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

HAITI

**PROJECT PAPER**

EDUCATION 2004

AID/LAC/P-929

PROJECT NUMBER: 521-0259

UNCLASSIFIED

BEST AVAILABLE COPY

A

PROJECT DATA SHEET

A = Add  
 C = Change  
 D = Delete

Amendment Number

CODE  
3

2. COUNTRY/ENTITY  
HAITI

3. PROJECT NUMBER  
521-0259

4. BUREAU/OFFICE  
LAC

5. PROJECT TITLE (maximum 40 characters)  
Education 2004

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)  
MM DD YY  
07/31/01

7. ESTIMATED DATE OF OBLIGATION  
(Under "B" below, enter 1, 2, 3, or 4)  
A. Initial FY 96 B. Quarter 4 C. Final FY 01

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

A. FUNDING SOURCE	FIRST FY 96			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(1,093)		(1,093)	(5,000)	(15,000)	(20,000)
(Loan)						
Other 1						
U.S. 2						
Host Country						
Other Donors)						
<b>TOTALS</b>	1,093		1,093	5,000	15,000	20,000

9. SCHEDULE OF AID FUNDING (\$000)

A. APPRO. PR'Y ACTION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan		
(1) DA				0		1,093		20,000	
(2) ESF									
(3)									
(4)									
<b>TOTALS</b>				0		1,093		20,000	

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

11. SECONDARY PURPOSE CODE

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

A. Code  
B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To promote literacy and numeracy by improving the quality of instruction and administrative efficiency of service delivery in primary schools serving rural and depressed urban areas; and by providing the necessary catalyst and support for the Haitian primary education sector to become more sustainable.

14. SCHEDULED EVALUATIONS To be determined by IQCs

15. SOURCE/ORIGIN OF GOODS AND SERVICES

Interim MM YY Final MM YY

000  941  Local  Other (Specify) CACH

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a 75 page PP)

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

Jack Winn, FM Office Chief

17. APPROVED BY

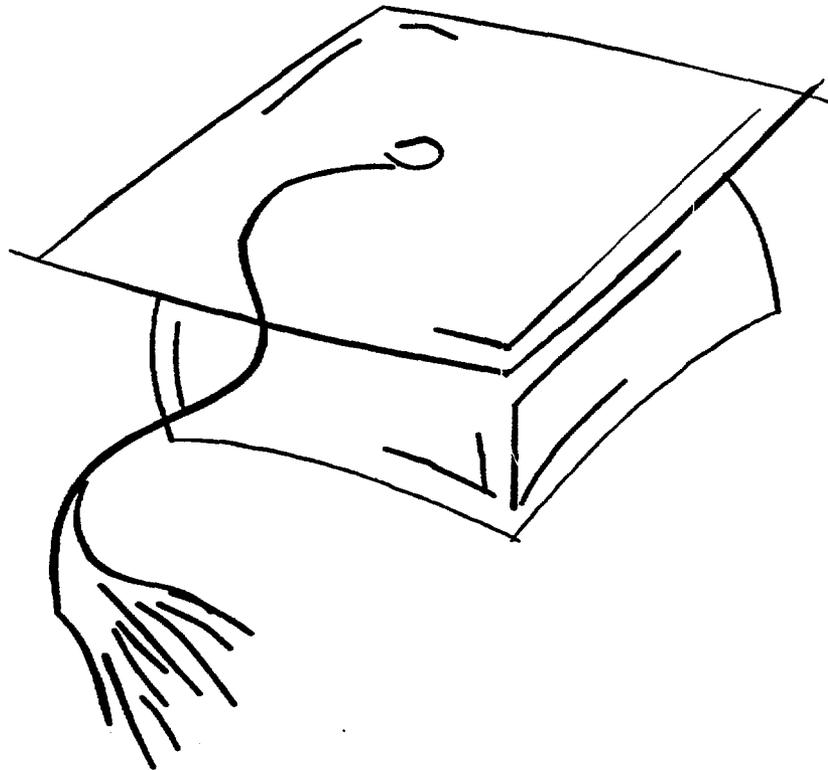
Signature: Larry Crandall  
 Title: Director USAID/Haiti  
 Date Signed: MM DD YY

18. DATE DOCUMENT RECEIVED IN AID/W. OR FOR AID/W DOCUMENTS. DATE OF DISTRIBUTION

MM DD YY

**HAITI EDUCATION 2004  
RESULTS PACKAGE**

**USAID No. 521-0259**



**AUGUST 1996**

## EXECUTIVE SUMMARY

Haiti is at a critical juncture. In spite of massive U.S. and international assistance following the return of constitutional government in October 1994, it remains the poorest country in the Western Hemisphere. Per capita GDP is estimated at about US\$225 - US\$250 per year. Only about 30 percent of the adult labor force has had any schooling, and unemployment and underemployment have increased. Inflation remains in double digits. The executive branch of government is almost bankrupt, and the institutions necessary to governance and economic management at the most basic levels are still thinly staffed and barely competent. The U.S. and international donor community have disbursed over half of the one billion U.S. dollars in aid pledged as part of the emergency economic recovery package at the time of former President Aristide's return, but concerns over absorptive capacity and political will have had a dampening effect on continued financing.

This Results Package (RP) for education was developed during the 1994-1995 period, when former President Aristide returned, USAID and other donor funds were plentiful, and hopes of a rapid economic recovery were high. It is being finalized at a time when the Haitian political arena is confused and USAID and other donor funds are severely restricted. Yet, the importance of education to Haiti's development process and the role that USAID can play in improving the education sector cannot be understated.

Education is a cornerstone of economic and social development: primary education is its foundation. Basic education has a fundamental role to play in the long-term effort to rehabilitate Haiti's development. Economic, population, environmental and political reforms cannot be reached except from the platform of literacy. Evidence continues to grow that the human resource and basic education focus is an essential part of the "virtuous cycle" of economic growth and population stabilization. Increased levels of education are positively associated with higher individual incomes, better employment opportunities, increased agricultural production, improved health standards, lower fertility, and a greater sense of empowerment leading to participation in democratic processes. It helps reduce poverty by mitigating its effects on population, health, and nutrition and by increasing the value and efficiency of the labor offered by the poor. It has also been shown that investment in basic education not only contributes directly to economic growth and social well-being, but also acts to reduce income inequality. Studies continue to suggest that for sustainable development, at least 80 percent of the adult population must be literate and universal primary education be attained, or nearly attained. With an estimated adult literacy rate of less than 20 percent, basic education in Haiti presents a formidable but necessary challenge if Haiti is to achieve long-term sustainable development.

Primary education has two main purposes: to produce a literate and numerate population that can deal with problems encountered at home and at work and to serve as a foundation on which further education is built. Haiti's primary schools have failed to produce individuals with strong basic skills, the ability to adapt to change, or citizens who are better informed and capable of assuming new responsibilities in the greater society. As a

result, Haiti's primary education sector is ineffective and jeopardizes national efforts to build a base of human capital for development.

Although formal schooling has a long history in Haiti, educational opportunities for the vast majority of Haitians have always been limited. Insufficient school places, inefficiency and poor quality characterize all levels of the education system but are most acute at the primary level. Today, fewer than 75 percent of school age children are enrolled and less than 30 percent of children who enter primary school actually complete six grades. The poor quality of education results from inadequate learning materials, unqualified teachers, and traditionally a failure of the GOH to commit the necessary financial, intellectual and political resources to improve the primary education system. The private sector is filling the gap. Private schools represented only 20 percent of total enrollment 35 years ago. For primary schools, they now account for 66 percent of enrollment, 86 percent of schools, and 70 percent of teachers. Despite the rapid growth of private primary schools (more than 2,500 since 1991) and the increased access to schooling, the quality of the majority of the schools are far from acceptable - and some would say deplorable.

The principal problem is quality, not quantity. Only 12.5 percent of private sector teachers are qualified and only about half in the public sector. Most schools are ill-equipped and in disrepair, and most pupils have no textbooks. Deficiencies in supplies, antiquated pedagogy and curriculum, overcrowded classrooms, inadequate supervision, and a generally low level of organization complete the picture. About 14 percent of private schools have no buildings at all; they operate in the open air, sometimes without benches. Yet, Haitian families value education. Most parents now try to send all of their children to at least primary school, and contribute an estimated average of 16-17 percent of scarce household income to schooling. An estimated 75 percent of children are enrolled for some part of their life, although attendance is sporadic, grade repetition common, and drop-out rates high.

The complexity and interrelatedness of the problems facing basic education in Haiti require a system-wide approach with multiple inputs to the primary education system. This RP focuses on improving the quality and efficiency of primary schools by supporting well-conceived strategies designed to reduce wastage in time and resources, thereby increasing the allocation of resources to basic education to ensure that more children are given the opportunity to successfully complete the primary education cycle in the prescribed period of time with the appropriate basic skills. Activities are designed to improve the logistical, administrative, and policy support for schools, promote instructional methods that involve students actively in the learning process, improve the quality of instructional delivery, provide information for systematic evaluation and decision making, and increase parent participation at the community level. However, the scarcity of resources to address the problems of quality and efficiency require implementation over a relatively long period of time to effect change. USAID's contribution to the primary education sector over the past 10 years has made a significant impact on improving the quality and efficiency of the system in spite of political and economic obstacles. This RP builds on USAID's extensive

experience and lessons learned. Resource scarcity also makes collaboration among donors imperative.

The Education 2004 (ED2004) Results Package allocates US\$20 million of USAID funds with an estimated contribution of US\$3.0 million in cash and kind from Haitian resources over a five year period to promote healthier, smaller, better educated families. The funding will support two interrelated sets of activities:

- service activities will provide long- and short-term TA, participant and in-country training, and provision of a "core package" of teacher/director training, textbooks and distance education materials, operations research and pilot activities to stimulate community and parent education to improve quality of primary education in 500 networks comprising 1,000 public and private schools nationwide; and
- policy activities will provide long- and short-term technical assistance (TA), participant and in-country training, limited commodities and some survey and operations research to achieve the development, adoption, and application of a national education strategic plan, norms, standards, and implementation mechanisms by public and private education sectors;

These activities will be delivered through a competitively selected institutional contractor who will provide overall guidance and administrative management of about 89 percent of available funding. Preliminary baseline data and the RP evaluation plan will be developed with the assistance of AID Washington's Education Indefinite Quantity Contractors. The remainder will be reserved for direct USAID management and oversight needs. Given the size and scope of the effort, the contract competition will encourage multi-institution teams, with one lead institution. The contract will include provision for long- and short-term technical assistance, participant and in-country training, commodities, including provision of a service package (textbooks, supplies, teacher training, etc) to 600 primary schools, 500 core and 100 network; and selected interventions (ie. distance education materials) to 400 network schools, and continued funding for the private education sector's institutional development, on a descending scale over the life-of-activity.

Activity beneficiaries include approximately 240,000 school children who will benefit from improved quality education; 3,600 teachers and 600 school directors who will receive pedagogical and administrative training; and the remaining 820,000 primary school students who will benefit from the development of policy norms and standards, and widespread availability of distance education, on a more indirect basis.

**HAITI EDUCATION 2004  
RESULTS PACKAGE No. 521-0259**

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- B. NAD Approval Cable
- C. Initial Environmental Examination
- D. Statutory Checklist
- E. Host Country Contribution Waiver

## GLOSSARY OF TERMS USED

ABEL	Advancing Basic Education and Literacy
ACD	Activity Completion Date
ADEPH	<i>Association des Ecoles Privées d'Haiti</i>
ADRA	Adventist Development and Relief Agency
AED	Academy for Educational Development
AUPELF	<i>Association des Universités partiellement ou entièrement de langue française</i>
CAEB	<i>Certificat d'Aptitudes à l'Enseignement de Base</i>
CAEGE	<i>Commission des Actes des Etats Généraux de l'Education</i>
CE1, CE2	<i>Cours Elémentaire 1, 2 (grade 3, 4)</i>
CECI	<i>Centre Canadien d'Etudes et de Cooperation Internationale</i>
CEEC	<i>Commission Episcopale pour l'Education Catholique (Episcopal Commission of Catholic Schools)</i>
CELCEH	<i>Commission pour l'Elaboration de Loi-Cadre d'Education Haitienne</i>
CEP	<i>Certificat d'Education Primaire</i>
CIDA	Canadian International Development Agency
CINEC	Community Integrated Nutrition and Education Centers (CINEC)
CLASP	Caribbean Latin American Scholarship Program
CNEH	<i>Confédération Nationale d'Enseignants Haitiens</i>
CONFEPH	<i>Confédération des Ecoles Privées Indépendentes d'Haiti</i>
CP1, CP2	<i>Cours Préparatoire 1, 2 (grade 1, 2)</i>
CPR	<i>Centre (or: Conseiller) Pédagogique Régional</i>
CRPNE	<i>Commission de la Redaction du Plan National de l'Education</i>
CRS	Catholic Relief Services
DDE	<i>Direction Departementale d'Education</i>
DEF	<i>Direction de l'Enseignement Fondamental</i>
DFP	<i>Direction de la Formation et du Perfectionnement</i>
EDC	Educational Development Center
EEP	ED2004 RP Evaluation Plan
EG	<i>Etats-Généraux de l'Education</i>
EXENP	<i>Projet d'Extension de l'Enseignement Normal et Primaire</i>
FAES	<i>Fonds d'Assistance Economique et Sociale</i>
FECAP	<i>Fédération des Ecoles Catholiques Privées</i>
FEPH	<i>Fédération des Ecoles Protestantes d'Haiti (Federation of Haitian Protestant Schools)</i>
FONHEP	<i>Fondation Haitienne de l'Enseignement Privé (Haitian Foundation for Private Education)</i>
FPN	<i>Fonds de Parrainage National</i>
FSN	Foreign Service National
HRD	Human Resources and Development (USAID Haiti)

## GLOSSARY OF TERMS USED - Continued

IDB	Inter-American Development Bank
IEES	Improving Efficiencies of Educational Systems
IIBE	Incentives to Improve Basic Education
IQC	Indefinite Quantity Contract
IPN	<i>Institut Pédagogique National</i> (National Pedagogic Institute)
IRI	Interactive Radio Instruction
LOA	Life of Activity
MENJS	<i>Ministère de l'Éducation Nationale, de la Jeunesse et des Sports</i> (Ministry of Education)
NEP	National Education Plan
NGO	Non-Governmental Organization
PACD	Project Activity Completion Date
PAP	Port au Prince
PHNE	Population, Health, Nutrition, Education Office (USAID Haiti)
pm	Person Month
PNE	<i>Plan National d'Éducation 2004</i>
PROBED	<i>Projet Bilatéral d'Éducation</i> (IIBE)
PSC	Personal Services Contract(or)
PTA	Parent Teacher Association
PVO	Private Voluntary Organization
py	Person Year
RESTORE	Reforming Educational Services & Technologies to Offer Resources to the Economy
RP	Results Package
RTI	Research Triangle Institute
SF	School Feeding
SO	Strategic Objective
SOAG	Strategic Objective Agreement
TA	Technical Assistance
TMG	The Mitchell Group
UEH	<i>Université d'État d'Haïti</i> (Haitian State University)
UNDP	United Nations Development Program
UNESCO	United Nations Education and Scientific Organization
UNICEF	United Nations Children's Fund
UPED	<i>Unité des Projets d'Éducation pour le Développement</i>
USAID	United States Agency for International Development
WFP	World Food Program



## **HAITI EDUCATION 2004 RESULTS PACKAGE**

### **1. CONTEXT AND RATIONALE**

#### **1.1 Statement of Problems**

##### **1.1.1 Country Setting**

Haiti is at a critical juncture. In spite of massive U.S. and international assistance following the return of constitutional government in October 1994, it remains the poorest country in the Western Hemisphere. Per capita GDP is estimated at about US\$225 - US\$250 per year. Total exports fell by over 40 percent in 1994 to US\$47 million, which is about one-third their 1991 level. Total imports declined by 20 percent in 1994, and by about 66 percent if the food supplies imported by non-governmental organizations (NGOs) under humanitarian assistance programs are excluded. Only about 30 percent of the adult labor force has had any schooling, and unemployment and underemployment have increased. Inflation remains in double digits. Disenchantment with the lack of visible benefits from the new democracy is manifest by increased civic disturbance and violence.

The executive branch of government is almost bankrupt, and the institutions necessary to governance and economic management at the most basic levels are still thinly staffed and barely competent. The judicial system is fragile, with many courts still closed and judges still subject to graft and corruption. The Parliament and elected local government officials are making their presence known to the executive, but they too lack budget, trained staff, and experience in public management. In short, the instruments of government are barely functional.

