the inadequacy of the present knowledge base is the underdevelopment of institutional and individual capacities to plan, manage and conduct evaluation and research studies. This is due to several factors: (a) the severe shortage of persons trained and experienced as researchers and evaluators, (b) the absence of a degree-granting postsecondary institution in Haiti to train researchers and other education specialists, and (c) inadequate levels of funding and insufficient incentives for University research institutes and Haitian researchers trained abroad.

The limited involvement of the University community in educational development efforts is seen as a particularly neglected resource by the present MEN administration. The majority of staff at the State University of Haiti are employed only part-time. Because of the requirements of personal and family economics, most seek additional employment during their non-teaching hours as consultants, entrepreneurs, and secondary school teachers. There is little opportunity or incentive for research and scholarly writing, and it is not a criteria for either hiring or advancement. The University itself does not have the budgetary means to fund studies involving publication and dissemination costs, for it is not even able to meet the needs for the provision of basic instructional materials. Illustrative of these problems faced by Haitian institutions is the dilemma of the Haitian Institute of African Studies and Research. Though it was created as a research institute, it has opted to direct its limited budget to support instruction at the expense of pursuing its initial mission.

Cognizant that the inefficient utilization of University personnel represents an untapped resource, the MEN administration is committed to integrating university researchers into its future educational development effort.

Under CIP Objective One, formal and practical training activities are organized to upgrade the skills of central and regional MEN planning officers. Provision is made for the involvement of University personnel of the Ecole Normale Supérieure in these exercises. Additionally, the IEES Policy Research Initiative, to be conducted under Objective Two, will be based at the Ecole Normale Supérieure. The MEN rationale for this decision is to improve linkages between Government and the University community, and provide opportunities to involve the University community more directly in applied research activities supportive of national development.

During the 1986/87 Project Year, preparatory activities are initiated with an Administrative Staff Training Needs Assessment (1.2), and the French translation of several resource documents and training materials i.e., the (Draft) Sector Assessment Training Manual, the Policy Analysis Workshop Training Materials, and the reformatting of the Haiti EHR Sector Assessment. Formal training sessions get underway in June and July 1987 respectively with the Policy Analysis Workshop (1.5) and the Sector Assessment Seminar (1.6). These two activities are directed toward the technical staff of the MEN Planning Division and lay the groundwork for future training. As a starting point for the training of educational planners, both place emphasis upon data utilization. The first provides an introduction to and a general overview of the analytical approaches to data-based decisionmaking and policy analysis. The second is an introduction to sector assessment methodology and systems analysis. Both activities provide technical training in skill areas critical to educational planning while emphasizing the need to define data requirements in relation to policy questions.

The Ministry has indicated that a critical component in its program to strengthen its central planning capabilities will involve the future use of computers for education data analysis, storage and management. The Ministry is in the process of determining which hardware and software should be purchased for such a system, as well as for other more general administrative and management purposes. A major donor meeting on this issue will be held in October 1987. It is expected that in Project Year Five IEES will provide technical assistance to the Ministry in establishing and perfecting this computerized system, and in providing opportunities for short-term specialized training to MEN personnel. Only one training activity in the use of computers has been scheduled for the period covered by this Implementation Plan. This is the Computer Applications Seminar for Policymakers (1.8), which the Ministry requested that IEES organize to provide an

initial orientation to its staff on the wide range of computer applications in preparation for October donors meeting.

3.5 RELEVANCE OF CIP OBJECTIVE TO MEN GOALS

In establishing long-term priorities for the coming years, the MEN administration has accorded major importance to reinforcing the institutional capacity of its central planning unit. These objectives are currently being formulated for inclusion in the upcoming Biannual Education Plan. MEN Initiatives to be undertaken during the 1987-1989 which will be outlined in the Biannual Plan are to: 1) establish the MEN Planning Division as the central agency for coordinating both Government and donor initiated projects; 2) reinforce the institutional capacity of the MEN Planning Division to better enable it to perform its functions; and 3) strengthen the capability of regional planning units for improved data collection.

The needs of the MEN Planning Division unit are not currently being fully addressed by Government or donor initiatives. The activities of the IEES Implementation Plan have been selected to provide critical support over the next three years and to serve as focal points for a more extensive, coordinated effort combining the resources of IEES and other donors.

FIGURE 1

Overview of Goals, Priorities, and Objectives, for Haiti Country Implementation Plan

IEES PROJECT GOALS

1. Improve the efficiency and performance of the education and human resources system.
2. Strengthen individual and institutional capacities for educational planning, management, and research.

MEN PRIORITIES

1. Restructure and decentralize the ministry.
2. Strengthen central MEN capacity for EHR sector planning and policy analysis.

IEES/HAITI LONG-TERM OBJECTIVE

1. Reinforce the capacities of the MEN Directorate of Planning.

COUNTRY IMPLEMENTATION PLAN OBJECTIVES

1. Strengthen MEN Capacity for sector analysis and planning.
2. Strengthen institutional capacities for conducting policy research in areas of priority concern.

4.0 STRATEGIES FOR ACCOMPLISHING IMPLEMENTATION PLAN OBJECTIVE

In this section, outlines are presented for the strategies which will be employed during the period covered by this Plan to pursue the two central CIP objectives. For each CIP objective, there is a discussion of overall strategy, strategic components, and sequencing and scheduling of activities.