The U.S. and international donor community have disbursed over half of the one billion U.S. dollars in aid pledged as part of the emergency economic recovery package at the time of former President Aristide's return, but concerns over absorptive capacity and political will have had a dampening effect on continued financing. The international financial institutions have delayed a number of priority initiatives until the government makes visible progress in privatization and other "structural" bases. In January 1996, USAID funds became subject to the provisions of Section 583 of the FY 1996 Appropriations Act ("Dole" Amendment), which states that no FY 1996 funds made available by that Act "may be provided to the Government of Haiti" until the President reports to Congress that the GOH is conducting thorough investigations of certain murders, and is cooperating with the U.S. Government in doing so. Despite a Presidential waiver of this provision, the U.S. Congressional notification process has resulted, in some cases, in USAID being asked by Congressional committees to withdraw notification and re-submit them without Government of Haiti (GOH) components. As a result, the GOH components of some USAID programs have been reduced to holding patterns.

This Results Package (RP) for education was developed during the 1994-1995 period, when former President Aristide returned, USAID and other donor funds were plentiful, and

hopes of a rapid economic recovery were high. It is being finalized at a time when the Haitian political arena is confused and USAID and other donor funds are severely restricted. The RP is based on the critical assumption that this set of conditions have combined to create just one more nadir in Haiti's uneven road to sustainable development, and that as with previous nadirs, this too shall pass.

The critical pre-conditions for the activities of this RP to be implemented in partnership with the GOH are that the FY 1996 Congressional notification process will not preclude USAID assistance to the public sector and that future appropriations acts (in particular the FY 1997) appropriations act) will not contain provisions which restrict assistance to the GOH under conditions which cannot be met. If and when the pre-conditions are met, the GOH can resume its partnership with USAID in the implementation of this RP. During this funding hiatus with the GOH, activities can be undertaken by the Haitian private organizations essential to the education sector so as to maintain a basic critical capacity. This RP, therefore, can be authorized before the beginning of FY 1997. The activity description is cast in those terms.

### 1.1.2 Education Sector

Educational opportunities for the vast majority of Haitians have always been limited. Insufficient school places, inefficiency and poor quality characterize all levels of the education system, but are particularly acute at the primary level. Today, fewer than 75 percent of school age children are enrolled and there are sharp variations in enrollment and attendance rates, between urban and rural areas, and by socio-economic status. Educational inefficiency is evidenced by high repetition and dropout rates with fewer than 30 percent of children who enter primary school actually completing six grades. The poor quality of education results from inadequate learning materials, unqualified teachers and traditionally a failure of the GOH to commit the necessary financial, intellectual and political resources to improve the primary education system.

Formal schooling has a long history in Haiti. It was a concern of the earliest leaders of the Republic after the hard-won independence of 1804. In 1816, Alexandria Petion laid down the principle of free primary education and oversaw the founding of the first such schools in the country's principal towns. Over the years, Haitian education produced a small but impressive share of students who would later become writers, historians, and professionals of national and international renown. However, due in part to recurrent political turmoil and the severe economic underdevelopment of an island nation boycotted by much of the rest of the world, the educational system developed little breadth and depth during the first 150 years of the nation's existence, and rural education was largely ignored. By 1950, scarcely 10 percent of school age children in rural areas were in school; twenty years later, in 1970, that proportion had only reached 12 percent.<sup>1</sup> Primary enrollments in

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<sup>1</sup> Source of early statistics is DEN, *Annuaire Statistique*, 1981-82 (1983).

general began to increase at a greater rate around 1960 and by 1975 the enrollments in rural areas began to approximate the growth rate of urban areas. Most of the growth of primary education in rural and depressed urban areas was due to the considerable influx since the early 1970s of philanthropic monies handled by private voluntary organizations. From the mid 1970s to the early 1980s, private school enrollments in urban areas increased by nearly 150 percent at the primary level, while those of the public schools showed only a 16 percent increase. The comparison of growth rates in rural areas is even more striking: 123 percent increase among private schools, as compared to virtual stagnation of 3 percent over nine years in the public sector. Of these private schools, one-third were non-religious or community institutions whereas two-thirds were sponsored in one form or another by a church or a mission. For the most part, the philanthropic efforts concentrated on giving minimal support to already existing or recently created schools to enable them to make ends meet and to provide some basic education services to the population.

From the late 1980s to 1993 attendance in primary schools actually declined despite the rising numbers of eligible school age children and increase in private schools<sup>2</sup>, due to the political insecurity associated with the 1991 coup d'etat, the embargo years that followed, and the resulting U.S. Military intervention of 1994 and the return of President Aristide. These years took a dramatic toll on the already weak education system and resulted in a near collapse as schools erratically operated and children seldom attended. While credible national statistics do not exist, it is estimated that less than one-third of the primary school age population actually attended the 1993/1994 school year. The timing of the U.S. military intervention with the start of the 1994/1995 school year resulted in delayed and haphazard openings but by the second semester the primary education sector was reporting higher enrollments and attendance than ever before. It is estimated that more than a half million children returned to a system ill-equipped to absorb them. To date, the fledgling government has implemented few programs to address the high demand for education and many donor programs remain blocked by Parliamentarians.

Today, the demand for schooling has never been greater. Haitian families value education. Most parents try to send all of their children to at least primary school, and contribute an estimated average of 16-17 percent of scarce household income to schooling, second only to the cost of food. Most children are enrolled for some part of their life, although participation drops off significantly in higher grades and is generally lower among rural and disadvantaged urban residents. In 1994/1995 about 1.157 million children were enrolled in about 8,100 public and private primary schools.<sup>3</sup> This represented an enrollment rate of 73 percent of the estimated population of 6 to 11 year olds, although some sample

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<sup>2</sup> An estimated 2,500 private primary schools were created from 1991 to 1994, primarily in the independent or non-denominational sector.

<sup>3</sup> Unless otherwise noted, national-level educational statistics in this paper unless otherwise noted are taken from the new *Diagnostic Technique du Système Éducatif Haïtien, Rapport de Synthèse, Septembre 1995*, prepared as part of the National Education Plan process by Research Triangle Institute (RTI), The Academy for Educational Development, and Educat S.A.

surveys reflect a much higher rate of 90 percent.<sup>4</sup> Although the GOH has been unable to keep up with the high demand for schooling, the private sector continues to fill the gap. Private schools represented only 20 percent of total enrollment 35 years ago. For primary schools, they now account for 66 percent of enrollment, 86 percent of schools, and 70 percent of teachers. One can find other examples of states leaving education largely to the private sector -- e.g., Ireland, Zimbabwe and Lesotho -- but Haiti is unique in that this change is of recent origin, and more importantly that private schools function almost entirely without public support.

In spite of its value to families, Haiti's education system remains the weakest in the Western Hemisphere. While the building or opening of new schools has increased access, the rapid expansion of the private education sector has not significantly contributed to the improvement of the quality of schooling as evidenced by persistent low literacy and numeracy rates. School attendance without learning is meaningless. Primary schooling, for the most part, fails to produce a basic literate population, much less sufficient numbers of qualified students for the secondary school cycle and eventual labor market. Simply stated, primary schools do not produce the 75-80 percent primary completion rate necessary to produce and maintain a skilled labor force or a literate population from which political, economic and social reform can be sustained.

The decline of quality education over the years resulted from deficiencies or absence of government oversight and financial support for universal education in Haiti. Schools suffer from deficiencies in textbooks and supplies, antiquated pedagogy and curriculum, overcrowded and ill equipped classrooms, inadequate instruction and supervision, and a generally low level of organization. Without government regulated and private sector supported policy that addresses educational norms, standards, efficient service delivery mechanisms, and access, the education sector remains weak and fragmented and grossly inefficient in its institutional capacity to reverse the illiteracy rate and produce a qualified labor force for a democratic Haiti.

Data reported in 1995 found that only 12.5 percent of private sector teachers are qualified and only about half in the public sector. A USAID sponsored teacher-diagnostic test administered to school personnel over the past three years indicates that 50 percent are unable to write a simple sentence or solve a math problem. Of the six public teacher colleges in Haiti, only 6 percent of the graduates actually teach school or stay in the education sector. Teachers are poorly paid and often not paid at all. In rural and depressed areas teachers are seldom trained, have no materials and endure class ratios of up to 250 pupils per class. The school buildings are ill-equipped, in disrepair, and seldom electrified. Most pupils have no textbooks, materials or classroom furniture. About 14 percent of

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<sup>4</sup> While valid national data does not exist, differences can be attributed to the sharp variation in enrollments versus attendance. Additionally, recent surveys have also shown up to 60% of the sampled primary school population as "overaged", or older than the appropriate class age. Children were found to be as much as 10 years of age older than the class they attended, particularly at the pre-school level and first cycle.

private schools have no buildings at all; they operate in the open air, sometimes without benches.

Low efficiency is inevitable given the unregulated development of primary schooling in Haiti. Most children stay in the lowest grades of preschool and primary levels, attend irregularly, repeat a grade or two, and then drop out without having achieved functional literacy. Repetition and dropout rates average 15 percent each per year; fewer than three pupils in ten finish six years of primary school. On the average, it takes 16 pupil-years to produce a single graduate of the six-year primary cycle. The resulting wastage in time and resources significantly diminishes the already scarce resources available for primary schooling.

The annual cost of primary education remains very high. Estimates based on the last full-scale sector study (1986) suggest that farm workers and the urban poor spend between 6 to 11 percent of family income per child in public and proprietary private schools, and around 3 percent in rural schools supported by non-governmental organizations (NGOs). The most recent data available<sup>5</sup> indicate that those families who can send their children to school will spend on average between 11 percent (rural) and 22 percent (urban) of total income on education-related items. There is a high opportunity cost to this investment with little value-for-money. Herein lies the opportunity to influence school quality and, in the longer term, affect prospects for healthier, smaller, better educated families and sustainable development.

Completed primary education helps alleviate poverty and advance economic and social development. Individuals who have completed primary school tend to have higher earnings, better nutritional status, lower fertility and higher participation in civic affairs. They are also more likely to send their children to school. The 1994 Demographic Health Survey demonstrates conclusively that increased educational attainment of Haitian women is correlated positively with use of contraception, use of prenatal care, assistance in deliveries by trained personnel, percentage of children having vaccination cards and all recommended vaccinations, and use of oral rehydration therapy. Educational attainment of both men and women is positively correlated with use of condoms to prevent sexually transmitted diseases, including AIDS. Educational attainment was inversely correlated with percentage of children having diarrhea. These characteristics are dimensions of development. Primary education has other benefits for individuals and society as well. Education forges national unity and social cohesion by teaching common mores, ideologies, and languages. It also improves income distribution, increases saving and encourages more rational consumption, enhances the status of women, and promotes adaptability to technological change. Schooling improves the productive capacity of societies and their political, economic, and scientific institutions. All data underscore the potential returns to investment to increase education levels. Education is a cornerstone of economic and social development; primary education is its foundation.

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<sup>5</sup> Simon M. Fass, "The Cost of Schooling: Overview of Findings from the Survey of Household Education Expenditure (January-July, 1991)," Fondation Haitienne de l'Education Privée (FONHEP), Port-au-Prince, Haiti, July 15, 1995.

Primary education has two main purposes: to produce a literate and numerate population that can deal with problems encountered at home and at work and to serve as a foundation on which further education is built. In Haiti, the primary education system is unable to meet these objectives. As a result, the education system is ineffective and jeopardizes national efforts to build a base of human capital for development. To address these shortcomings, the first priority for primary education should be to increase children's learning in school so that most students master the curriculum and complete the primary cycle. To do this additional resources for primary education are essential but in Haiti, the scope for increasing resources is limited as it is unlikely that intersectoral reallocation will occur in the near future. Tax reform and levies for education remain a distant goal. The focus, therefore, must be on utilizing existing resources more efficiently. The tremendous costs resulting from poor quality instruction, repetition and dropouts can be significantly decreased by improving the efficiency of primary schools. Reducing wastage in time and resources will increase the allocation of existing resources for the primary education system.

The complexity and interrelatedness of the problems facing basic education in Haiti require a system-wide approach with multiple inputs to improve the quality and efficiency of basic education. The scarcity of resources to address the problems of quality and efficiency will require phased implementation over a relatively long period of time and make collaboration among donors imperative. There is no disagreement among the latter, that the principal output of an efficient basic education system is a primary school graduate who completes his or her schooling in the prescribed number of years and that to accomplish this will require improved quality of educational delivery at the classroom level, that is, the creation of learning situations that offer children a fair chance to make normal progress from grade to grade and to make use of their learning experiences in daily life. Improved quality, in turn, requires an administrative infrastructure that can deliver and sustain relevant educational interventions and that can build on investments into the system. Building on past and current inputs into the primary education system, this Results Package (RP) for education seeks to increase the number of students who complete the primary school cycle by improving the quality and increasing the efficiency of primary schools.

## **1.2 Results Package Summary**

This RP allocates US\$20 million of USAID funds with an estimated contribution of US\$3.0 million in cash and kind from Haitian resources over a 5 year period to promote healthier, smaller, better educated families. The ED2004 RP is a package of well-conceived interrelated activities and strategies designed to increase the primary completion rate by reducing wastage in time and resources with the primary education system, by enhancing the characteristics of primary schools that improve learning, and by improving the national educational policy development framework. The funding will support two interrelated set of activities (intermediary results):

- service activities will provide long- and short-term TA, participant and in-country training, and provision of a "core package" of teacher/director training, textbooks and

distance education training and materials, operations research and pilot activities to stimulate community and parent education to increase quality of primary education in 500 networks comprising 1,000 public and private schools nationwide;

- policy activities will provide long- and short-term technical assistance (TA), participant and in-country training, workshops, conferences, and some survey and operations research grants to achieve the development, adoption, and application of national education strategic plan, norms, standards, and implementation mechanisms by public and private education sectors. Utilizing a bilateral agreement with the GOH for the implementation of policy activities will remain an option and a goal of this RP.

Most of these activities will be delivered through a competitively selected institutional contractor who will provide overall guidance and administrative management of about 93 percent of available funding (US\$18,567,000). The estimated contract award date is o/a July 1997. During the nearly year long competitive process, activities will be initiated to facilitate the early establishment of an ED2004 RP Evaluation Plan (EEP) including appropriate and practical base line data for measuring results. Services of AID Washington's competitively selected Education Indefinite Quantity Contractors (IQC) will be utilized (US\$1,093,000). This component will ensure appropriate and adequate measures of project results, and identify and/or develop tools to measure the extent to which the activities contribute to the improved quality and efficiency of primary education in Haiti. Indicators for quality and efficiency may be selected from a full range of education indicators (ie. completion rate, student achievement, repetition/dropout rate, financial resources, delivery mechanisms, instructional intervention, parent participation, etc). Indicators of progress in educational policy reform will constitute a portion of the evaluation plan. Funds represent 5 percent of the RP estimated budget.

USAID will retain about US\$340,000 for USAID management, and oversight, including two Foreign Service National (FSN) professionals and one Program Assistant. For additional oversight, funds (US\$5,000) are budgeted for an audit in Year 3. Other audit cost are included in individual grants (ie. FONHEP's annual external audit is budgeted within the grant as an annual expense).

Given the size and scope of the effort, the contract competition will encourage multi-institution teams, with one lead institution. The institutional contract will include:

- 12.25 person years (py) representing 3 international positions and 32.75 py representing 5 local-hire professionals for long-term as well as part-time technical assistance; the positions are for a Chief of Party/Education Planner, Curriculum Development/ Distance Education Specialist, Financial Management Specialist, Teacher Training/Testing Specialist, School Service Package Manager, Community-School Development Specialist, and reduced LOE for a Participant Training/Follow-on Manager and Grants Manager. Support staff include an

**Assistant Participant Training/Technical Assistance Coordinator, Bookkeeper, Secretary and other support staff (driver, messenger, custodian).**

- 8 person months (pm) of short-term TA;
- 107 tm short-term participant training months (US/38.5tm; TC10.22tm; in-country 30.2); 1,960tm in-country certificate-level training, and short-term topical training, workshops and conferences,
- approximately US\$2,592,000) for textbooks; and multi-channel distance education materials (\$741,000) that comprise an integrated "core service package" for 500 schools and 100 network schools and limited interventions for 400 network schools.
- approximately US\$1.550 million of continued support to the *Fondation Nationale Haitienne de l'Education Privée* (FONHEP) for basic personnel, administrative and limited program costs on a descending scale over the life-of-activity (LOA); and
- US\$50,000 for about 12 competitively awarded sub-agreements for operations research to promote innovative strategies to increase girls school attendance, parent/community participation in education, policy dialogue, and innovative classroom strategies.