4.1 OBJECTIVE 1: STRENGTHEN MEN INSTITUTIONAL CAPACITY FOR SECTOR ANALYSIS AND PLANNING

4.1.1 Strategy

The strategy for attaining Objective One is to help design and coordinate ongoing sector analysis and planning activities with MEN staff which integrate the sector approach as a modus operandi within the Ministry. The Ministry has indicated that it would like to conduct its own full-scale sector assessment with minimal external technical assistance during the IEES Project Year Five. Component activities are designed to develop the management and technical skills required to assure that individual and institutional capacities exist for the conduct of the sector assessments and that a raison d'être is established for its utilization in long range policy planning.

4.1.2 Components

Two generic types of activities will be undertaken in support of this strategy: training and technical studies. It is envisioned that two types of training will be required to attain this goal, and though they may be expected to overlap in practice, they are presented separately in the training component for purposes of emphasis. Seminars presented under Series I, focus on providing an orientation to theoretical, conceptual, and methodological concerns, i.e., analytical and planning approaches. Workshops organized under Series II will present methods and skills.

4.1.2.1 Training

A. Series I. The IEES Sector Assessment Training Manual will be used as the principal resource material for a series of seminars on planning and managing sector assessments. These seminars will be designed for personnel of the MEN Planning Unit, the Evaluation Unit of the Institut Pedagogique National (IPN) and designated University staff of the Ecole Normale Supérieure. A necessary prerequisite task, to be undertaken as the first activity of the Plan, will be the translation of the Training Manual into French. The translation will be done in Haiti by professional translators working closely with MEN staff. The first seminar, scheduled for this Plan period, will provide a forum for a review of the Haiti EHR Sector Assessment. Discussion and analysis will focus on the appropriateness of the model, the adequacy of the existing data sets, and the identification of emerging policy issues. Subsequent seminars in this series to be included in the Year Five Implementation Plan will focus on the more detailed aspects of sector assessment planning and management.

B. Series II. Training in planning and managing sector assessments will be complemented by a series of technical workshops whose focus is on the analytical methods and techniques which are employed in assessment exercises and ongoing policy analysis operations. Two sets of French language resource materials will be used in this series. These are the 1) IEES/Lome training materials on methods of policy analysis for educational planning, and 2) Unesco and World Bank training materials in educational planning, administration, and facilities development. Examples of the types of topics which can be covered include: methods of cost/benefit and cost/effectiveness analysis; calculating rates of return; trend analysis and forecasting techniques for projecting educational costs and resources, school facilities, student enrollments, and teacher supply and demand.

C. Practical training through collaborative IEES/MEN technical studies is a third training activity and a second major strategy component. The goal of these activities is described below.

4.1.2.2 Technical Studies

This component consists of a series of targeted studies, sectoral in scope, intended to provide information to policymakers on critical sector issues. These studies are undertaken upon Ministry request to provide critical information that clarifies policy options and contributes to improved sector-wide planning and management. There are three additional considerations underlying the inclusion of this component in the project strategy. They are the concern that these exercises: (a) serve as continuity mechanisms which entrain and sustain a continuous commitment to sectoral analysis and planning during the interim periods between sector assessments, (b) generate data and information required for sector assessments, and (c) provide training experiences for the practical application and refinement of newly acquired technical skills developed in the formal training sessions.

Careful consideration is given to identifying and selecting policy questions for study which maximize the potential for meeting each of these considerations. These topics are defined as project activities evolve and as information needs are clarified and prioritized. Four Ministry proposals which are under review by the IEES National Steering Committee are: (a) an assessment of MEN Planning Division staff training needs, (b) a Survey of School and Classroom Costs and Financing, (c) a study of regional employment patterns and national manpower needs, and (d) a teacher effectiveness study. The first two topics presently have the strongest support for implementation during the period covered by this Plan for reasons which are presented in the scope of work section.

4.1.3 Sequence and Schedule of Component Activities

The major consideration determining the direction and sequence of component activities during the two-year period of this Plan is to assist the Ministry in its preparations for the major educational planning exercises to be undertaken during the 1988/89 Project Year. These exercises will include its multi-year National Education Plan, and an EHR Sector Assessment Update. During this period, IEES will provide targeted training in skill areas critical to educational planning and policy analysis, and will provide other forms of technical assistance aimed toward improving the quality of data and information for decisionmaking. The design and sequencing of component activities is intended to provide an appropriate mix and a logical progression of collaborative interventions which include both formal training and practical on-the-job experiences. Activities get underway with the translation of the Sector Assessment Training Manual (Draft) to be undertaken in December 1986. During that same month, the first technical study is initiated, the Administrative Staff Training Needs Assessment of the MEN Planning Division. These activities are followed in June by the first in the Workshops II series of technical training activities.

Though practical constraints and priorities have determines the actual chronological order of activities, this particular sequence of moving from the technical studies to formal training exercises offers an important advantage. In working closely with counterparts during the course of the technical study, IEES consultants will be in a position to more accurately identify those competency areas where technical training will need to be focused in subsequent training workshops.

In the second year, Project activities get underway with the Sector Assessment Seminar, laying the groundwork for subsequent design work and training sessions. These other supportive activities are targeted toward improving data quality, and

enhancing individual and institutional capacities in those critical technical skill areas needed for improved data collection, data analysis and utilization. The second Technical Study, "A Survey of School and Classroom Costs and Financing", is planned for March 1988. It serves as a practical vehicle for the application of acquired skill, while providing critical information to Ministry decisionmakers on levels of resources available to schools.