Allocation of the team's time between the public and private sectors and between policy and services delivery components will be flexible, in order to accommodate changing relationships and available funds. However, the service activities described in this RP constitute 95 percent of the funds, and due to the complexity associated with multiple inputs, significant Level of Effort (LOE) will be required. Further, until such time that the GOH can participate in this RP, LOE supporting the policy activities will be greatly reduced, having limited activities within the private education sector. Analyses at section 5 demonstrate that development of educational policy or services on a sustainable basis is not feasible unless both the public and private sectors are involved.

The institutional contractor will open a project implementation office in Port-au-Prince from which it will provide these services. The contract is for 4 years and 1 months, beginning in third quarter FY 1997 for initial assistance to the FY 1997/1998 school year.

With the exception of the establishment of the EEP, all other activities will be managed by the institutional contractor.

### 1.3 Customer Participation and the Results Package Team

The Results Framework and activities therein derive from an extensive process of customer consultation over a two year period with regard to the policy activities described, and the selected interventions for the primary schools are the culmination of years of experimenting, evaluating and collaborating with education partners to improve the primary education system. The policy dialogue process started in 1994 under the Malval government with the creation by GOH Ministerial decree of an Executive Bureau for the National Education Plan (NEP). The NEP was to be drafted on the basis of (a) a situation analysis or technical diagnosis; (b) empirically based policy analysis, dialogue, and strategic planning; and (c) inputs provided by educators across the country. The Executive Bureau was initially supported with funding from USAID, UNESCO, and UNICEF, and later by IDB, French Cooperation, and other sources.

The NEP process was officially launched in April 1994 with a USAID-financed National Consensus Seminar attended by hundreds of key public and private sector stakeholders. This was particularly significant because it occurred in April 1994, under the auspices of MENJS of the Malval cabinet, but while the *de facto* regime of General Raoul Cédras held sway. The fact that several hundred Haitians were willing to expose themselves to public scrutiny at this highly sensitive time is testimony to the value they place on education. USAID also financed the travel of members of the Executive Bureau and USAID's FSN Education Advisor to the US to work with the Aristide government-in-exile so that system would be in place soon after the President's return.

In September and October 1994, USAID executed agreements with UNESCO and the Research Triangle Institute (RTI). UNESCO managed many of the operational aspects of the Executive Bureau. A key element of RTI's activities was to direct the necessary research and analysis to produce a Technical Diagnosis of the Haitian Education System for the NEP process. The Technical Diagnosis was completed in January 1996 and provides a useful empirical analysis.

The NEP process was highly participatory and decentralized. The NEP organizers undertook a series of ten regional town meetings and group consultations involving more than 50,000 representatives of grass-roots and social and professional organizations. It included a separate round of consultations with departmental technical staff in each of Haiti's departments. During both sets of consultations, the participants nominated and/or elected representatives to an *Etats-Généraux de l'Éducation* (EG) that would begin to achieve a common vision for education. The EG was held in January 1996 over a four-day period. Participants comprised approximately 750 representatives from all sectors, departments, and socio-economic strata.

The EG resulted in a number of draft propositions for action which will be included in a forthcoming report by a new *Commission des Actes des États Généraux de l'Éducation* (CAEGE). The CAEGE will be sent to all departments for validation before

recommendations can be implemented. Within days following the EG, the Ministry decreed two other Commissions: *the Commission pour l'Elaboration de Loi-Cadre d'Education Haitienne (CELCEH)* for preparation of enabling legislation for the NEP, and the *Commission de la Redaction du Plan National de l'Education (CRPNE)* for the plan's final elaboration. With the exception of the CAEGE, who undertook the compilation of issues raised at the EG, the other two commissions never fully took shape as the Minister was replaced following the national presidential elections. Instead, the incoming Ministry formed a committee made up of ministry cabinet, independent intellectuals and RTI whose purpose is to draft the final elaboration of the educational reform document. Currently, the final draft is under review by the Ministry. Facilitating the enabling legislation and assisting in the implementation and evaluation of the reform package are key first steps in USAID's policy package in ED2004.

Among the recommendations of the EG from the CAEGE report are teacher training, provision of integrated packages of educational materials, broader adoption and application of standard curricula, improved teaching technologies, and increased networking among schools. These have become key tactics in the ED2004 services component described in section 2 below. The CAEGE report also provides documentation of the process – a model of an important, and relatively uncommon, practice in the GOH. The ED2004 policy component described in section 2 seeks to further the consultative process and institutionalize it over time.

USAID staff and consultants have been a part of the NEP/EG process and this Results Package (RP) benefits from it. The RP also benefits from a design conducted by a team provided under the USAID centrally funded ABEL-2 project in June 1995, for which funding was made available by AID Washington's Global Bureau. This RP retains many of the technical elements of the services package in the earlier design but incorporates recent developments and moves it into the Results Framework.

#### **1.4 Current and Prior USAID Education Assistance**

USAID has supported Haiti's education sector at different levels and through different venues since at least the mid-1970s. From 1978 until about 1983, USAID provided support to CARE for the Community Integrated Nutrition and Education Centers (CINEC) project, a pre-primary program designed to improve the preparation of young children to enter primary school. The CINEC model was endorsed by the GOH as the model in its 1982 Reform, and the key CARE staffer moved to the Ministry of Education to oversee its implementation. Until recently, USAID has continued to support pre-primary/preschool activities. USAID sponsored curriculum and materials development, training, and school pilots have resulted in the creation of model tools for learning that are today believed to be the best preschool materials in use in Haiti. USAID's contribution to pre-primary education resources for this RP are limited, and direct support for pre-primary schooling, per se, will not be feasible. This RP will focus on the first two cycles of schooling in Haiti (grades 1-4/ages 6-11) with a special treatment on 4th graders.

USAID became more interested in primary education in 1984, when Haiti became one of the pilot countries of focus for the centrally funded Improving Efficiencies of Educational Systems (IEES) Project. The IEES project financed a major Education and Human Resources Sector Assessment in Haiti, with fieldwork from October to December 1984. The major finding of the IEES Assessment was the significance of private schools in the Haitian education system:

The team also discovered a general lack of information about the current status of private education, which constitutes a major element of the Haitian educational system. The authors ... made an effort to compensate for the lack of information by carrying out first-hand data collection in the field. The schedule for a two-month mission did not afford enough time to perform an extensive inventory of the situation, however, and they were consequently unable to fill in certain parts of the picture." (Assessment, Preface)

The Assessment concluded that the private sector had "...tremendous potential for development and improvement. ... Along with its potential, it presents difficult challenges because of its complexity and variability." The Assessment's recommendations which became the basis for the resultant bilateral project, Improving Efficiencies in Basic Education (IIBE, 521-0190).

The IIBE project was authorized in July 1986 and has been amended to allow a life-of-project funding of US\$25.2 million. Following the recommendations of the Assessment, it has a twofold purpose: i) to improve the quality of instruction, and promote administrative efficiency and equity of access in primary schools serving rural and depressed urban areas; and ii) to provide the necessary catalyst and support for the Haitian primary education sector to organize itself into a sustainable institution which will take responsibility for improvements in the quality of primary education. The project is implemented through a grant with FONHEP with financial technical assistance (TA) provided by The Mitchell Group (TMG), policy support by the Research Triangle Institute (RTI), and TA for distance education from the Advancing Basic Education and Literacy 2 (ABEL 2) project. From 1994 until early 1996, IIBE funding was also provided to UNESCO to assist MENJS with the National Education Plan. USAID has recently extended IIBE through September 1997, to allow for adequate overlap with this RP.

Over its 10 year life, IIBE implementers have provided TA, training, and commodity assistance to accomplish the following results in 5,500 private primary schools. While accomplishments are impressive, they underscore continuing deficiencies that must be addressed:

- 10 percent increase in the number of qualified teachers and directors, from 2.5 percent to 12.5 percent;
- 9 percent decrease in teacher turnover and absenteeism, from 25 percent to 16 percent;

- 7 percent decrease in grade repetition, from 32 percent down to 25 percent;
- 7 percent decrease in the student drop-out rate, from 32 percent down to 25 percent;
- 2 percent increase in the primary cycle completion rate, from 63 percent to 65 percent;
- 4 percent increase in student test scores.

Most of this has been accomplished through FONHEP, which has become a key representative of private sector education and a credible manager of donor funds. With significant assistance from TMG over the last two years, FONHEP has decreased the USAID share of its funding from about 90 percent to 70 percent, and increased its self-generated funds to some 12 percent. It has also expanded its membership from the original Catholics and Protestants in CEEC and FEPH to encompass the 15 associations that make up the Independent school group, CONFEPH. It is routinely asked by MENJS and donors to produce analyses, participate in and/or lead colloquia, and train staff.

The 1984 Assessment documents the extreme fragmentation of the private sector, in terms of types of schools, application of curricula, and quality of education overall. The outstanding achievement under IIBE of aggregating interests of evangelicals and moderate Christians within FEPH; bringing the traditionalist and occasionally exclusive Oblates and Salesians with the *Ti Eglise* (Haiti's manifestation of Liberation Theology) to form CEEC; and fostering association of the wildly diverse opportunists and serious educators to form CONFEPH; cannot be understated. FONHEP is the "independent broker" within and among this array, suggesting and mediating technical solutions among parties with very different agendas. FONHEP is the only entry point that this group has legitimized, and FONHEP has done relatively well in constituent development.

### **1.5 Other Donor Programs**

USAID has collaborated with other donors in the development of this RP. Although both the World Bank and the Inter-American Development Bank (IDB) moved into advanced planning for major sector assistance soon after former President Aristide's election, all donors except USAID and the UN agencies cancelled or suspended assistance during the 1991-1994 crisis and exile of the former President. Following the return to constitutional government in October 1994, USAID and several other donors collaborated in a US\$29.2 million Emergency Plan to re-open and restock schools throughout the country. The Emergency Plan included nine projects: training of school directors, teachers and inspectors; food programs; scholarships, institutional strengthening at MENJS; reading and school supplies; school restoration; policy formulation; civic education; and literacy. The Emergency Plan enabled families to send children back to schools with books, supplies, and generally provided an enhanced sense of "normalcy" in the countryside.

Several donors are now moving away from the Emergency Plan and into longer term strategies. UNESCO has collaborated with USAID on the preparation for the National

Education Plan described in 1.3 above. UNESCO finalized negotiations with the new Minister for a UNDP-financed project, officially named "Institutional Reinforcement of the MENJS and of Its Management Capacity". The US\$1.4 million project began in June 1996 and will run for two years. It will provide one long-term advisor and 6 short-term consultants to work with a Haitian technical team at MENJS. The team will help MENJS improve its internal personnel and financial administration, initially at the center and eventually in two pilot departments on a decentralized basis. By focussing on financial and administrative systems and tools, the UNDP/UNESCO project should be highly complementary to the proposed policy and service delivery components of ED2004.

IDB has resumed its activities under the Extension of Primary and Normal Schools Project (EXENP-1) which targets 15 schools for rehabilitation. EXENP-2, the second phase of IDB's sector loan project, was recently approved by parliament following a nine month delay. The US\$17.5 million project includes school rehabilitation, school furniture, textbooks, and teacher training. The World Bank is continuing to develop its US\$40 million Basic Education project, which is not expected to begin implementation until 1997-1998. Discussions indicate that the Bank will focus on school rehabilitation, teacher training, textbooks and strengthening MENJS, particularly the Department of Planning. The World Bank and the IDB will both continue contributions to the *Fonds d'Assistance Economique et Sociale* (FAES), where specific sums are earmarked for public and non-profit private sector school construction.

French assistance is provided from time to time for specific needs, such as textbooks or pedagogical materials. This year the French Cooperation provided the Ministry and FONHEP with funds to train inspectors and teachers. The European Community (EC) provides some overseas technical assistance to the Office of the Minister and Cabinet, and Finance. UNESCO and UNDP also provide support to the Ministry of Information for a community radio program, which will be important as multi-channel education becomes more widespread. The Canadians are supporting the rehabilitation of selected vocational schools. UNICEF has small activities to increase girls access to education. USAID will continue to coordinate proposed ED2004 activities with these donors as plans move forward.

## **2. DESCRIPTION OF RESULTS PACKAGES**

The Results Framework for the Mission's Strategic Objective #3 is presented graphically in Figure 2 at section 4, Definition of Success. It serves as a reference for the discussion which follows.

The ED2004 RP is a package of interrelated activities and strategies designed to increase the primary completion rate by reducing wastage in time and resources within the primary education system, by enhancing the characteristics of primary schools that improve learning, and by improving the national educational policy development framework. Increasing the number of children who complete the primary cycle with the appropriate basic skills contributes to the achievement of *SO3: To Promote Healthier, Better Nourished,*

*Smaller, and Better Educated Families.* Knowledge of educational characteristics of development coupled with the accomplishments and lessons learned from IIBE yield intermediary goals that are similar to the current project: 1) to improve quality of primary education; 2) to increase the efficiency of primary education; and 3) to improve the policy development framework within the education sector, and particularly the Ministry of Education. ED2004, however, focuses its resources and implementation strategies more directly on the development and enhancement of service delivery networks and quality community schools.

The value of the school to the community should not be understated. Under the USAID Communal Governance Program, for example, one-third of the communities chose school construction or repair as their first priority for community-based projects to which they contributed significant volunteer labor and other resources. Many of the best existing schools are well-integrated in their communities, supported by parental and other citizens' committees, responding to community needs in promoting health and sanitation and generally representing a progressive force. New participatory classroom pedagogy has had its parallel in new relationships between citizenry and authority, which are necessary for democracy to take root and endure.

However, at present these are the exceptions. In most instances, there are no enforced norms or standards guiding what is taught, who teaches, or how it is taught. While there are some encouraging initiatives, educational policy is ill-defined and such basic concepts as "fundamental schooling" are not well developed, widely adopted, or applied. Schools remain authoritarian, isolated and ill-equipped to become either a force for change or even effective promoters of literacy. What distinguishes promising schools from the rest: (1) an emphasis on school quality rather than just enrollments; (2) a pedagogy which emphasizes participation rather than learning by rote; and (3) community integration and networking with other schools. There are probably no more than 1,000 schools in Haiti which stand out. Increasing the number and influence of such quality schools, and providing them a supportive policy environment in which to operate, and a strengthened primary education sector with improved service delivery networks is the challenge of this RP. To accomplish these goals, two sets of activities serve as the centerpiece: 1) Service Activities; and 2) Policy Activities.

## **2.1 Service Activities**

### **Result: Improved Quality and Increased Efficiency of Primary Education**

To increase the primary school completion rate requires increasing the efficiency of the primary education system which can be best accomplished by improving the quality.

Educational quality comprises the material inputs and nonmaterial characteristics of schools that have been shown to improve learning.<sup>6</sup> Although the parameters of quality consist of both physical and instructional, ED2004 focuses the resources and strategies primarily on the instructional inputs. Service inputs will include expendable supplies such as paper, pencils and notebooks, and teaching materials such as textbooks, posters, radios, and other instructional tools that are often in short supply or nonexistent. Teacher and school director training will also be included along with innovative instructional interventions such as Distance Education. Emphasis will also be placed on stimulating increased parental involvement in the schools and their children's learning (particularly their daughters) and strengthening quality school networks. These inputs into improving instruction comprise what is termed, "Core Service Package".

Efficiency can be seen as the relationship between inputs and outputs, with a view to achieving the desired level of output at minimum cost. The principal output of an efficient and quality basic education system is a primary school graduate who completes primary education in the prescribed number of years. Making the education system more efficient generally requires increased resources. However, it is unlikely that inter or intrasectoral reallocations will occur in the near future or that tax reform or levies for education will be readily undertaken. Reducing wastage in time and resources will increase the allocation of existing resources for the primary education system. Strategies to increase efficiency will include: 1) strengthening the administrative and service delivery capacity of private education institutions, primarily FONHEP; 2) strengthening the collaboration of public and private education institutions 3) improving data collection and evaluation of data for better decision making; and 4) increasing sustainability of private education institutions, primarily FONHEP.

### **2.1.1 Current Status/Baseline/Indicators**

The effects of the service activities will be measured using quality and efficiency indicators of education. Many of the current IIBE indicators serve as appropriate starting baseline for private sector schools while others do not as limited resources and or different strategies require new baselines and targets. More analyses is required to validate these indicators, establish new baselines and develop realistic targets, particularly for the public sector. For the most part, national survey data is lacking or out of date and data once generated by the MENJS on an annual basis have ceased. Utilizing the services of AID Washington's IQC Education contractors, an evaluation plan will be developed and will include a validation of the data to be used to measure the success of the ED2004 RP. Data sampling may also be necessary. It is important to note that evaluation of USAID development assistance tends to focus on quantitative outputs (ie. number of teachers trained) rather than on the quality of the services (ie. teacher behavior in the classroom). While some quantitative output data will be necessary, there are a number of qualitative evaluation methodologies available that offer the opportunity to examine the quality of education service

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<sup>6</sup> Educational quality can also relate to threshold levels of health and nutrition that will allow children to take advantage of education inputs.

delivery and to provide information for refining interventions during the implementation process. Building formative evaluation into the ED2004 RP is required. The suggested indicators below include many of the current IIBE indicators and some baselines. Each should be carefully analyzed with respect to cost, ease of intermittent data collection, and most importantly, the extent to which there is local capacity to undertake such evaluations. Required (\*) and possible supplementary indicators include:

<b>SO3 Promote Smaller, Healthier, Better Nourished and Better Educated Families</b>		
	Baseline	LOA Target
*Increased Primary Cycle Completion Rate	29%	36%

- Increasing the number of students who complete the primary cycle is the single most important indicator of the ED2004 RP's success with regard to improved quality and increased efficiency. It is therefore necessary to report this output. The extent to which data can be reported at the national level may not prove feasible as measurement of this indicator has become more difficult over the years. National data including private and public sectors is not collected as an aggregate. National examination data has traditionally been the source. However, the national exam process in Haiti is wrought with problems and, consequently, the results are questionable with regard to their validity. In developing countries, and Haiti is no exception, use examinations to make decisions about selection and promotion rather than attempt to measure student achievement to assess and improve the effectiveness of their educational systems. Ideally, Haiti would develop separate test for public examinations and national assessments, yet limited resources will hamper this ideal should donor funds (ie. World Bank) fail to be made available. The IQC contractor will need to analyze the appropriateness of using examination results for national assessments. Tracking students in ED2004 schools, particularly from entry point, and comparing their completion rates with randomly selected school children will allow more accuracy with regard to the effects of the services provided through ED2004, although generalizing to the population will be limited.

<b>Education Quality Indicators</b>		
	Baseline	LOA Target
*Increased Student Achievement	TBD	TBD
Increased Number of Teachers and School Directors Trained	5,500	4,200
Increased Number of Directors Trained in School Administration	600	600
Increased Number of Textbooks to Primary Students	1.3m	144,000
Increased Number of Materials (pencils, notebooks, etc) to Students	500,000	240,000
Increased Instructional Intervention to Primary Students	TBD	TBD
Increased Innovative Technology (Distance Education) to Primary Students	2,000	240,000
Increased Parent Participation in Community Schools	TBD	TBD
Increased Number of Primary Schools that Improve Learning	TBD	TBD

- Achievement testing is a vital factor in monitoring the implementation of educational interventions aimed at improving instructional delivery and student learning. However, the development of a national testing system is beyond the scope of this RP as they are extremely expensive and time consuming, and no LAC

country has yet developed an adequate national testing system. The World Bank, through its social sector loan, has tentative plans to develop a national achievement test for fourth graders. However, the project has not been finalized and even if this should occur, a test of this magnitude would not be available for use during the life of this RP.<sup>7</sup> Instead, the development of criterion-referenced testing for use in ED2004 schools will be essential. Norm-referenced testing should not be pursued as it is costly, time consuming, and tends to compare students with that of a norm group rather than determining how proficient a student is in a particular subject or skill. Pre-testing (baseline data) and post-testing for those students in ED2004 schools will provide evidence of the effects of the aggregated educational interventions despite limitations in external variable control and possible "Hawthorne" and "Halo" effects.<sup>8</sup> In fact, these latter statistical effects have the potential to positively influence student and teacher behavior and learning in the classroom. In short, if we pay attention to students and teachers they tend to respond. General neglect is the most limiting variable currently effecting the schools. The challenge will be the sustainability of the services to the classroom beyond the LOA of ED2004.

- The teacher is a major factor in improving educational quality in Haiti. Teachers are not necessarily disinterested and unmotivated. Rather, they are frustrated and discouraged by a lack of infrastructure, few instructional aids, and low salaries. They can be encouraged through the provision of training and instructional materials that lead to visible improvement in student outcomes. Teachers, tend to teach the way they were taught and in the case of Haiti, pedagogy has traditionally been authoritarian and rote. As most rural educators have had little experience with textbooks or other instructional materials, they are unlikely to use such items in innovative ways without intensive training and teacher guides. Teacher training is carried out in cycles, with teachers receiving two cycles of in-service training over two years. As most school directors are also teachers they will be included in the in-service training. Subsequently, to achieve the LOA target the actual training numbers will be up to two times greater, than the LOA target, or double. While tracking and reporting the numbers of teachers benefiting from in-service training is important, qualitative measurements of improved teacher characteristics that are consistent with learning are more meaningful. Characteristics of effective teacher instruction include: 1) coherence of instruction; 2) relationship of new knowledge to what students already know; 3) topics are covered in a meaningful versus superficial manner; 4) students are provided with opportunities for active learning; and 5) skills are grounded in real-life situations. Careful monitoring and pedagogical follow-up of teacher training and teacher behavior through the LOA will be essential.

- Improving administration of primary schools requires management and supervisory training for school directors. Using workshop formats school directors will receive annual in-service (2-3 days), separate from the teacher in-service training, and will cover a range of administrative topics such as record keeping, reporting, staff development, and public relations with the community. The IIBE project has generated results indicating that the best single predictor of successful teacher performance is where the principal took an active role in training teachers and interacting with the community. Good administration of schools depends upon sound management strategies and motivational strategies for teachers. Emphasis on student-teacher class ratios that facilitate learning versus increasing enrollments is a desired outcome in management behavior. Workshops for school directors are an integral part of the "core services package" for the ED2004 schools. Measurement, as with teacher training, should focus more on the characteristics of good school management and school directors' behavior.

- Textbooks and school supplies such as pencils and notebooks correlate positively with student achievement as they are essential to promoting literacy and numeracy. Through IIBE textbooks have been

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<sup>7</sup> Comparative data at the international level targets fourth graders.

<sup>8</sup> Hawthorne effect refers to any change, any extra attention, any experimental manipulation or absence of manipulation where the knowledge of an evaluation being done is enough to cause subjects to change. Halo effect is the tendency on the part of an evaluator to allow his or her general impressions of a person and or a group to influence the evaluation of specific behaviors.

procured or subsidized for more than 1.3 million primary children in Haiti. However, this is not a realistic baseline for the ED2004 RP. New targets must be established in relationship to strategies set forth in the RP. Building on the recent GOH promotion of nationally approved text, the selection of textbooks from this approved list for the ED2004 schools will be as important to monitor as the number made available.

- Instructional intervention and innovative technology has been a focus of the IIBE project and has to date yielded significant successes. Interactive or participatory instruction has been tested and clearly shown to have greater impact. As an important characteristic of student learning, emphasis will continue through this RP. Quite obviously, this indicator lends itself to qualitative evaluation. Introduced through IIBE, distance education, has been pre-piloted and currently is being piloted in 40 primary schools. Results thus far have been dramatic and encouraging. Greater specificity will be applied to this indicator after the conclusion of the pilot activity. Measurement will necessarily include formative evaluation methodologies.

- Parent and community participation in schools is undeniably essential for sustainability of improvements in educational quality and increases in educational efficiency. Parents generally see education in the concrete terms of reading and writing whereas teachers tend to see schooling in the more abstract terms of "good citizenship". The positive attitudes of parents can be lost through the behavior of "bad teachers", who are viewed as often absent or as not teaching the concrete skills. Some parents do not stress attendance as much as enrollment. Involving the parent in the activities and decisions of the schools generally results in improved attitudes of the school and its personnel. Evaluation of this indicator can include numbers of parents participating in various school related activities but formative methods that learn more about positive parent characteristics toward the school will prove more meaningful.

- Increasing the number and influence of primary schools that exhibit characteristics for improving learning will depend upon the aggregate effects of the interventions on the ED2004 primary schools. This resulting aggregate affect should serve as the best predictor of the likelihood of increasing the number of students who complete the primary cycle, with the appropriate skills, and in the prescribed period of time. The measurement of other supporting indicators, in combination with a qualitative evaluation process designed to learn more about school and classroom characteristics, will yield rich analyses.

<b>Education Efficiency Indicators</b>		
	<b>Baseline</b>	<b>LOA Target</b>
<b>Decreased Student Repetition Rate</b>	25%	20%
<b>Decreased Student Drop-Out Rate</b>	25%	20%
<b>Decreased Teacher Turnover Rate</b>	16%	12%
<b>Decreased Teacher Absenteeism Rate</b>	16%	12%
<b>Strengthened Service Delivery Networks</b>	TBD	TBD
<b>Improved Educational Data Collection</b>	TBD	TBD
<b>Improved Evaluation of Instructional Interventions</b>	TBD	TBD
<b>Improved Administrative Infrastructure of FONHEP</b>	TBD	TBD
<b>Improved Cost Analysis of Educational Services</b>	TBD	TBD
<b>Increased Sustainability of FONHEP</b>	TBD	TBD
<b>Strengthened Collaboration of Public and Private Education Sectors</b>	TBD	TBD

- Decreasing student repetition and dropout rates are valuable indicators of educational efficiency. It is likely that if the quality of teaching and learning is improved, dropout and repetition rates will decline. National data is severely lacking. Monitoring the students in the ED2004 schools with respect to repetition and dropout will serve as valid indicators of the educational interventions. It is further suggested that the institutional contractor uniquely track first graders upon entry into the system and through the LOA of ED2004.

- Teacher turnover and absenteeism can be reduced by providing training, instructional materials and supportive networks that promote student learning. Improved instructional materials and pedagogical support systems will help the teacher do their job more effectively and thus contribute to the overall morale and motivation of the teacher. Local community involvement in the quality of schools and a commitment on the part of local community to support teachers and help to improve their status is a strategy of this RP. Analyses is needed to determine how to measure output both quantitatively and qualitatively.

- Strengthening service delivery networks is essential to improving educational efficiency and sustaining the necessary upgrading and replenishment of services to the schools. Emphasis is on strengthened collaboration between the various educational organizations including the public sector, and enhancing capacity to deliver instructional services in the most meaningful and cost efficient manner. Although FONHEP will serve as the primary educational institution (with its supporting sub-sectors) targeted with this intervention, other education groups (ie. ADEPH) may necessarily be included in the delivery network. Components that support the strengthening of service delivery systems include: 1) Collecting relevant educational data for better decision making will be an important contribution to the improvement of the educational system; 2) Improving the capacity to evaluate instructional interventions; 3) Improving the administrative infrastructure of FONHEP; 4) Improving FONHEP's ability to analysis cost of educational services; and 5) strengthening collaboration between the various institutions comprising the primary education sector. Evaluation of this indicator will necessarily include an assessment of these sub-components.

- Achieving sustainability for educational institutions, primarily FONHEP is not an easy undertaking. The relatively high recurrent costs associated with basic education limit continued support by the GOH after the project has ended. Strengthening the schools at the local community level will increase the opportunities for continuity. ED2004 utilizes the strategy of building the human resource expertise and commitment. Reducing dependency on USAID will be a FONHEP requirement during the implementation of the RP. Measurement of this important indicator should include targets that project decending financial support to FONHEP as well as analysis of possible sources for longer term support.

Gender Specific Indicator		
	Baseline	LOA Target
Increased Average Girls Attendance Rate as Percentage of Girls Enrolled	TBD	TBD

- Increasing girls attendance in the primary schools will be an emphasized goal of ED2004. Gender data are significantly lacking in the primary education system. In general, enrollment data reflects an equitable distribution nation-wide between boys and girls. However, the recent USAID/MENJS NPPSS survey, reported a 20 percent disparity between girls enrollment and attendance in the public schools. Because comparable data is lacking for the private sector it remains unclear if this statistic is representative of the primary education sector. Further exploration is necessary before appropriate targets can be developed. The contractors will work with MENJS and FONHEP to assure that all data are gender-desegregated.

## 2.1.2 Proposed Tactics and Tools

### **SERVICES TACTIC #1: Establishment of 500 "quality networks" promoting a standard core set of activities**

Quality networks are comprised of schools possessing characteristics that promote student learning, sustainable service delivery networks, and active parent and community participation in the schools. Together these components define "quality networks" with the primary school as the core and the starting point. The institutional contractor along with representatives of the public and private education sector, and USAID will undertake a school selection process as an initial phase in the ED2004 RP. A fairly well established selection process for pilot schools has been developed through IIBE and will serve as the starting point for a participatory, transparent and meaningful school selection process. A variety of issues and variables will be considered in the selection of ED2004 primary schools including possible triangulation with other USAID or donor interventions.

The experimental IIBE project developed the outlines of a successful "core service package" of interventions for Grades 1-4 (CP1,CP2,CE1,CE2) that should lead to achievement of the target indicators summarized above in selected schools. Multiple inputs or interventions are being utilized to meet the desired outcome of the ED2004 RP. The "core service package" comprises those services that will directly benefit the primary beneficiaries - the primary school children. Other activities supporting these core services are of a more indirect benefit but, necessary ones nonetheless. Inputs into improving institutional capacity and advancing the knowledge base and organizational continuity will contribute to the RP's success. Core service packages will be implemented in 500 core and 100 network schools over the four year LOA, with an additional 400 network schools receiving selected interventions, particularly a modified distance education program.

The "core service package" includes five components that in combination were shown under IIBE to result in measurable results in student achievement and increased efficiencies: 1) training of teachers, directors, and other change agents; 2) provision of textbooks and basic school supplies 3) implementation of improved and innovative curricula including distance education formats; 4) active parent/community involvement in school activities; and 5) networking and collaboration of schools with other schools. A preliminary version of this "core service package" is outlined in Figure 1.

#### Teacher/Director Training

A key problem identified during the NEP process was the paucity of trained teachers and school directors and the lack of a career path for teachers. FONHEP has developed a two-year in-service training program for a *Certificat d'Aptitudes à l'Enseignement de Base* (CAEB) which serves as a prototype for an entry-level course. It has tailored a parallel CAEB for school directors, also on a two-year in-service basis. Although the CAEB is not a

universal norm, it represents the forefront of efforts to establish norms and standards for the teaching profession.

The ED2004 institutional contract includes provision for one long-term specialist in Teacher Training/Testing for a four year period to work closely with GOH, FONHEP, and other concerned institutions to reach consensus on standards and curricula for a basic teacher certificate, either CAEB or equivalent. The institutional contract will provide funding for the CAEB or equivalent two year certificate level courses for all teachers and directors in the 500 target and 100 network schools during the LOA. Using an "average" school of 240 students, 6 teachers, and 1 director, this represents certificate-level training for 3,600 teachers and 600 directors throughout the country. Because most directors are also teachers, this represents an additional 12.5 percent of teachers with CAEB or equivalent, or a doubling of the current 12.5 percent. Where feasible, additional direct training will be provided to the 400 network schools not receiving CAEB training.

The Teacher Training or Testing Specialist will also work with FONHEP and GOH, and other appropriate institutions to develop and offer short-term specialized skills training in such topics as parent and community education, conflict resolution, and gender issues. Directors will receive additional short courses in school administration, government relations, supervision, and parent/community relations. The

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Figure 1: Quality Network "Minimum Package"

**Training of Teachers, Directors, Change Agents**

**Teacher Training**

- two years part-time in-service training leading to Certificate of Proficiency in Basic Education Teaching (CAEB) or equivalent career-enhancing certificate;
- short-term specialized skills training in: multi-channel education methods; parent/community education; conflict resolution; gender issues; and mentoring.
- on-the-job coaching in interactive pedagogical methods, gender-neutral behaviors, parent/community relations

**Trained Directors**

- two years part-time in-service training leading to Director's CAEB and/or other career-enhancing certificate;
- specialized short-courses in administration, municipal government relations, parent/community relations, and supervision;
- on-the-job coaching in school committee management and teacher supervision.

**Textbooks and Instructional Materials**

- availability of subsidized textbooks and materials

**Implementation of Innovative Curricula in Multi-Channel Format**

- use of radio and/or cassette modules on daily basis for math and language lessons in Grades 1-4;
- availability of related materials;
- testing of low-cost alternatives to textbook-centered education;

**Active Parent/Community Involvement in School Activities**

- on-going parent education programs, including radio "groupes d'écoutes" and topical seminars;
- short-term specialized skills training in parent/community education with specific emphasis on gender issues.
- identification and implementation of community strategies for increasing community participation in education, including parent-teacher associations, parent aides, etc.;

**Active School Involvement in Quality Network**

- teachers, directors, parents, student leaders trained as mentors/leaders;
  - minimum monthly interaction and sharing with at least two other schools on pedagogical, content, organizational, and/or resource issues;
-

contractor will work with FONHEP and GOH, particularly at the departmental level, to improve monitoring and supervision of directors and teachers in the target schools. Funds for short-term training for monitors and inspectors are provided for this purpose.