4.1.4 Schedule of Component Activities

1986 - 1987

December 1986

- 1.1 Start Translation of IEES Sector Assessment Training Manual (SATM)
- 1.2 Design of Technical Study I (Administrative Staff Training Needs Assessment)

January 1987

- 1.2 Start-up of training needs assessment

March 1987

- 1.1 Completion of SATM Translation

April 1987

- 1.2 Completion of training needs assessment
- 1.3 French Translation of Policy Analysis Training Materials

June 1987

- 1.4 Update Implementation Plan for IEES activities in Haiti
- 1.5 Policy Analysis Training Workshop

1987 - 1988

July 1987

- 1.6 Sector Assessment Seminar

August 1987

- 1.7 Survey Design Workshop
- 1.8 Computer Applications Seminar

September 1987

- 1.9 Data Needs Survey

March 1988

- 1.10 Survey of School and Classroom Costs and Financing

4.1.5 Impact Indicators

Impact indicators for assessing the effectiveness of this strategy will be examined at two levels. The first level will be an evaluation of component outputs, while the second will require assessing how the outputs are utilized over the life of the project, e.g., trained personnel, Technical Studies reports, and recommendations.

Beyond these considerations, the ultimate impact indicator for this strategy will be the success of the next sector assessment exercise, and the degree to which it provides necessary and sufficient information for policy planners.

4.2 OBJECTIVE 2: STRENGTHEN INSTITUTIONAL CAPACITIES FOR CONDUCTING POLICY RESEARCH IN AREAS OF PRIORITY CONCERN

4.2.1 Strategy

The strategy for attaining Objective Two of the Plan is to expand the personnel base available to the Ministry for the conduct of policy research by promoting greater involvement of staff from the State University of Haiti (SUH) and other selected government institutions in the planning and conduct of MEN educational policy studies. This strategy is comprised of three sets of component activities, though it is important to note that the first does not require direct IEES support or coordination during the period of this Implementation Plan. They are to: 1) provide University level training in research methods at the Ecole Normale Supérieure in support of Government's goal to transform this secondary teachers training college into a college of education, 2) create opportunities for the involvement of University researchers in the IEES Policy Research Initiative, 3) involve Haitian researchers in Technical Studies identified by the IEES National Steering Committee.

At the present time in Haiti, there are no postsecondary degree-granting institutions where such training is offered. Government has, however, indicated its intentions to develop such a capacity at the Ecole Normale Supérieure by transforming it into a College of Education with specializations in the above mentioned areas as well as such fields as educational administration, management, and evaluation. This proposal offers the best long-term solution to the problem of human resource constraints. It will be important that IEES lend support to this effort once Government has developed its implementation plan for this undertaking.

The IEES Policy Research Initiative. Haitian participation in the IEES Policy Research Initiative will be the major vehicle for developing an institutional capacity for policy research at the Ecole Normale Supérieure. In Haiti, this research effort will focus on developing improved incentives for the recruitment and retention of teachers. The conceptual and methodological guidelines for the research will be reviewed at a meeting of research leaders for the participating countries. The specification of research questions and the development of detailed work plans for this study will be carried out in Haiti during the Spring of 1987.

The basic design of the Policy Research Initiative is for research teams in several countries to conduct coordinated investigations on topics identified as priority concerns in their sector assessments. The studies undertaken in these countries are relevant to local policy issues and focus particularly on efficiencies in the formal school system. The effort has been designed to:

- (a) enable comparison of research results in the countries working on the same theme; but, most important,
- (b) assure the individual country teams the latitude necessary to adapt the research to their particular environment and to their needs for policy information; and, equally important,
- (c) serve as a vehicle for developing local institutional capacities for policy research.

Implementation of the Policy Research Initiative in Haiti will require establishing and coordinating linkages at two functional levels:

1. First, collaborative activities will be undertaken between the Planning Unit of the MEN and designated staff of the Ecole Normale Supérieure of the State University of Haiti. Strategies will also be developed in the course of this study to strengthen cooperation between the MEN and the Haitian Confederation of Teachers (inter-organizational).
2. Secondly, the exchange of information through IEES international forums will broaden the policy dialogue on this issue by promoting the exchange of experiences among Haitian researchers and those in the other three countries working on the same general research topic (international).

4.2.2 Components

Two strategic components are employed to attain the objective of strengthening institutional capacities for conducting policy research: training and policy studies. Each of these components is outlined in the following sections.

4.2.2.1 Training

In-country training is a critical component for attaining the long-term objective of reinforcing institutional capacities for conducting policy research. It will require that both formal and informal training activities be provided in at least two key areas: educational research, and policy analysis. Formal training in educational research methods is to be provided at the Ecole Normale Supérieure by the Haiti Research Country Team Leader, who is based at that institution. Training in educational planning and policy analysis will be conducted jointly for University staff and personnel from the Planning Division as outlined in Section 4.1.2.1.

4.2.2.2 Policy Studies

The second strategy component for Objective Two calls for the active participation of MEN personnel and Haitian researchers in (a) the Policy Research

Initiative, and in (b) Technical Studies designated for implementation by the IEES National Steering Committee. These studies provide opportunities for the practical application of skills acquired through formal training, and provide critical information to policymakers for long-term planning. Field work will be conducted by staff of the MEN Planning Unit, the group of ENS research trainees, and IEES short-term consultants.

4.2.3 Sequence and Schedule of Component Activities

It was originally envisioned that Haitian researchers would participate in the Policy Research Initiative theme of "Strengthening Local Capacity in Education," and that a detailed workplan for this effort would be developed at the February 1987 meeting of participating researchers in Denpasar, Indonesia. This research track was discontinued prior to the the final revision of this implementation plan and Haitian representatives have subsequently joined the Teacher Incentives research track. Planning for Haitian participation in this study will be conducted in-country in the spring of 1987. The outcomes of this meeting will include a detailed research proposal and budget, and the sequence and schedule of component activities for the 1987/88 Project Year.

4.2.4 Schedule of Component Activities

1986 - 1987

December 1986

- 2.1 Haitian participation at the Policy Research Initiative Planning Meeting in Washington, DC, (Strengthening Local Education Capacity Theme).

February 1987

- 2.2 Haitian participation at the PRI session at the IEES International Conference in Denpasar, Indonesia (Strengthening Local Education Capacity Theme).

May 1987

- 2.3 In-country planning for the integration of the Haitian research team into the PRI Teacher Incentives Study track.

4.2.5 Impact Indicators

Impact indicators for the Policy Research Initiative in Haiti will be defined during the in-country planning session, scheduled for May 1987.

4.3 STAFFING CONSIDERATIONS

4.3.1 Level of Effort

Three competency areas are critical in the selection of staff teams for consultancies in Haiti: technical competency, country experience, and French language ability. Project staff possessing all three of these qualifications are few. During the 1987/88 Project Year, as the schedule of training activities and design work accelerates, an effort will be made to expand the pool of those consortium staff with country experience in teaming up technical area specialists with experienced, French-speaking staff for most short-term consultancies.

4.3.2 Training Coordinator

At the request of the MEN, the focus of IEES activities during 1987/88 is on the strengthening of technical skills in the MEN Planning Decision. In order to provide continuity among workshops and on-going assistance in the application of skills, an MEN training coordinator will be employed for 25 percent of his time for 12 months to undertake the following functions:

1. coordinate notification of participants and local instructors and assist them in obtaining necessary approvals to attend the workshop,
2. make logistic arrangements for IEES workshops (e.g., space, media equipment, supplies, etc.),
3. plan follow-up application activities with the workshop leader,
4. provide on-the-job follow up assistance and practice to workshop participants in their workplace,
5. assist workshop participants in planning for the application of skills to their professional activities,
6. collect feedback from workshop participants on application problems and obtain technical assistance from IEES personnel,
7. suggest follow-up workshops and activities for the next implementation plan.

A N N E X E S

- A. MONTHLY SCHEDULE OF PROGRAMMED C.I.P. ACTIVITIES**
- B. SCOPES OF WORK FOR 1986-1987 C.I.P. ACTIVITIES**
- C. SCOPES OF WORK FOR 1987-1988 C.I.P. ACTIVITIES**
- D. LEVEL OF EFFORT FOR PROGRAMMED ACTIVITIES**

ANNEX A: MONTHLY SCHEDULE OF 1986-1987 C.I.P. ACTIVITIES

December 1986

- 1.1 Start Translation of IEES Sector Assessment Training Manual (SATM)
- 1.2 Design of Technical Study I (Administrative Staff Training Needs Assessment)
- 2.1 Haitian participation at the Policy Research Initiative Planning Meeting in Washington, DC (Strengthening Local Education Capacity Theme).

January 1987

- 1.2 Start-up of training needs assessment

February 1987

- 2.2 Haitian participation at the PRI session at the IEES International Conference in Denpasar, Indonesia (Strengthening Local Education Capacity Theme).

March 1987

- 1.1 Completion of SATM Translation

April 1987

- 1.2 Completion of training needs assessment
- 1.3 French translation of training materials for Policy Analysis Workshop

May 1987

- 1.4 Update Implementation Plan
- 2.3 In-country planning for the integration of the Haitian research team into the PRI Teacher Incentives Study track.

June 1987

- 1.5 Policy Analysis Workshop

July 1987

- 1.6 Sector Assessment Seminar

August 1987

1.7 Survey Design Workshop

1.8 Computer Applications Seminar

September 1987

1.9 Data Needs Survey

March 1988

1.10 Survey of School and Classroom Costs and Financing

ANNEX B: SCOPES OF WORK FOR 1986-1987 C.I.P. ACTIVITIES

Activity: French Translation of the IEES Sector Assessment Training Manual (1.1)

Purpose:

This document will be translated into French for use in training workshops for educational planners in Haiti, and in other prospective francophone countries interested in planning and managing EHR sector assessment exercises.

Rationale and Description: The MEN has expressed a strong commitment to conducting its own full-scale EHR sector assessment in 1988. The IEES Sector Assessment Training Manual is a document intended for use as a resource for the training of educational planners and technicians in this approach to sectoral analysis and planning. Its translation into the French language will make it accessible to Haitian educational planners and those in other French-speaking countries.

Scope of Work: Translation of the Manual will be conferred to a team of translators in Haiti to be designated by the IEES National Steering Committee.

Schedule: December - January 1986

Resources: Estimated cost of translation, \$3,000.

Activity:

Design and Start-up of Technical Study: Sector-wide Analysis of Administrative Staff Training Needs (1.2)

Purpose:

To assess the training needs of MEN administrative staff so that targeted training can be provided by the MEN, IEES and other donors that improves the performance of administrative personnel throughout the educational system.

Rationale and Description: The inadequate number of trained administrators and supervisors within the MEN is frequently cited in the Haiti EHR Sector Assessment as a major constraint to sector development. This constraint is by no means unique to education, for it is one that is felt within all sectors. This year, USAID Haiti has committed \$2,000,000 in funds to support training across all sectors. As part of its restructuration program, the Ministry of National Education has developed new personnel profiles for its school, district, regional, and central level administrative personnel. This is one of the prerequisite steps planned for the ultimate creation this year of a central training office within the Ministry which will be responsible for: (a) determining sector-wide training needs, (b) maintaining central files on the qualifications of all MEN personnel, (c) setting training targets, and (d) coordinating all MEN training activities. Such an office does not currently exist. The proposed study has significant leverage potential in that it will assist the MEN in defining its training needs with greater specification to better qualify for these available funds.