### Textbooks and Materials

In order to achieve the benefits of a full integrated package of enhancement interventions, ED2004 will subsidize textbooks and essential supplies for the 600 targeted schools, particularly during the two year period the teacher and directors are being trained. The textbooks will be selected based on the "approved list" of 136 texts selected by a joint public-private sector committee in 1994/1995. The actual selection and distribution of texts is the subject of considerable discussion and experience. The institutional contractor Chief of Party and a long-term Curriculum Development/Distance Education Specialist will need to understand the debates and to identify means of resolving the many issues so that distributions are efficient and achieve the desired results. Close coordination with MENJS and FONHEP specialists will be essential in this regard.

The provision of subsidized textbooks and supplies is a costly operation, averaging US\$4,320 and US\$2,880, respectively, per school of 240 students for two years, or about US\$15.00 per child total. The rationale for including the intervention in the "core service package" is, in brief: i) Haitian educational systems are very textbook-centered; ii) the existing practice is for parents, rather than schools, to provide the texts; iii) even though parent invest a large proportion of income in schooling, they frequently do not have enough to purchase all of the required texts, and student achievement suffers as a result. ED2004 will support more widespread application of distance education, and possible pilots using audio lessons as the primary as a means of decreasing dependence on textbooks and the reducing costs over time. The institutional contractor will continue dialogue with MENJS, FONHEP, and others to identify less-costly and/or more sustainable alternatives to meet such needs.

### Distance Education

The 500 target and 100 network schools will also provide the research and development environment for more widespread application of distance education modules. A key part of the standard "core service package" will be use of multi-channel educational materials to teach a standard math and language curriculum to boys and girls in Grades 1-4. The curriculum and materials will be based on the experience of the successful pilot activity now in development for launching in about 40 schools in September 1997, and will be expanded to cover all 500 school networks with limited activities to other 400 network schools. Although distance education, per se, is supplementary to the formal classroom setting, it will be the principal tool for (a) ensuring pedagogical renewal at the school level and, (b) bringing parents and communities into a closer relation to schools.

Although distance education has usually been viewed as supplemental to textbooks in the Haitian education system, it is hoped that some experience can be gained in using radio and/or cassettes as a primary media of instruction. Success with such an experiment could lead to greatly decreased costs to parents and schools in providing basic math and language skills.

Although the current USAID-financed pilot program is going well, Haiti's experience with radio education has been mixed. UNESCO-supported several programs at the public sector (MENJS) Radio Educatif, but its capacity is under-utilized. Basic education programs in Creole for out-of-school learners were developed by Radio Soleil and broadcast in the 1980's, but program development was more successful than development of delivery systems. Problems included irregular transmission, poor provision of radios and batteries, little teacher training and support systems, erratic distribution of printed materials, all of which will need to be dealt with as the new effort is mobilized.

The ED2004 institutional contractor will work with talented Haitian educators, producers and writers to develop a classroom package for Grades 1-4 (CP1-CE2) which includes 100-130 radio modules in math, and 100-130 modules in a consolidated language-and-civics education course; printed materials (teachers' guides, pupil workbooks); a teacher training and support system; and a system to monitor and evaluate pupil performance. The implementation will be phased into the 600 schools participating in the quality network, and will be available at cost to other groups who wish to use them. As discussed in section 5.3, all materials will be screened to assure gender neutrality at a minimum and promoting the role of women where appropriate. A second package of broadcasts for teachers will be developed; this will also consist of 100 programs with support materials. This will be made available to the 400 network schools that will not receive the "core service package", rather selected interventions. Finally, a package for parental *groupes d'ecoutes* (radio listening groups), designed for small group settings, will be developed, tested and disseminated. This latter will have a number of themes, ranging from the importance of girls education to experience with successful parent-teacher associations to tips on school fund-raising.

This component requires a variety of technical and managerial capacities for which the institutional contractor will need to sub-contract with local organizations. FONHEP has been involved in the pilot efforts, but the public sector Radio Educatif and some of the larger radio stations possess competencies that should not be overlooked. Under the overall management of the institutional contractor, the following products and services will be provided:

**Curriculum design:** a multiplicity of curricula and materials have been developed by the public and private sector agencies which manage education in Haiti. Program development will require not just agreement on broad curriculum objectives, but also a detailed scheme of instructional objectives for each grade and subject. Without these, scriptwriting will have no direction or coherence, and tests of pupil achievement will be impossible to develop.

**Materials development:** the most efficient mechanism for delivering and paying for services in scriptwriting, production, print materials development, teacher guides and training, and pupil evaluation instruments must be devised. The institutional contractor will design tender documents for each grade of the four basic packages (math, language/civic education, distance education for teachers, and civics for adults) and bids will be solicited from qualified Haitian agencies. The contractor will monitor and evaluate the quality of the packages using a mixture of qualitative measures (pupil interest, acceptance by teachers, recording quality) and quantitative measures (pupil achievement). FONHEP will also have modest program funds to support this effort.

**Transmission:** every Haitian radio station is required by law to provide an hour of free air time per day. If stations are prepared to offer only this minimum, then only four major stations would be needed to provide the total required airtime. Contracting for materials production might also be linked to the provision of air time.

**Program management, teacher training, testing, and materials distribution:** the institutional contractor will manage the program on a daily basis, evaluate bids, coordinate subcontractors, and oversee teacher training, pupil evaluations, and materials distribution services. This will be undertaken in consultation with the public/private sector oversight committee established during the IIBE pilot.

#### Parent/Community Participation & School Involvement in Quality Network

A key element of the "core service package" is the required involvement of parents and communities in the operation of the school, and the requirement that the 500 target school communities benefitting from the package apply what they have learned to help neighboring schools. In exchange for two years "core service package," the schools will be required to commit time and resources to the "parent/community involvement in school activities" and the "school involvement in quality network" elements of the package. This means that by the second year in the program, each school will be working with one other school to disseminate new knowledge and skills. Where the opportunity exists for an additional school to participate in the network, efforts will be made to expand the network. Limited resources may require that additional schools not necessarily receive the full "core service package" rather those interventions that are resulting in greater successes and where funds can support the expansion beyond the 500 core and one network school for each. The quality network will thus comprise a total of 1,000 schools.

Although the 400 network schools may not receive direct benefits of the full package, they will receive supplies, and distance education programs including cassettes and other supplies for distance education. This additional 400 schools involved in distance education will result in an additional 120,000 students thus using the standard math and language curriculum for Grades 1-4, which should greatly enhance the likelihood of achieving the

activity targets. The creation and/or strengthening of networks in geographic clusters are viewed as key to sustaining the benefits of the package and making it more cost-effective over time.

Funding is provided to promote parent and community participation in the 500 target schools and their 100 network partners, both in terms of generating additional/continued support to the school, and in terms of enhancing parents' consciousness on the value of such key concepts as girls education. The institutional contractor will arrange for short-term parent education programs, particularly through distance education as described in Tactic #2 below. The contractor may also provide modest short-term training through partners in the field. This may include sub-grants with NGOs that work with a specific group of schools or in a specific area, and/or promoting a specific training module through a national network such as FONHEP. Possibilities for collaboration with other USAID programs, particularly the PL 480 Title II sponsors, are strong.

### The Quality Network

ED2004 funds will be used to implement the "core service package" in 500 schools chosen to serve as nuclei of the 1,000-school "quality network" throughout the country, and 100 network schools. Other network schools will receive selected interventions such as distance education and supplies. Training will be carried out by the core school personnel. The tactic of the "quality network" is to encourage geographically proximate schools to share ideas and resources in order that a critical mass is created to sustain benefits over time. Participating schools will need to meet relevant educational and other criteria for fundamental schooling in addition to more specialized criteria established by USAID and its partners, and will depend to a certain extent on the capacity of FONHEP, or others, to provide in-service training, on-the-job coaching and frequent monitoring of the targeted schools. Illustrative other criteria should include:

- representation of public and private sectors at the same relative proportions as in the overall school population (e.g. about 80 percent private, 20 percent public<sup>9</sup>);
- balance between urban and rural at the same relative proportions as the overall population (with reference to section 5.2.2, about 32-34 percent urban, 66-68 percent rural);
- presence of at least 50 percent women teachers, or the possibility to recruit women teachers for training so that the minimum of 50 percent is reached (refer to section 5.3);

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<sup>9</sup> In the event that restrictions on assistance to GOH remain in place, USAID will consider options such as decreasing the percentage of public sector schools and increasing the number of private schools.

- at least 40 percent with canteens supported by USAID Cooperating Sponsors, and required co-programming at those schools with the Sponsors (40 percent is the average incidence of canteens on a national level; refer to section 5.1.6 for a discussion of the relation to school feeding to school attendance);
- a school committee that is willing to commit time and resources to fostering the network; and
- presence of other USAID-supported activities to promote synergy, e.g. a major health, agriculture, microenterprise, or local government activity.

**SERVICE TACTIC #2: Strengthening the institutional capacity and sustainability of education institutions.**

For educational inputs into the primary education system to be efficiently applied and maintained, educational institutions must possess capacity to deliver educational services and the ability to generate adequate resources for their continuation. FONHEP, one of the most important institutions in the education sector, is the primary focus of activities designed to strengthen institutional capacity and sustainability. Through the IIBE project a significant amount of resources have been directed at improving financial management and internal controls of FONHEP, and the overall administrative infrastructure. Accomplishments have been slow but numerous and important. For example, FONHEP is currently using the ACPAC automating cost accounting system and, in particular, the job cost module, which is enabling better cost analysis of educational activities and services. Annual planning cycles are undertaken by FONHEP which necessarily include their sub-sectors: CEEC, FEPH, and CONFEPH. Analysis of overhead costs are representative of the type of activities and related TA to date. Although FONHEP's current administrative relationship with USAID will change in this RP, as the institutional contractor will enter into a sub-grant arrangement with FONHEP, conservative monitoring will be essential.

Utilizing the Education IQC contractors, analyses of FONHEP's management and organizational structure will be initiated following the RP's authorization. Sound management structures will ensure greater efficiencies in the delivery of educational services. To improve FONHEP's output, management attention needs to be given to the operations that convert the inputs to outputs and, second, to increasing the capacity to track and report the discrete outputs. If Haitian institutions lack the capability to supply human and physical resources to schools, or to assist communities in supporting educational reform, it is unlikely that classroom interventions to improve quality will be as effective or sustainable. Activities that are designed to increase the efficiency of FONHEP and its systems are important next steps in strengthening the educational delivery network.

Support for FONHEP's administration and operating expenses will be greatly reduced in the ED2004 RP and will continue to reduce over the LOA. Efforts to improve their

administrative, financial and technical components will be key to FONHEP's future as an institution. A strengthened FONHEP will provide greater opportunity to attract other funds and recover necessary cost.

**SERVICES TACTIC #3: Operations research grants to promote and test innovative strategies to enhance meaningful community involvement and to increase girls attendance.**

One-half of the US\$50,000 allocated to operations research will be allocated to the services package. Funding of up to US\$5,000 per activity will be made available (most on a limited and competitive basis) to organizations that wish to test innovative strategies in areas of importance to USAID, particularly strategies to increase girls attendance at school and to enhance meaningful community involvement in the school. It is estimated that the institutional contractor will enter into about 5-7 sub-grants. Operations research grants will follow strict criteria in testing a stated hypothesis and demonstrating an effective methodology for measuring results. Strategies that demonstrate effectiveness may be added to the core service package in out-years. Local innovations that have the potential for improving educational quality should be identified through data collection activities. Where appropriate, these innovations should be incorporated into the RP.

UNICEF is developing a number of models for parent-teacher associations which have promise. Some ideas for operations research on girls education include: i) a school-operated day care center on market day, so that girls are not kept at home while their mothers engage in commerce; ii) installation of a water source (pump, capped spring) near the school, so that children can fetch water on the way home instead of having to leave early to be able to get it; and iii) use of visiting women teachers or leaders from neighboring schools as mentor/role models in schools with few women teachers.

Grants will be open to both educational institutions such as FONHEP as well as other NGO partners working in a particular area. A committee comprised of representatives of the education sector should be created for the purpose of developing selection criteria and screening proposals. If a GOH entity such as a Departmental Directorate develops an innovative idea and the committee provides its support, the institutional contractor will be encouraged to support it. Where a direct sub-grantee relationship is not feasible, the institutional contractor will distribute financial resources directly on behalf of the organization undertaking the activity.

### **2.1.3 Resources Required**

The institutional contractor will manage all resources for this result. Approximately eighty-five percent the time of the Chief of Party/Education Planner, Financial Management Advisor, full time Curriculum Development/Distance Education Specialist

(expats), and other full-time and part-time National professionals such as the **Teacher Training/Testing Specialist, Community-School Development Specialist, and Service Package Manager** will be devoted to making sure the minimum package is developed, implemented, and monitored. Approximately two-thirds of the short-term TA ( about 6 pm) and short-term training (about 75 tm) will also be devoted to this result, although TA for community participation essentially serves the policy activities as well. It is likely that at least one RP component (ie curriculum development/distance education; participant training; etc) will utilize U.S. sub-contracts. This might be reflected in expat personnel representing at least one other U.S. organization.

The major resources to achieve this result will be for the "core service package" in the 500 core and 500 networks schools. A detailed breakdown of the costs are presented in section 6 of this paper and assumes that schools implementing the package will be phased: 75 schools in Year 2, 425 in Year 3, and 100 in Year 4, for a total of 500 core and 100 network schools. Each of the 600 will receive two years of targeted "core service package" support while the teachers and directors complete their certificate training. Each core school will be networked with at least one other school, not already selected as a core school. The school linkages will occur in the core schools' second year of the program. The full "core service package" will be provided to the maximum number of network schools that funds will support. It is estimated that about 100 network schools will receive the "core service package" and the others, components of the package that have been identified as most successful in promoting student learning and quality schools. Network schools receiving the full package are projected as 100 schools in Year 4 and the balance of those network schools who will receive selected services that include some distance education instructional intervention will occur primarily in Year 4 and Year 5. Using an "average" school of 240 students, 6 teachers and one director, this results in the following "core services package" cost per school:

#### Core Service Activity Cost for 500 Core Primary Schools

Core Service Activities for 500 Primary Schools	LOA Target Number	Unit Cost	Total Cost	Total Cost Per Core School (500)
Teacher Training	3,000	\$1,040	\$3,120,000	\$6,240
Director Training	500	\$2,360	\$1,180,000	\$2,360
Textbooks	120,000	\$18	\$2,160,000	\$4,320
Supplies/Materials	120,000	\$12	\$,1,440,000	\$2,880
Distance Education (training & materials)	120,000	\$10	\$617,500	\$1,235
Parent Education	150,000	\$1.4	\$56,109	\$112
<b>Total Cost Service Package</b>			<b>\$8,573,609</b>	<b>\$17,147</b>

Due to limited resources, only 100 of the network schools associated with each of the 500 core primary schools will receive the same "core service package". Determination of which schools receive the interventions will depend greatly upon the cooperation and success of those schools comprising the core and the extent to which schools, network or core, continue to make progress with respect to output. The cost for these additional 100 network schools is as follows:

#### Core Service Activity Cost for 100 Network Primary Schools

Core Service Activities for 100 Primary Schools	LOA Target Number	Unit Cost	Total Cost	Total Cost Per Network School (100)
Teacher Training (2 yrs)	600	\$1,040	\$624,000	\$6,240
Director Training	100	\$2,360	\$236,000	\$2,360
Textbooks	24,000	\$18	\$432,000	\$4,320
Supplies/Materials	24,000	\$12	\$288,000	\$2,880
Distance Education (training & materials)	24,000	\$10	\$123,500	\$1,235
Parent Education	30,000	\$1.4	\$11,222	\$112
<b>Total Core Service Package</b>			<b>\$1,714,722</b>	<b>\$17,147</b>

For the remaining 400 network schools, two components of the "core service package" will be provided: 1) distance education intervention; and 2) supplies and materials. Direct teacher training will be implemented by teams from core schools. This limited set of services to 400 network schools includes:

#### Service Activity Cost for 400 Network Primary Schools

Service Activities for 400 Network Primary Schools	LOA Target Number	Unit Cost	Total Cost	Total Cost Per Network School (100)
Supplies/Materials	96,000	\$12	\$576,000	\$1,440
Distance Education (reduced module pkg)	96,000	\$5	\$360,000	\$900
<b>Total Service Cost</b>			<b>\$936,000</b>	<b>\$2,340</b>

The direct and indirect service costs benefiting primary schools are summarized:

Service Activities	LOA Targets	Total Cost	Total Cost Per School
Core Service Package to 600 Core Primary Schools	144,000 pupils	\$10,288,331	\$17,147
Service Activity Components to 400 Network Schools (distance education & supplies)	96,000 pupils	\$936,000	\$2,340
Institutional Strengthening	FONHEP, CEEC FEPH, ADEPH	\$1,550,000	direct and indirect - 80% of private schools
Operations Research Grants	education system	\$25,000	
Short-Term Participant Training	75 trainee mos	\$385,960	
Short-Term Technical Assistance	6 person months	\$60,000	
Baseline data collection, evaluation and reporting	education system	\$1,093,000	
Estimated Total Costs of Service Activities		\$14,420,585	

#### Additional Parent/Teacher Contribution

- Teacher/Director time, US\$100/year for 2 years x 7 1,400
- Parents contribution textbook/supplies, US\$7/year/student x 2 yrs 3,360
- Community contribution, multi-channel education 50

Estimated parent/teacher contribution to package per school 4,810

The estimated parent/teacher contribution of almost 20 percent is higher than average contribution to education but considered appropriate, given the prospective benefits attained. The institutional contractor will carefully monitor contributions and performance to assure that this assumption of value-for-money is valid.