Scope of Work: The study will be designed and implemented in close collaboration with MEN Central Planning Staff. From the newly elaborated position descriptions, the study will: (a) determine the current levels of personnel qualifications; (b) identify the competency areas and technical skills for which training is required, taking care to address skill requirements and not merely qualifications; (c) identify training requirements by skill level and skill category, indicating

the numbers of persons requiring training within each group; and (d) identify training resources. Where appropriate, particular emphasis will be placed upon the utilization of local training institutions.

Schedule:

January 1987	Design of Study
March 1987	Data Collection
April 1987	Submission of Report

Resources: The study will be designed and conducted jointly by an IEES staffer and a local Haitian consultant.

An IEES Educational Planner (design)	3 wks
A local educational consultant to perform preparation, coordination, and follow-up research tasks.	9 wks
Total	12 person weeks

Activity: French Translation of Policy Analysis Workshop Training Materials (1.3)

Purpose:

Translate and reproduce workshop training materials for use in Haiti, and other interested francophone countries.

Rationale and Description: These materials will be used as a pedagogical resource for the first in a series of technical training workshops to support improved educational planning and policy research (see scope statement 1.5 for detailed description and rationale for activity).

Scope of Work: Translation of these materials will be conferred to a team of translators approved by the Ministry. Terms, conditions, and performance specifications will be detailed in a contract.

Schedule: April - May 1987

Resources: Estimated cost of translation and reproduction \$2,250

Activity: Haiti Country Implementation Plan Update (1.4)

Purpose:

Consult with Ministry and Mission personnel to:

- 1) review IEES project activities of the previous year, and
- 2) design and budget specific activities for the next project year.

Rationale and Description: The Country Implementation Plan is updated annually to identify priority activities for project assistance that will improve the efficiency of resource allocations in the EHR sector.

Scope of Work: In consultation with Mission and the Ministry of National Education, an IEES staffer will prepare the draft Implementation Plan for centrally-funded IEES activities to be undertaken during the 1987-1988 Project Year. This will include a review of current objectives and the impact of activities to date on strengthening Ministry capacity to assess plan, and manage the education system. It will review events of the past year impacting on education system efficiency and make a rational case for IEES Activities that would be most likely to improve education efficiency. The plan will then detail proposed activities, their sequence, and level of effort. The draft plan will be presented to the IEES Executive Management Committee and the Project CTO for consideration and decision with respect to funding level.

Schedule: May 1987

Resources: One IEES Consultant

14 days

Activity: Education Policy Analysis Training Workshop (1.5)

Purpose:

Provide training and experience in the analysis of educational policy issues typically encountered in developing countries.

Rationale and Description: This is the first in a series of training workshops to upgrade the technical skills of MEN staff in areas critical to the conduct of educational policy analysis. These activities are designed to have performance impact at two levels: on the on-going, daily activities of MEN personnel involved in policy analysis and planning; and in the development of institutional capacity for the conduct of the next sector assessment update exercise.

The workshop will contribute to the accomplishment of two major goals of IEES assistance to Haiti: (a) strengthening educational planning capabilities within the Ministry; and (b) developing an institutional capability at the State University of Haiti for the conduct of policy research. The workshop provides training in techniques for rapid analysis of educational data and provides opportunities through case studies to practice those methods on the kinds of policy issues that arise regularly in the Ministries of Education of developing countries. Data used are derived from an African country with educational problems similar to those of Haiti. The policy issue which serves as a practical focus for training is how to identify and remedy the causes of low scholastic achievement in a particular region of the country.

At the end of the five days of training, participants will be better able to (a) formulate educational policy questions, (b) determine the data requirements to answer them, (c) identify appropriate uses and confidence levels of available data, (d) perform several styles of simple quantitative and qualitative analysis of this information, (e) justify and roughly cost alternative solutions, and (f) present the results of the analysis in a form accessible to decisionmakers. Different

units within the workshop program cover each of these skill area. The workshop and accompanying written materials are also presented in a form designed to facilitate their subsequent use by the participants to train other Ministry staff to multiply the impact of the sessions.

The longer-term impact expected from the workshop is fourfold:

- (a) The Planning division of the Ministry of Education will be helped to take a more active role in analyzing available educational data and specifying the kind of information to be collected over the 1987-88 school year. As a result, annual Ministry reports will evolve from their present format of purely descriptive statistics to a more analytical approach.
- (b) The Planning Division will be consulted on a more regular basis at periods of critical educational decisionmaking, and these decisions will be supported by more data-based argument.
- (c) The University will take a more active role in support of training for regional educational planners, using in part the material and methodology of this workshop.
- (d) All participants will be better prepared to play an active role in update of the Haiti EHR Sector Assessment in Project Year Five.

Schedule: June 1987

Resources:

Dr. Sande Milton and Ms. Aline Bory-Adams (both of FSU) will serve as workshop facilitators. Each has been involved in the development of these training materials and in their initial field testing in Lome, Togo in 1986.

Total: 14 person days

Activity:

Policy Research Initiative Planning Meetings in Washington, DC and
Denpasar, Indonesia (2.1 and 2.2)

Purpose:

Develop a detailed workplan and budget for PRI activities in Haiti.

Rationale and Description: The workplan to be outlined in Washington and further developed in Denpasar, Indonesia provides an implementation framework for all research activities to be undertaken in Haiti under the IEES Policy Research Initiative.

Scope of Work: The workplan will be completed by the Haitian Research Coordinator. It will consist of a research statement identifying major policy issues, research questions, project outcomes, and methodological considerations related to research design, target population, and sampling procedures. In addition, the workplan will include a description of the implementation structure, identification of key personnel, a proposed implementation schedule, and a detailed budget for use of \$25,000 to be allocated to each participating country for the implementation costs of the research project.