## 2.2 Policy Activities

### **Result: Improved policy development framework for the primary education sector, particularly within the Ministry of Education<sup>10</sup>**

An improved educational policy development framework for Haiti is defined as a consistent political will to bring together the expertise required to design a system of structures, policies, and procedures that adequately support and foster a given vision.

<sup>10</sup> As noted earlier in this RP, the critical pre-conditions for the policy activities to be implemented in partnership with the GOH are that the FY 1996 Congressional notification process will not preclude USAID assistance to the public sector and that future appropriations acts (in particular the FY 97 appropriations act) will not contain provisions which restrict assistance to the GOH under conditions which cannot be met.

Achievement of this goal is dependent upon the will and capacity of the GOH to develop, apply and enforce the structures, policies and procedures, and the extent to which private education sector supports it. The latter behavior can be demonstrated by increased and value-added participation by organizations, educational leaders, and the individual schools in the development of educational policy. In turn, this result is also dependent upon the willingness of schools to comply with regulated norms and standards, primarily through self-regulation. All of this requires a capacity for sound policy development in the education sector at the highest levels. While there is no doubt about the significance of teacher training, textbooks, and instructional interventions to the improvement of the primary education system, without a coherent policy strategy and ability to implement it, other investments can be diminished. The failure of the Education Reform of 1982 is a poignant lesson.

Events and actions of 1996, which culminated in the Etats Generaux de l'Education suggest that the GOH, as well as departmental representatives and private sector actors, are coming to recognize this need for sound, coherent education policy. The journey for Haiti's education sector is long, however, and far from over. The process is now at a critical juncture. The temporary formative structures and individual "events" of the transition period must now be discarded or transformed in favor of establishing more permanent, institutionalized structures, capacities, and habits. Intensive, though relatively inexpensive, policy assistance to the critical institutional actors, capitalizing on the current momentum and mobilization of interest and concern over the state of education in Haiti, is needed now more than ever, to help shape and strengthen the still fragile foundation on which these more permanent structures and capacities are to be built.

To contribute to the achievement of policy consensus building, adoption, and application, strategies will include: 1) institutional support to private and public institutions to make them better able to continue to develop and carry out appropriate educational policies; and 2) support of national educational information systems for improved service delivery networks and better decision making. Policy activities will be implemented using long- and short-term TA, participant and in-country training, workshops, seminars, and some (5-7) survey and operations research grants to contribute to the development, adoption, and application of a national education strategic plan with norms, standards, and implementation mechanisms within public and private sectors.

### **2.2.1 Current Status/Baseline/Indicators**

The effects of the policy activities will be evaluated using a set of supportive policy indicators. Some of the policy-based results of IIBE and the NEP process (ref. section 1.4 as a baseline) serve as a starting point or baseline. Others are complimentary and warrant additional analyses with regard to measurement-evaluation tools and targets. Additionally, more elaboration will be necessary because of the recent release of the CAEGE report and the soon to be released final draft plan which is currently undergoing internal ministry review.

Improved educational policy framework is the most important indicator of the ED2004's RP's success with regard to strengthening the primary education system in Haiti through adoption, and application of a national education strategic plan with norms, standards, and implementation mechanisms improve education system. Improved educational policy development is generally defined as a consistent political will to bring together the expertise required to design a system of structures, policies, and procedures that adequately support and foster a given vision. Despite progress in advancing the educational policy agenda further toward realization, reform efforts have generally been partial rather than comprehensive education reform to the extent that even very positive advances have ultimately failed due to a lack of attention to building other fundamental structures and mechanisms that might have supported or protected the gains made. While many interventions through IIBE have proven dramatically successful, most remedies have been ad hoc, specific, and usually short-lived, rather than systematic. Efforts to finalize the draft Plan have suffered from 1) the absence of an overriding, shared vision; 2) a lack of firm, focused, and disciplined management; and 3) a team that, which dedicated and talented in many respect, lacks the appropriate expertise and experience to tackle the job now at hand. No one measure adequately explains progress in the policy development arena. Several supporting indicators will be used to evaluate the success of ED2004's RP contribution to improving the national educational policy framework. Required (\*) and possible supplementary indicators include:

<b>Improved National Framework for Educationally Sound Policy</b>		
	<b>Baseline</b>	<b>LOA Targets</b>
<b>*Increased policy analyses and policy document production</b>	N/A	15
<b>*Passage of enabling legislation for educational reform</b>	N/A	1997
<b>Increased implemented regulations impacting primary education</b>	N/A	TBD
<b>Increased national budget allocation to primary education</b>	14% (1996)	TBD
<b>*Increased organization participation in educational policy development and or implementation</b>	TBD	TBD

- Increased policy analyses and policy document production serves as a good indicator for progress toward and continued interest in achieving a policy development framework. Following two years of support to policy dialogue and the initial steps in launching a policy process, a draft educational reform plan has been written and is currently under internal review by the MENJS. The plan, even when completed, will require supplementary support documents, some research and testing of interventions and compliance. The undertaking of such documents by the education sector institutions represents the will and commitment to further the process through refinement of educational concepts and possible policy strategies. It is estimated that a minimum of 15 significant policy documents will be undertaken during the ED2004 LOA. It is further anticipated that a strategic plan for education will be drafted by CRPNE by 1996, debated by Departments and private sector by 1997, and adopted by 1998.

- Passage of enabling legislation for educational reform will serve as a critical step and important indicator of progress made toward improving the national educational policy framework. A the *Loi Cadre*

*d'Education* is a process that, depending upon parliamentarians' concerns, may undergo several changes resulting from debate. Given the recent delays of the IFI sector loans for education, the time required is difficult to estimate. However, presenting a final document to the parliament is the necessary first step. Notwithstanding cabinet reshuffling or replacements within the MENJS, the legislative package for education should be drafted by CELCEH toward the end of the 1996 calendar year and debated by Parliament sometime in early 1997. Even with a healthy debate and compromising adjustments, a plan for educational reform should be passed into law by late 1997. The realization of educational legislation (*Loi-Cadre*) represents an output resulting from multiple interventions and can best be evaluated with qualitative tools. In this RP, the passage of legislation will be reported as achieved or not with supportive analyses of the process and progress toward the attainment of this goal.

- Increasing the number of regulations that are implemented will necessarily impact the primary education system in various ways that will need to be examined for further impact analyses. Establishing a calendar and plan for priority elements of a Strategic Plan comprised of a progress implementation strategy will facilitate social acceptance and allow for adjustments. Careful monitoring of those norms and standards formalized through a reform plan will be necessary, particularly as enforcement will depend upon self-regulation.

- Increased national and municipal budget allocations to primary education is usually a positive outcome of educational reform as Haiti, like other developing countries allocates funds disproportionately inter and intra-sectorally to primary education. While the primary emphasis of ED2004 is to maximize funds currently allocated by reducing wastage in time and resources, the policy activities and resulting strategic plan must be supported by a viable finance plan. While the education budget is a large percentage of the national budget, funds are not used efficiently and most supports personnel. The increased percent of national budget allocated toward primary education was 12.3 percent in 1994/1995 and now averages 14 percent. Targets for the LOA will need to be adjusted based on the current policy process in progress. Likewise, targets for municipal budgets are necessary to establish, particularly in those areas where ED2004 schools are being served. Targets will be established the IQC Education contractor or through short-term TA in collaboration with USAID, and local government activities during 1997.

- Increased organization participation in educational policy development and or implementation serves as an excellent indicator of consensus and support for the policy development process and is a positive predictor of the eventual success of the policies to be implemented and self-enforced. To date, few organizations have failed to participate when invited or encouraged to contribute. Maintaining an open and ongoing forum for policy debate will be essential to the sustainability of policy reform. The establishment of a multisectoral type commission should be encouraged to ensure that structures are created that cross-cut public and private sectors. This and other activities of the education sector in support of policy development will be important to support. Various participation should be functional, and reflect a significant involvement in strategic planning and the implementation process. A multi-sectoral structure should be created and functioning by early 1997.

## **2.2.2 Proposed Tactics and Tools**

### **POLICY TACTIC #1: Development and Validation of a Plan for Educational Reform**

The drafting and passage of the *Loi-Cadre* (enabling legislation) and Strategic Plan for Education were priority recommendations of the January 1996 *Etats-Généraux* and are considered essential building blocks of an operational national education policy. Although

the new Minister has acted promptly to issue a decree to create the structures necessary to draft them, USAID will continue to encourage progress in its macro-level policy discussions with government. Some consideration may be given to utilizing this process (drafting, debate, and approval) in future bilateral programs for establishing conditionalities. Short-term TA with prior year funds under the current RTI agreement is available and planned to assist MENJS in these efforts until such time as the ED2004 institutional contractor starts. Implementing these activities through a bilateral agreement with the GOH remains an option.

The Strategic Plan should include the following elements areas for TA, studies, and seminars:

- Strategies for development of partnership, dialogue and consensus among education actors (agreed distribution of roles and responsibilities, authorities and accountability; mechanisms for regular communication, decentralized validation and dialogue, mechanisms for joint, collaborative efforts) (see Policy Tactic #2 below)
- Strategies to ensure accountability and transparency throughout the system, including reduction of personalistic and political appointments, clarification and broadcast of criteria of performance evaluations, provision of system performance information to the field (this will be the key focus of the new UNESCO/UNDP project, although ED2004 will provide punctual short-term TA or other assistance where indicated)
- Strategies for development of modern management structures and practices (both central and local): decentralization and revision of management structures and functions, development of internal accountability, development of planning capacities, human resource management, raising teachers' status and working conditions, mechanisms of evaluation and control, design and installation of a single, coherent structure for the educational system (ED 2004, UNESCO, and other partners will also support these needs);
- Strategies for improving access, quality, and content of education: teacher training, educational infrastructure, program development, curriculum development, textbook and educational materials development, educational evaluation, research, school climate, provision of peripheral services (see section 3.4.1 of this RP);
- Finance strategies: budgeting and disbursement, diversification and generation of finance sources (see Policy Tactic #3 below)

ED2004 funding is proposed for fifteen percent time of the long-term Educational Planner/Policy Advisor, and similar time from the full and part-time National staff to devote to elaboration and adoption of key provisions of the plan as these are defined, with judicious use of short-term TA and in-country workshops or seminars as specific topical areas so demand.

**POLICY TACTIC #2: Facilitate regular multisectoral communication and consultation mechanisms between and among education sectors and sociopolitical divisions, and assure that roles and responsibilities of stakeholders in primary education are articulated and institutionalized: national government, local government, private sector (Catholics, Protestants, Independents), teachers' unions, school committees, parents, and donors**

Although the CAEGE report recommends the creation of a Multisectoral Commission to carry out this work, supporting other activities in support of this goal is a first step. ED2004 will provide limited TA for intensive, focused, facilitated working sessions at the national, regional, and departmental levels to help establish common understandings and working modalities within and across core and sectoral groups. The important point will be to help this vast array of public and private sector stakeholders to minimize conflict and redundancies and to harmonize activities for improved efficiencies in service delivery. Selection of key problem areas for discussion, such as peer enforcement of operational licensing in the absence of MENJS efforts, should be encouraged.

FONHEP and its member organizations CEEC, FEPH, and CONFEPH have been key players in this process and are expected to assume a lead voice in representation of private sector education interests. A key issue here will be for USAID and the institutional contractor team to develop a new relationship with FONHEP and its members, in which USAID is no longer viewed internally or externally as its key benefactor. Given the long and close history, this shift will be difficult to effect.

The institutional contractor will be strongly encouraged to engage other USAID partners in the communication and consultation process, particularly those on the extended SO#1 team dealing with local government, civil society, and Parliament. It is important that vertical sectors such as education -- both public and private sectors -- be fully integrated into the new decentralized structures and that they are mutually supportive.

**POLICY TACTIC #3: Operational research grants to promote and test efficient and sustainable models of resources mix to support sustainable education policies**

ED2004 funding for about 5-7 grants of up to US\$5,000 each will be made available on a limited and competitive basis to organizations that wish conduct policy analysis and to test innovative strategies for local resource mobilization. Operations research grants will need to follow strict criteria for testing a stated hypothesis and demonstrating an effective methodology for measuring results. Strategies that demonstrate effectiveness may be added to the policy agenda for national consideration.

There are a number of older studies and sample surveys on educational financing in Haiti, and a significant level of current debate on the sustainability of such interventions as school maintenance, teachers' incentives, and textbooks subsidies over time. The National Parliament is debating the *Loi des Collectivités Territoriales* that will establish new roles and

relationships for elected officials and their offices at the smallest geo-political level - the communal section, of which there are 535 throughout the country; the 133 larger political communes; and the nine geographic departments. The passage of this legislation will lead to some different financial requirements and relationships for all parties. It is probable that it will allow for the possibility of municipal revenue generation and budgeting, which in other countries has been a key source of education financing. USAID's education personnel and the ED2004 institutional contractor need to stay in close contact with USAID's democracy/governance personnel and contractor (Associates in Rural Development, or ARD), in order that ED2004 resources can contribute to the process. The ED2004 team may consider offering specialized short-term local financing TA in local financing for education to complement ARD teams as pilot communes and activities are developed.

Grants will be open to both educational institutions such as FONHEP as well as other NGO partners working in a particular area. A committee comprised of representatives of the public and private education sectors should be created to develop selection criteria and review proposals. If a GOH entity such as a Magistrature or Departmental Directorate develops an innovative idea which is supported by the committee, the institutional contractor will be encouraged to come up with innovative ways to support it. USAID personnel and the institutional contractor will need to coordinate with other USAID funded activities in the departments.

### **2.2.3 Resources Required**

The institutional contractor will manage all resources for this result and will collaborate with both GOH and FONHEP in activity implementation. Approximately fifteen percent time of the Chief of Party/Education Policy Planner, Financial Management Specialist, and other National staff will be devoted to making sure the policy package is developed, implemented, and monitored. Approximately one-third of the short-term TA (3pm) and short-term training (32 tm) will also be devoted to this result, although TA for community resources mix essentially serves the services RP as well. Direct cost allocated to the Policy Activities are budgeted at US\$221,460, although indirect benefits accrue from other activities such as data collection, research, testing, etc.

One-half of the US\$50,000 allocated for competitively awarded operations research grants to test new resource mixes for sustainable education. A detailed breakdown of the costs are presented in section 6 of this paper. This last proposed tactic is recommended in the interest of USAID concerns with focus, results, and efficiencies. It should be discussed in more depth by the expanded SO#3 team. In all cases the potential for improvements in educational quality, as opposed to other sector gains, should prevail.

A summary breakdown of the activities and funds to support further development of the education policy reform agenda follows:

<b>POLICY ACTIVITIES AND COST</b>		
<b>ACTIVITIES</b>	<b>Total LOA Targets</b>	<b>Total Cost</b>
Participant Training (US/TC & in-country)	32 Training Months	\$162,460
Policy Workshops/Conferences	8 Dialogue Forums	\$4,000
Short-Term Technical Assistance	3 Person Months	\$30,000
Operations Research Grants	5-7	\$25,000
<b>TOTAL</b>		<b>\$221,460</b>

### **3. PLAN OF ACTION**

#### **3.1 Administrative Arrangements**

As explained in more detail in section 3.1.2 below, USAID plans to obligate approximately US\$19,660,000 of the funding directly through competitively awarded U.S.-based contractors (institutional and individuals), and US\$340,000 through other USAID-direct contracts for USAID staff, commodities, support, and management and oversight activities. As described above, one-third of the TA and training funds will be used to support the achievement of the policy package. The other two-third will be in support of the services package. Operations research grants (US\$25,000) represent half of the total allocated. Activities in both of these packages should include work with the GOH and the private sector.

##### **3.1.1 Government of Haiti**

In order to achieve the policy results, it will be essential to work with the GOH, most importantly the MENJS, in the policy process. Use of a bilateral agreement for the implementation of the policy activities is a goal of the RP and will remain an option pending a lifting of restrictions on assistance to GOH. If and when this occurs, efforts will be made to obligate the funds associated with the policy activities in a bilateral agreement. Until then, limited funds supporting well justified policy activities will be obligated to the institutional contract. Despite the current restrictions on assistance to the GOH, start-up should not be delayed.

The FY 1996 short-term limitation against public sector funding should not cause a regression to past modes of funding only FONHEP or other private entities for both the policy and services activities. The widespread participation in the NEP process has demonstrated the strong desire of all Haitians to participate in the policy debate, and USAID should not distort it because of U.S. government exigencies. In the same way, in order to sustain services results, it will be essential to work with other public sector agencies.

##### **3.1.2 FONHEP**

ED2004 funds will be provided for basic personnel, administrative and limited program activities in support of this RP. Funding for FONHEP and/or its member organizations will be on a descending basis over the LOA. The purpose of this grant funding to FONHEP is to assure an opportunity for sustainability and strengthening of the private education sector. This grant funding is not meant to limit FONHEP to these specific functions, nor is it necessarily the only USAID funding FONHEP will receive. For example, it is likely that FONHEP will successfully demonstrate technical competence and be one of the lead contractors for the certificate-level teacher and director training described above. FONHEP will continue testing teachers and school directors. All teachers and school directors participating in the ED2004 Quality School Network will undergo a

diagnostic test prior to CAEB training. It is also likely that FONHEP would receive a sub-grant for short-term TA to participate in the curriculum development for multichannel education. Funds may be available for them to continue with the upgrading of the private school data base, data collection, evaluation, and reporting and disseminating the information to the wider education community. However, FONHEP will need to demonstrate competence on a competitive basis in these areas and to undertake them on a contractual basis, in competition with other service providers. A key issue here will be for USAID and the institutional contractor team to develop a new relationship with FONHEP and its members, in which USAID is no longer viewed internally or externally as its key benefactor. Because of this, the proposed continued (decreasing) administrative funding for FONHEP and its partners is proposed to be managed through the institutional contract, instead of in the direct USAID-grantee relationship it currently enjoys. This will distance USAID... significantly from day-to-day decision-making and push FONHEP to stand on its own. By the completion of IIBE, sufficient systems and controls will be instituted that it should be able to undertake more sophisticated, cost-centered accounting.

Approximately US\$1.550 million is allocated for basic personnel, administrative and program cost for FONHEP. The funds are planned to decrease at the start up of ED2004 and continue sharply over the LOA, from about 60 percent of FONHEP's total budget in FY 1997 (includes IIBE funds) to zero by 2002. The Financial Management Specialist and necessary short-term TA will work closely with FONHEP to help it identify new funding sources and revenue generating strategies for more independent operations.

### **3.1.3 Contractor**

The activity will be managed by, and funds obligated directly to IQC contractors and a U.S.-based institutional contractor chosen through full and open competition. The RP Team has considered the design issue of whether a continued grant to UNESCO would be appropriate. The grant to UNESCO under IIBE funding was specifically for support of the Executive Bureau for the National Education Plan, and the Executive Bureau was dissolved at the end of January 1996. UNESCO played a critical role in the advancement of the policy agenda and proved an excellent partner. UNESCO is beginning its own US\$1.4 million program with MENJS, and will need to focus its efforts to make sure its goals are achieved. This RP proposes consolidating USAID management units into one institutional contract that would provide TA, training, commodities, and other costs to both the policy/planning and service delivery efforts of MENJS and the private sector. When the GOH can resume its partnership in this RP, further analysis may be given to direct support of UNESCO. As of this writing, however, no funds are allocated, rather they are assumed to flow through the contract.

Given the size and scope of the effort, the competition will encourage multi-institution teams, with one lead institution with which USAID will deal, thus RP components may be subcontracted/(ie. participant training). The institutional contract will be an open competition among US and Haitian companies, with proposals requested for provision for long- and

short-term TA, participant and in-country training, procurement and distribution of a "service package" commodities, development and management of the distance education service tactic, and management of the FONHEP and operations research grants. The Offerors will be advised that they are to provide a description of their abilities to manage FONHEP, the grantee and to reserve approximately US\$1.550 million for this grant over the life of the activity. These funds will not be weighted in their cost structures. Given the complexity and size of the offer, a bidders conference is anticipated.

The contract will need to be structured to include provision for both sub-contracts and grants, with due consideration for requirements of the Federal Acquisition Regulations (FAR) to be included in these instruments. On sub-contracts, in order to minimize USAID management load, consideration should be given to the institutional contractor be encouraged to utilize a standard sub-grant format that meets FAR requirements and that can be pre-approved by USAID, so that subsequent sub-grant approvals focus on substance and need only the signature of the technical office rather than requiring the more extensive Mission clearance process.

On grants to FONHEP and possible operations research partners, procedures outlined in the December 20, 1994 Contract Information Bulletin 94-23, Grants Under USAID Contracts, must be followed regarding approval of such a mode by the Head of the Contracting Activity, M/OP/P, and GC. The rationale for use of a grants to support FONHEP's personnel and administrative costs for representation and to support innovative operations research is justified by that fact that a) the proposed grants are relatively small (US\$1.550 for FONHEP, US\$50,000 for an estimated 11-13 grants, each for operations research over the LOA) and comprise less than 10 percent of the total activity cost; and b) for the operations research effort, the burden of executing small direct USAID grants would place an unnecessary management burden on the SO#3 team. Following the Bulletin, USAID is required to have "substantial involvement" in the selection criteria and the actual selection of grant recipients, so frequent collaboration with the institutional contractor in the process of developing the grants is important.

Given the subject matter being addressed, the institutional contractor will be encouraged to use Haitian expertise to the extent practicable. The funding will support the policy package and the services package described in section 2 above. It will include:

- 12.25 person years (py) representing 3 international positions and 32.75 py representing 4 professional local-hire positions for long-term and some part-time technical assistance; the positions are for a Chief of Party/Education Planner, Curriculum Development/ Distance Education Specialist, Financial Management Specialist, Teacher Training/Testing Specialist, Community-School Development Specialist, Service Package Manager, Participant Training and Follow-on Manager, and Grant Manager. Support includes a Bookkeeper, Assistant PT Coordinator, and Secretaries.

- 8 person months (pm) of short-term TA;
- 107 tm short-term participant training months (US\$38.5tm; TC10.22; in-country 30.20tm), 1,960 training months for in-country certificate-level training, and short-term topical training, workshops and conferences,
- approximately US\$2,592,000 for textbooks; and multi-channel education materials (\$741,000) that comprise an integrated "core service package" for 500 core and 100 network schools, and basic distance education package and supplies for an additional 400 schools;
- approximately US\$1.550 million of continued support to the *Fondation Nationale Haitienne de l'Education Privée* (FONHEP) for basic personnel, administrative and limited program costs on a descending scale over the life-of-activity (LOA); and
- US\$50,000 for competitively awarded sub-agreements for operations research to promote innovative strategies to increase girls school attendance and parent/community participation in education.

The contractor will open a project implementation office in Port-au-Prince from which it will provide these services to GOH and private sector organizations throughout Haiti. Allocation of the team's time between the public and private sectors and between policy and services delivery components has been designed as flexible, to accommodate changing relationships and funding availability over time. The contract is planned for a 4 year and one month period, beginning when funds become available in FY 1997 for initial assistance to the 1997/1998 school year.

Reference can be made to Annex A which provides a general implementation calendar of activities. The contractor will provide an inception report to USAID and the expanded education team within 90 days of the installation of the Chief of Party in Haiti. The inception report will serve as a diagnostic tool, and will up-date the institutional, technical, and financial status of public and private sector educational policy and service delivery activities in Haiti since the time of this paper. The inception report will identify new GOH, PVO or donor initiatives that might influence tactics and that might offer opportunities for collaboration.

The inception report will include a detailed plan for enhanced communication and collaboration among private and public sector partners as the policy package of activities is implemented. The plan will include, where necessary, specific recommendations for short-term TA and/or training to facilitate such communications. The inception report will also provide the recommended process and/or criteria to select target and network schools. It will include the contractor's first detailed workplan, which should cover the period from installation of the Chief of Party through March 31, 1998. It should be considered a rolling plan, with new annual workplans developed during the second quarter of each USFY thereafter.

The annual workplans will be developed by the contractor in close consultation with USAID and Haitian partners during the second quarter of each fiscal year, after schools have

opened and new activities have begun and before planning for the next school year begins.<sup>11</sup> The annual workplans will include detail on the estimated contractor level of effort for both long- and short-term personnel in the coming year, including provision for long leaves for key personnel as appropriate. Summary scopes of work for all short-term personnel, and schedules for submission to the USAID education team of the more detailed scopes of work, will be included in the plans. Detailed workplans for all key personnel on an individual basis, with concrete performance objectives per position, will be included in the plans.

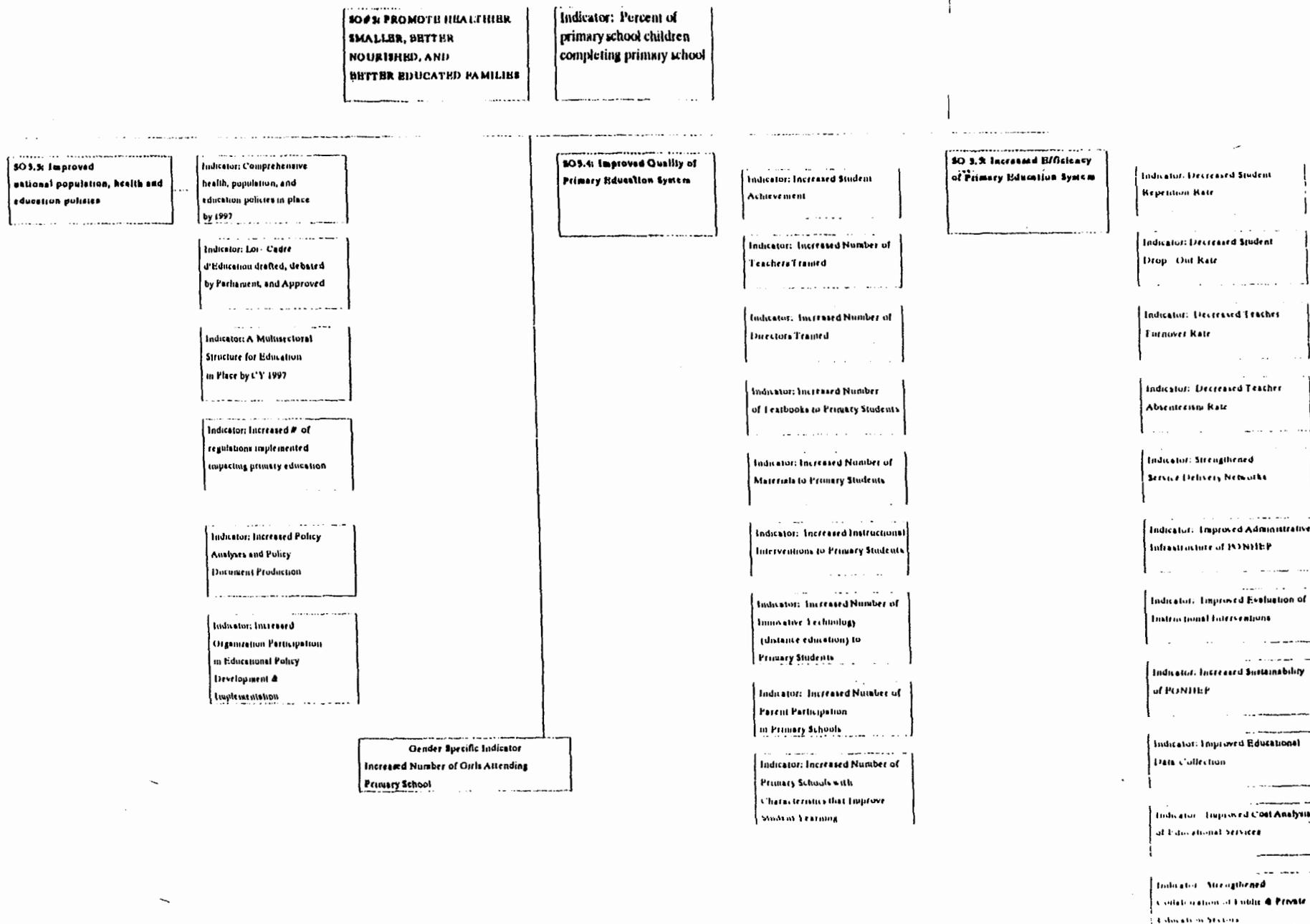
### **3.2 Implementation Schedule**

Annex A provides a series of implementation calendars for activities over the five year LOA. The Annex assumes that authorization will occur o/a August 1996 so that the initial IQC Education contractor can be selected and begin the necessary evaluation plan and validation of education indicators for this RP. This IQC contract can be negotiated and obligated in September 1996. The selection of the institutional contractor will require a longer period of time for the competitive process. July 1997 is targeted as the estimated award date for the institutional contract. If there are any significant delays in this latter award, targets will have to be adjusted as it would prove difficult to introduce the interventions of the "core service package" until the fall of 1998 (with teacher training), or later. The July award date should allow sufficient start-up time with the "core service package" introduced into some schools by October 1997, more during the second semester of January 1998.

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<sup>11</sup> The schedule for the Annual Workplan is based more on the Haitian school calendar than on the US fiscal year for practical reasons. Rolling plans developed on an April-March cycle will give adequate time for USAID to justify plans for a coming year. Also, since most USAID funding in recent years has not become available until at least the second quarter, the plans will be fine-tuned to the realities of funding provided.

Figure 2 ED2004 RESULTS FRAMEWORK



7/2/04

## 4. DEFINITION OF SUCCESS

### 4.1 Intended Results

The ED2004 Results Framework is presented graphically at Figure 2 overleaf. The strategic objective to which this RP contributes is SO#3, healthier, smaller, better educated families. Increasing the number of students who complete the primary cycle with appropriate skills in the prescribed number of years is the single most important indicator of the ED2004 RP's success. It is therefore necessary to report this output. Section 2 addresses the theoretical framework for inputs necessary to improve basic education and discusses the relationships of the secondary indicators, and possible methodologies to evaluate and measure their advancements.

A validation and development of an EEP for ED2004 will be undertaken by Education IQC contractors and/or short-term TA following authorization of this RP. Targets and baselines (ie. change in type of data collected) may change as a result of the planned analyses designed to closely examine validity of data sources, ease of data collection, cost, methods and frequency of assessments, and capacity of local institutions to carry out the work. The ED2004 framework, sub-objectives, and their indicators are summarized below:

<b>SO3 Promote Smaller, Healthier, Better Nourished and Better Educated Families</b>		
	<b>Baseline</b>	<b>LOA Target</b>
<b>*Increased Primary Cycle Completion Rate</b>	29%	36%
<b>Sub-Objective #3.3: Improved National Framework for Educationally Sound Policy</b>		
	<b>Baseline</b>	<b>LOA Targets</b>
<b>*Increased policy analyses and policy document production</b>	N/A	15
<b>*Passage of enabling legislation for educational reform</b>	N/A	1997
<b>Increased implemented regulations impacting primary education</b>	N/A	TBD
<b>Increased national budget allocation to primary education</b>	14% (1996)	TBD
<b>*Increased organization participation in educational policy development and or implementation</b>	TBD	TBD

The goal is to strengthen the national policy development framework so as to advance the development, adoption, and enforcement of policies that impact the primary education system and create a more conducive environment for improving the quality and efficiency of the education system. To achieve this result requires building on the advancements to date. The most important indicator of a strengthened policy development framework is the drafting of the enabling legislation, the debate by parliamentarian, and the passage of the education reform.