Schedule:

Washington planning session:	December 1986
Denpasar planning session:	February 1987

Resources:

1 person week:	December 1986
1 person week:	February 1987

Activity: Teacher Incentive Policy Research Initiative Workshop (2.3)

Purpose:

To provide an orientation to the Teacher Incentives Policy Research Initiative; to establish the management and communications infrastructure necessary for successful participation in the study; to assist the Haitian team in the development of their Teacher Incentives proposal.

Rationale and Description: Haiti joined the cross-national Teacher Incentive Policy Research Initiative in June 1987 and, therefore, was not represented at the Design Workshop in Sana'a in November, 1986 or the Sample Selection workshop in Denpasar in February, 1987. This workshop, together with participation in the Survey Design Workshop is designed to compensate for non-representation at the earlier meetings.

Scope of Work: The first day of the workshop focuses on a discussion of general teacher incentive issues and those particular problems facing the teaching corps in Haiti, forming the basis for the background section of the Haitian proposal. Project management structure and budget issues are reviewed on the second day, and assistance is provided in budget construction. The third day of the workshop is devoted to project design. The status review and the field research components of the study are described in detail and the interview protocols amended to reflect prevailing issues and circumstances in Haiti. Preliminary decisions are made on the sampling and statistical methodologies to be employed in the study. On the final day of the workshop, arrangements are made for reporting requirements and for communication between the Country Team Leader and the IEES Project Team Leaders.

Schedule: June 1 - 4, 1987

Resources:

The workshop will be conducted by Drs. Sivasailam Thiagarajan and Frances Kemmerer, the AMSED Project Team Leaders for the Teacher Incentives Research Initiative.

Dr. Thiagarajan 4 days
Dr. Kemmerer 4 days

ANNEX C: SCOPES OF WORK FOR 1987-1988 C.I.P. ACTIVITIES

Activity:

Series I Seminar for Educational Planners:
Sector Assessment Seminar 1

Purpose:

- 1) Provide a forum for the review of issues, problems, and methodological questions associated with the conduct and outcomes of the Haiti EHR Sector Assessment; and
- 2) Conduct initial determination of data needs for next sector assessment update.

Rationale and Description: Successive MEN administrations have acknowledged the contribution of the 1984 Haiti EHR Sector Assessment, and have expressed an interest and commitment to conduct a sector assessment update, staffed largely by its own personnel, once prerequisite training and data improvement measures have been realized. The target date for this exercise will be set in the Project Year Five Implementation Plan. The current administration regards the sector approach as an ongoing management tool and has requested assistance in developing such an institutional capacity within its Planning Division.

This is the first in a series of activities whose purpose is to provide structured opportunities for the discussion of conceptual, organizational, and methodological issues related to the conduct of EHR sector assessments, and to the development of a systems approach to educational planning adapted to national requirements and needs. These seminars are designed to provide a conceptual framework for the more technical, skills-oriented training activities presented in the Series II workshops. This first seminar is directed toward the technical staff of the MEN Planning Division--many of whom have only recently joined the Division--and thus serves as their initial orientation to sector assessment methodology and to the systems analysis perspective.

This seminar is structured around a general review of the 1984 Haiti sector assessment exercise for the purpose of focusing constructive reflection upon sector

assessment goals and methodology. The discussion and analysis will focus upon the following considerations: a) its intended purpose, b) intended outcomes, c) actual utility, d) strengths and weaknesses, and e) recommendations for issues to be included in the next sector assessment update.

Scope of Work: The seminar will be coordinated by two IEES staffers and will be conducted over the course of one week. The sessions will be held in the afternoons, after official Ministry work hours, to facilitate the participation of all key technical personnel whose full involvement during official hours might otherwise be impeded by professional responsibilities.

Two documents, the Haiti EHR Sector Assessment, and the Sector Assessment Training Manual (Draft, French Version), will serve as primary resource materials for the seminar. The seminar is scheduled to coincide with the re-distribution of the former document in Haiti, under a new format. The reformatting of the Haiti EHR Sector Assessment was undertaken during the 1986/87 Project Year in order to improve its presentation and its ultimate usefulness as a reference document. The initial one-volume version has been reorganized into four volumes which group chapters from the English version together with their translated French resumes. This modification provides the French language reader with an executive overview of each subsector in his own language, and access to the more complete data and detailed analyses available in the original chapters. Completion of the new document is scheduled for June 1987. Its redistribution in Haiti presents a timely occasion to direct reflection within the Ministry upon its utility, and upon the value of the sector approach to policy analysis and planning in Haiti.

Participants will have received and reviewed both resource documents prior to the start of the seminar. Their review of the training manual will provide important feedback for the revision of that document which is presently in

progress. In addition to the methodological considerations outlined above, IEES staffers will direct discussion toward a review of each subsector to delineate emerging policy issues and to note significant status changes. Considerable attention will also be focused on a preliminary analysis of data needs within each subsector, laying the groundwork for a more thorough analysis to be conducted by IEES as a major seminar follow-up activity.

Schedule: July 20 - 24, 1987

Resources:

Two discussion leaders (IEES staffers) 14 days

Resource materials:

Haiti EHR-Sector Assessment
IEES Sector Assessment Training Manual (Draft)

Activity: Survey Design Workshop (1.7)

Purpose:

To increase the capacity of MEN technical personnel to design and implement survey research; to provide training and field work experience to the Teacher Incentive research team.

Rationale and Description: The goal of the Survey Design Workshop is to provide MEN technical personnel with the theoretical and practical skills needed for survey research and to assist in identifying those school characteristics which are the most discriminating and useful for survey sample selection. The mid-term objective of this activity is to improve the capacity of the MEN to undertake subsequent survey research on issues already identified as high priority concerns (see Study of School and Classroom Costs and Financing).

Scope of Work: The two-week Survey Design Workshop for MEN technical personnel will be designed to provide a general introduction to survey design issues and techniques. The issues which will be discussed include sample selection, item construction, generalization and inference, reliability, and validity. Hands-on instruction will be provided in the construction and revision of interview and questionnaire items. The draft protocols for the Teacher Incentive Policy Research Initiative will be used for this purpose. Two days will be spent in the field (locally) interviewing teachers and testing the protocols, followed by final revision of the instruments. Questions of reliability, validity, and generalization will be discussed both during the development of the interview items and after they have been field tested. An introduction to analytic techniques including the coding of data, scaling, and statistical techniques will follow the revision exercise.

The workshop will be presented by an IEES consultant and a local specialist in survey design methodology. The IEES consultant will arrive in-country three days

in advance of the workshop in order to design the workshop with the local consultant.

Schedule: August 1987

Resources:

IEES Educational Planner	2 wks
Local Educational Planner	2 wks

Activity: Computer Applications Seminar for Policymakers (1.8)

Purpose:

Provide high level policymakers with information about and firsthand knowledge of the wide variety of computer applications available in their areas of responsibility.

Rationale and Description: The Ministry has determined that making optimal use of computer technology is an integral component of its plan to improve the performance of its central Planning Division and it is in the process of deciding on the hardware and software which will be purchased and used to computerize Ministry functions from educational planning to the scheduling of MEN vehicles. A major donor meeting on this issue will be held in October, 1987. The purpose of the three-day seminar, requested by the MEN, is to provide high and mid-level policymakers with information on the capabilities of the computer, in general, and the wide range of applications to education systems management.

Scope of Work: Demonstrations will be based on potential applications (word processing, financial accounting and analysis, personnel records, payroll, statistical analysis, school mapping, etc.). In order to make optimum use of their time Ministry officials will be able to select the demonstrations they wish to attend, as well as make appointments to discuss in detail the needs of their own departments. The seminar will be scheduled to immediately precede or follow the Survey Design Workshop and will be conducted by the same IEES personnel.

The expected outcomes of this activity include familiarity with a broad range of computer applications, awareness of the time-saving and, therefore, labor saving potential of computers, and knowledge of the software available to meet individual policy-makers needs.

Schedule: August 1987

Resources: Computer Expert 3 days

Activity: EHR Sector Data Needs Survey (1.9)

Purpose: To improve the quality and utility of data collected by the MEN Statistics Section for education policy formulation and decisionmaking; to lay the groundwork for future sector assessment updates by improving the data base available for sector analysis.

Rationale and Description: The Data Needs Survey addresses two critical constraints encountered during the conduct of the 1984 EHR Sector Assessment, which are equally salient today. These are: 1) problems associated with the incomplete data base on sector developments that is available to analysts and policymakers, and 2) problems limiting the utility of available statistics due to the manner in which they are compiled and presented in the Ministry Statistical Yearbook (Annuaire Statistique).

Ministry policymakers and donor agency staff have noted, for example, that many of the statistics laboriously collected and compiled in the Yearbook are not used because of the inappropriateness of their levels of aggregation and units of analysis vis-a-vis the policy questions under investigation. With respect to data presentation, in cases where appropriate data has been collected and reported, it has been observed that policy analysis could be significantly facilitated, for example, by the inclusion of comparative data which would allow for the rapid identification of trends, accomplishments, and shortfalls in expenditures, costs, enrollments, teacher qualifications, access and equity, and other important indicators of sector development. Illustrative of these problems is a recently reported 20 percent drop in the school enrollment of girls over the past three years. Under the present system of data reporting, this trend is not apparent and could only be ascertained by comparing those data compiled in three separate Statistical Yearbooks.

The central objective of the Data Needs Survey is to assist the Ministry in developing a comprehensive strategy for improving data quality with particular

attention focused on determining the most appropriate types of data to be collected in ongoing school census exercises, and on enhancing the utility of these data through formatting improvements in the Statistical Yearbook design.

Scope of Work: The Data Needs Survey will be conducted after the completion of the Sector Assessment Seminar in July 1987, which provides a forum for preliminary analysis of data needs required for the next sector assessment update. The Data Needs Survey will involve in-depth interviews with MEN policymakers, technicians and donors active in the EHR sector. The goal of these interviews will be to:

- a) identify the most critical policy concerns of policymakers and donors,
- b) determine future data and information needs based upon responses to the first activity,
- c) assess the quality of existing data with respect to levels of aggregation and units of analysis,
- d) analyze the strengths and weaknesses of present methods of data collection and storage, information flow, processing, analysis, and report presentation, and
- e) prepare a set of recommendations for improving data quality, turnaround time, and presentation. A major outcome of this activity will be the redesign of the Statistical Yearbook.

Schedule: September 1987

Resources Two Educational Planners (FSU/IEES) 14 days

Activity: Survey on School and Classroom Costs and Financing (1.10)

Purpose:

To reinforce the skills in instrument design and validation which resulted from the research design workshop; to provide assistance in the design and validation of finance forms; to collect data in the school districts of Hinche and Cavaillon which will add to the IIBE data portfolio on these districts; and to produce a finance form which can be circulated to all schools in the future.

Rationale and Description: At the present time, the MEN does not have sufficient information to identify the private schools most in need of assistance. Type of school control and per pupil expenditure are considered seriously flawed indicators due to the wide range of in-kind assistance provided to schools by private individuals and organizations. A high priority of the MEN in seeking to improve both the quality and efficiency of schools is consequently the identification of the level of resources available to the school. The further question of whether the level of resources available to the school is a strong indicator of the level of resources available to each classroom has also been raised. There is some evidence that the availability of resources differs across classrooms suggesting that the classroom rather than the school is the appropriate unit of analysis.

Scope of Work: To address these issues, a one week workshop will be held for the purpose of designing an instrument to collect information on the resources available to schools and classrooms. Resources will be defined to include teachers of different levels of education and qualification, school monetary income from fees, income-generating projects, and donations and in-kind income in the form of the donation of books, complementary or supplementary instructional materials, furniture, etc. Participants will be introduced to the calculation of unit costs and cycle costs and the standard procedures for estimating the costs of materials, equipment, and furniture for which no dollar figures are available.

The workshop will be followed by three to four days in the field. The school districts of Hinche and Cavaillon have been chosen as the field sites since the IIBE Project is in the process of developing an in-depth profile of these districts. A week of analysis of the data collected and close consultation with staff of the IIBE Project will result in the finalization of the School Resource form and even more importantly, in the verification of variables which succeed in discriminating among schools and can be used in further survey research work.

Schedule: March 1988

Resources: Two Educational Planners 15 days

Activity: Ongoing Teacher Incentive Policy Research Study (2.4)

Purpose:

To address policy issues related to the recruitment and retention of highly qualified and motivated teachers in the primary subsector; to increase the capacity of MEN personnel in the area of policy research.

Rationale and Description: Haiti is the fourth nation to join the cross-national Teacher Incentive Policy Research Initiative. The three other countries participating in the research initiative are Liberia, Somalia, and the Yemen Arab Republic. The rationale for the two-year study is threefold. First, the study will provide policymakers in each country with information on the following:

- the current status of the incentives and disincentives for primary teacher recruitment and retention;
- the opportunity costs associated with primary teaching for individuals with different characteristics (level of education, gender, etc.);
- primary teacher preferences for non-salary incentives (food, housing, instructional materials, opportunities for professional growth, career development, etc.).

While much of the information will be obtained from interviews with current primary teachers, former primary teachers will also be interviewed to determine their reasons for leaving teaching. In addition, a small sample of secondary teachers will be questioned in order to ascertain whether or not their perceptions of current incentives and disincentives for teaching and their preferences for non-salary incentives are similar or different from those of primary teachers.

Analysis of the data will lead to the formulation and costing of alternative recommendations for the improvement of primary teacher recruitment and retention.

The second purpose of the research is to provide the data necessary for a subsequent cross-national analysis designed to determine to what extent teacher preferences are universal or localized and to compare and contrast the

effectiveness of the various types of incentives for recruitment and retention that have been implemented in each of the participating countries.

The third and no less relevant purpose of the Teacher Incentives Policy Research is to provide in-depth training in the conduct of policy research and thereby strengthen the MEN capacity for such research.

Scope of Work: Mr. Amary Joseph Noel, the Country Team Leader, for the Teacher Incentive Study in Haiti, is responsible for designing the Haitian proposal, staffing the project, and assigning task responsibilities. Drs. Thiagarajan and Kemmerer, the IEES Coordinators, will assist him and his team in the initial design work during the Teachers Incentive Workshop and later in the implementation of the project.

Schedule: July 1987 to July 1989

Resources:

Drs. Thiagarajan & Kemmerer	8 days (1986/87)
Haiti Teacher Incentive Team	9 pm (1987/8)

ANNEX D

LEVEL OF EFFORT ESTIMATES FOR PROGRAMMED C.I.P. ACTIVITIES

LEVEL OF EFFORT ESTIMATES FOR PROGRAMMED C.I.P. ACTIVITIES

Activity	* Person days	Type of support
1986 - 1987		
1.1 French Translation of (Draft) Sector Assessment Training Manual	30	- in-country translation services
1.2 Design and Conduct of Technical Study I (Training Needs Analysis)	60	- 1 IEES staffer for 15 days - 1 local consultant for 45 days
1.3 Translation of Training Materials for Policy Analysis Workshop	30	-in-country translation services
1.4 C.I.P. Update	10	- 1 IEES staffer
1.5 Policy Analysis Training Workshop	10	- 2 IEES staffers
2.1 Participation of Haiti & CTL in Policy Research		
2.2 Initiative Planning Sessions in:		
Washington	(5)	
Indonesia	(10)	

Activity	Person days	Type of Support
2.3 Policy Research Initiative Planning Workshop in Haiti to integrate Teacher Incentives Research Team	(12)	- 2 IEES staffers
1986-1987 SUBTOTAL	167	
Technical Assistance	92	
1987 - 1988		
1.6 Sector Assessment Seminar	10	-2 IEES staffers
1.7 Survey Design Workshop	20	-1 IEES staffer -1 Local consultant
1.8 Computer Applications Seminar	3	-1 IEES staffer
1.9 Data Needs Survey	10	-2 IEES staffers

Activity	Person days	Type of Support
1.10 Technical Study Survey of School and Classroom Costs and Financing	10	-2 IEES staffers
2.4 Ongoing PRI Teacher Incentives Study	1pm 9pm	-2 IEES staffers -Haiti research team
SUBTOTAL (without PRI)	53	
Technical Assistance (without PRI)	53	
PRI LOE	120	-Local researchers
	20	-IEES staffers
1987-1988 SUBTOTAL	193	
GRAND TOTAL	360	

* Salary days