<b>Sub-Objective #3.4: Education Quality Indicators</b>		
	Baseline	LOA Target
<b>*Increased Student Achievement</b>	TBD	TBD
Increased Number of Teachers and School Directors Trained	5,500	4,200
Increased Number of Directors Trained in School Administration	TBD	600
Increased Number of Textbooks to Primary Students	1.3mil	144,000
Increased Number of Materials (pencils, notebooks, etc) to Students	500,000	240,000
Increased Instructional Intervention to Primary Students	TBD	TBD
Increased Innovative Technology (Distance Education) to Primary Students	2,000	240,000
Increased Parent Participation in Community Schools	TBD	TBD
Increased Number of Primary Schools that Improve Learning	NA	60%
<b>Sub-Objective #3.5: Education Efficiency Indicators</b>		
	Baseline	LOA Target
Decreased Student Repetition Rate	25%	20%
Decreased Student Drop-Out Rate	25%	20%
Decreased Teacher Turnover Rate	16%	12%
Decreased Teacher Absenteeism Rate	16%	12%
Strengthened Service Delivery Networks	TBD	TBD
Improved Educational Data Collection	TBD	TBD
Improved Evaluation of Instructional Interventions	TBD	TBD
Improved Administrative Infrastructure of FONHEP	TBD	TBD
Improved Cost Analysis of Educational Services	TBD	TBD
Increased Sustainability of FONHEP (decrease in USAID funds)	30%	70%
Strengthened Collaboration of Public and Private Education Sectors	TBD	TBD
<b>Gender Specific Indicator</b>		
	Baseline	LOA Target
Increased Average Girls Attendance Rate as Percentage of Girls Enrolled	TBD	TBD

The ED2004 RP addresses gender equity as one of the package intermediary results. Specifically, increasing girls attendance in the primary schools will be an emphasized goal of ED2004. Gender data are significantly lacking in the primary education system. In general, enrollment data reflects an equitable distribution nation-wide between boys and girls. However, the recent USAID/MENJS NPPSS survey, reported a 20 percent disparity between girls enrollment and attendance in the public schools. Because comparable data is lacking for the private sector it remains unclear if this statistic is representative of the primary education sector, or only the public sector. Further exploration is necessary before appropriate targets can be

developed. The contractors will work with MENJS and FONHEP to assure that all data are gender-disaggregated.

## **4.2 Measuring Results**

The institutional contractor will monitor all indicators established in the EEP and submit quarterly progress reports. It will be necessary to maintain support of various data collection and or analyses. The EEP will serve as the overall guideline for measurement and reporting. It is recognized that there may be little change in some of the indicators except on an annual basis; however, use of a standard format that simply states "no change this quarter" will still provide USAID with current data.

All of the policy and the higher-order services indicators are process indicators, and can be monitored without use of specialized instruments. The services package indicators at the results level are more technical, and will require use of specialized surveys and monitoring forms. The institutional contractor will assure that data are collected through the most appropriate venues, including MENJS, FONHEP, and other fora. Because of the continuous attention to results, no overall activity evaluations are planned.

## **5. ANALYSIS OF FEASIBILITY, KEY ASSUMPTIONS AND RELATED RISKS**

### **5.1 The Issues**

#### **5.1.1 The Effects of the Dole Amendment**

The "Dole Amendment" is a provision set forth in Section 583 of the FY 96 Appropriations Act which states in subsection (a) that no FY 1996 funds made available by that Act "may be provided to the Government of Haiti" until the President reports to Congress that the GOH is conducting thorough investigations of certain murders, and is cooperating with the U.S. Government in doing so. The term "provided to" the GOH has been determined to include: a) funds obligated with the GOH (at any level, but usually at the central level) by bilateral agreement between USAID and the GOH; and (b) funds passing through, controlled by, or substantially benefitting any level of the GOH, even though not initially obligated with the GOH. Subsection (b) of the Dole Amendment provides exceptions for "humanitarian or electoral assistance." Subsection (c) provides for a waiver of the provisions of Section 583 on national interest grounds, or as necessary to assure the safe and timely withdrawal of American forces from Haiti.

In spite of a Presidential waiver of this provision, the U.S. Congressional notification process has, in some cases, resulted in USAID being asked by Congressional committees to withdraw notifications and resubmit them without components that provide assistance to or benefit the GOH. This process effected the current education project and might negatively effect the Education 2004 RP presented herein through FY 1996. The version of the FY 1997

appropriations act passed by the House of Representatives would enforce these limitations to assistance to the GOH through FY 1997 unless this provision is waived or the reporting requirement is satisfied. This would result in significant delays and possible deterioration of the educational policy dialogue and reform process initiated by USAID in partnership with the Ministry of Education in 1993 and one that has yielded significant accomplishments to date. Unfortunately, this will severely curtail forward momentum at a critical juncture, when a new and responsive Minister collaborating with private and public sector partners is moving forward with the recommendations of the *Etats-Généraux*. However, it is assumed that conditions will eventually be met or the provision waived and that the GOH will resume its partnership with USAID in the implementation of this RP.

As discussed in section 3.1 above, ED2004 plans to utilize a bilateral agreement for the policy activities. However, the current concern for these activities is whether the funds or the assistance "benefit" the host government. Essentially, for purposes of the Dole Amendment the central and departmental MENJS offices and Radio Educatif as well as public sector schools are considered "the GOH" and thus cannot benefit from the project for as long as Congressional pressure remains in effect. Until restrictions on assistance to the GOH have been lifted, funds for most policy activities will not be obligated except on a case by case basis, with funds being obligated to the institutional contractor. If and when a bilateral agreement can be created, funds will not pass through nor be solely controlled by the GOH. The institutional contractor will serve as the mechanism that will use funds on behalf of the GOH.

ED2004 has been designed to minimize the impact of provisions like the Dole Amendment in FY 1996 and the enforcement of limitations on assistance to the GOH through the Congressional notification process thereby to maximize flexibility of USAID in future years. FY 1996 funds will be obligated through direct USAID contracts which will be structured to limit activities to the private education sector. This mode will allow for assistance to the institutions that provide for 80 percent of primary education in Haiti. Limited assistance for policy and planning which includes the GOH can continue through the RTI and TMG contracts under prior year funds until such funds are depleted. Any new policy, planning, or service delivery activities will be deferred and/or limited to the private education sector until the legislation is satisfied, the CN process is not employed to enforce certain limitations on assistance to the GOH, or other funds not subject to this restriction are available for the assistance to the activity.

Finally, the ability to implement the service package in public primary schools is currently hindered. Should this situation continue, options such as replacing the public sector's 20 percent share with private sector schools. ED2004 is structured as such that public schools could be included in the quality network at anytime over a four year period.

### **5.1.2 Effects of FY 1996 Funding Delays**

The Mission had long planned a three month overlap between the initial obligation under ED2004 and the project activity completion date (PACD) of IIBE to allow for orderly transition from one set of objectives and funding relationships to another. FY 1996 funding was uncertain for most of the year and wasn't received until the 3rd and 4th quarter of FY 1996. The start of ED2004 was originally planned for start-up in March 1996 so as to allow sufficient time to prepare for the new school year. Because there is a set calendar for the school year all RP activities must be planned around the school year. Given this parameter, and given delays in authorization of ED2004, the Mission decided to provide a final tranche of funding to IIBE to continue critical service delivery activities, particularly teacher training and distance education, through September 1997. The final tranche is structured to take into account recent practices in the CN process to limit certain assistance to the GOH.

At the same time, FONHEP has now submitted a budget that will support educational services and innovations targeting the private education sector through September 1997. Only about 12 percent of FONHEP's funding is self-generated and thus discretionary. Although TMG is helping it achieve more management flexibility while retaining accounting standards, its current chart of accounts and grant relationship with USAID and other donors means that it is difficult for it to easily pare down its basic administrative costs. Neither World Bank nor IDB funding is likely to be available soon. Continued funding uncertainties and delays will necessarily result in revised targets.

The FY 1997 budget allowance for education will determine whether or not an institutional contract can mobilize for rapid implementation and support of the 1997/1998 school year. The effects of a funding shortfall on ED2004 will be in the ease of start-up and the pace at which targets are achieved. An uneven reduced level for FONHEP due to possible shortfalls will result in the reduced capacity of FONHEP and may translate into a delay in establishing criteria as the collaborative process is re-ignited, and selecting target schools. It may also result in delays in developing norms for the "core service package". It is thus quite likely that initiation of the "core service package" would need to be reduced and delayed until the 1998/99 school year. The effect on the services package would be to delay most targets by one year.

### **5.1.3 Civil Service Reform**

The Results Package Team was asked to examine whether a part of ED2004 should be dedicated to training former civil servants so that they might be reemployed in other sectors of Haitian society as government downsizes. The questions posed to the RP team were: i) how appropriate is it to include this element in the ED2004 effort; and ii) what are the trade offs if resources were to be used for civil service reform as opposed to basic education.

With respect to i), the RP team concludes that the only type of civil servants that could be feasibly trained under ED2004 are former public school teachers, directors, or possibly inspectors. It is unlikely that analyses will demonstrate a need for downsizing real employees

in public primary schools, but if indicated, the activity could accommodate it. The SO#3 objective tree with its key results in educational policy, norms, and standards, and quality of primary education, could not be achieved if significant sums were used for adult education and training for other purposes.

With respect to ii), in very summary fashion, the trade offs between investing in civil service reform as opposed to primary education are essentially short-term versus long-term. The impacts of civil service reform on the national budget and to issues of transparency, accountability and efficiency are important, and critical in the short- and medium- term. The impact on efficiencies have been significant for the education (private) sector under IIBE, and should continue under ED2004, but to a much lesser extent than would occur under a broad civil service reform.

However, the opportunity cost to Haitian families of continuing to invest their extremely scarce resources in very poor quality education services (public or private sector) is extremely high, and it is unlikely that this investment would be redirected to government. As a broad civil service reform improves efficiencies and quality of public service from the top down and center out, so should investments in primary education improve efficiencies and quality of educating future economic actors, including future civil servants, from the bottom up. In essence, USAID's investment in primary education -- particularly given the predominance of private primary education in Haiti -- helps leverage parents' investments in ways that would not be possible through civil service reform. The primary education investment meets objectives of efficiency, transparency, accountability at the base level of family, school, and community, as opposed to the less-tangible "*l'état*". To many, this investment in Haiti's future is at least as critical as civil service reform.

#### **5.1.4 Policy Conditionalities**

The design assumes that the restriction against assistance to the GOH will be removed at some point during the LOA, and provides for greater collaboration when possible. One opportunity for maximizing the impact of USAID funding is to utilize some of the policy initiatives in this project as conditionalities under a bilateral agreement. Depending on progress by the GOH on the recommendations of the *Etats-Généraux*, approval and evidence of implementation of the *Loi-Cadre* for Education and the Strategic Plan are two potential early conditionalities. Once these critical frameworks are in place, future year conditionalities can be identified. These might include, *inter alia*, progressive increases in national budget allocations for education; realignment of the personnel roster and administration in the MENJS (in conjunction with civil service reform); development of a plan for local government allocations for education; and evidence of improvements in operational licensing of schools.

#### **5.1.5 Assistance to Literacy**

The Mission has been asked to consider the desirability of funding selected adult literacy activities in addition to basic education as part of ED2004. The Results Package Team has

considered this suggestion carefully, and has determined not to pursue adult literacy at this time. Parents education will be included as a series in the multi-channel curriculum development, specifically with regard to themes designed to enhance parental support to their children's education, the importance of girls education, and selected civic education messages. However, the institutions, methodologies, and materials for adult literacy are completely different than those for primary school education, and few of the actors have any prior experience with USAID or other major donor funding. A significant level of effort of technical assistance and training would be required to create enough institutional capacity in new or nascent literacy organizations to be able to utilize USAID funds effectively for broad-based benefits. Given current and projected budget constraints, and the agency's emphasis on focus and results, the Mission has determined that funding for basic education can have a much greater impact in the short, medium and long term.

#### **5.1.6 Relation to PL 480 School Feeding**

The recent surveys by TMG, Simon Fass, and others indicate that an average of 36-42 percent of primary school students have access to canteens, ranging from 49 percent of Protestant lower primary to only 22 percent at the same level for Independents. Although these are not coded by source of food, given the predominance of the US PL 480 Title II program in school feeding, it is likely that the majority of these canteens are supplied by the Title II cooperating sponsors CARE, CRS, and ADRA. Although distribution of rations differs among schools, the feeding program is estimated to provide children approximately 50 percent of caloric and up to 75 percent of protein requirements per day. In FY 1996, approximately 370,000 children in about 1300 schools nationwide were receiving these rations through PL 480 programs.

There is continuing debate in Haiti and worldwide as to the relationship of school feeding to educational attainment. USAID financed a major longitudinal study in 1981 and 1982.<sup>11</sup> The study was based on two survey designs: i) a cross-sectional survey to measure program performance using a sample of schools and students representative of the national School Feeding (SF) program; and ii) a second, longitudinal survey, with control sample, to measure the impact of the program on key variables of interest at the policy level. Both surveys were conducted from March-June 1981 and the impact survey again in 1982.

The program performance survey covered 73 schools and 1,422 children throughout the country and addressed issues of targeting, ration dilution, substitution, adequacy of facilities and related programs, local contributions, record keeping and operating efficiency. The issue of targeting proved the most complex and raised a number of questions in terms of whether the SF program requirements of facilities and local contributions preclude establishment of programs in areas of greatest need.

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<sup>11</sup> Joel Cotten, Evaluation Research of the PL 480 Title II School Feeding Program in Haiti, USAID/Haiti, March 1985.

The program impact survey covered SF for a number of perspectives, including nutrition, school attendance, and cognitive performance. The initial baseline established that there were significant differences between program and non-program populations with regard to nutritional status and attendance, but that those variables were influenced by other factors, i.e. socioeconomic status variables, which could also explain the differences. The longitudinal study did not fully clarify the attendance impact. In terms of nutritional impact, however, the study concluded that while there was a deterioration in the environment which had an impact on the well-being of all the children, those in the SF program were able to maintain and in some cases improve their nutritional status. The SF program benefit was thus defined as a "safety net" for enrolled children. The study concludes with a number of recommendations, including increased monitoring and improved targeting within an integrated intervention strategy.

Simon Fass demonstrates the benefit of school feeding as a family income transfer in his 1987 book The Political Economy of Haiti and more recently in his analysis of the 1991 survey of 700 households with children in school. With regard to the canteen fees paid by 19 percent of the 1991 sample:

... relative to the value of food that they (and another 19 percent of students who paid nothing for school meals) received, the canteen more often served as a source of additional income than as an object of expenditure. As such it was an important item for families, enough to have had significant positive impact on enrollment in 1991 and before. ... [The value of the food received was] more than enough to substantially offset registration, uniforms, shoes, tuition, and other direct costs. At the limit, for example by substituting school for home meals (i.e. feeding children less at home) and minimizing all other costs, it might even turn a small profit.

Survey data give no clues regarding the share of families that might have viewed schools more as places of income enhancement than as places of learning, or the share that might have substituted school for home meals. Nor, absent useable information on the sample population's income, can they suggest what enrollment rates might have been had there been fewer or no canteens in 1991. But given the difficulties many faced in keeping up with tuition and in buying books and writing materials, one may suppose that a lot of families would not have been able to school children without them. (Fass, 1995, p. 26).

More recent studies<sup>12</sup> argue that educational benefits exist and are measurable. IREDU conducted three surveys in each of Benin, Burkina Faso, and Togo in the early 1990s to assess the impact of different variables on cognitive acquisition amount second graders (CP2). More than 3,000 pupils in each of the three countries were tested in October and June. Based on correlations of those with higher scores in June, IREDU found the three strongest variables were percent pupils with a textbook, teacher training, and presence of a canteen.

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<sup>12</sup> Moore, Dix, and Théophin. Evaluation of The Incentives to Improve Basic Education Project, May-June 1995, Annex F.

Over the last twenty years the PL 480 cooperating sponsors have argued for the educational benefits of their programs in Haiti, but have never undertaken adequate monitoring to demonstrate results. However, CARE and CRS have completed and ADRA will soon complete major baseline surveys in their impact areas, and all three are in the process of greatly improving internal monitoring and evaluation capabilities. Their new five-year Title II Development Activity Programs supported by the Mission's Enhancing Food Security II project provide adequate resources and a much-needed stimulus to demonstrate benefits such as they exist. Given budget constraints, the new programs also require that school feeding programs decrease down to about 100,000 students over the next five years, and that the sponsors undertake complementary activities to maximize the impact in schools that retain support. The ED2004 recommendation that they adopt the "minimum package" approach in the schools to be retained is made with this requirement in mind.

The convergence of a "new" PL480 program with the "new" ED2004 Results Package provides USAID Haiti with an exciting opportunity to test its SO#3 team's ability to undertake strategic planning and management on a practical level. SO#3 core management must work closely with education personnel of the three sponsors to assure that they understand the "minimum package" and understand how they can go about implementing it. Given the uncertainties of funding and the necessary start-up time for ED2004, it is likely that certain elements -- e.g. standard FONHEP teacher and director training, establishment of PTAs within the UNICEF guidelines -- can start earlier than some of the others more dependent on specialized TA (e.g. distance education). However, the sponsors should be required to start planning soon. The long anticipated demonstration of the benefits of school feeding to school achievement, assuming a "core service package" of complementary inputs, may finally be achieved.

### **5.1.7 Additional Risks**

## **5.2 Customer Analysis and Socio-cultural Feasibility**

### **5.2.1 Summary Demographics**

The 1982 census was the last census in Haiti, and it was never fully analyzed. Data from the Contraceptive Prevalence Survey of 1983 and the Demographic Health Surveys of 1987 and 1994 are of help, but given population movement and internal disruption in the last ten years, most national statistics must be considered rough estimates. It is generally agreed that the 1995 population is about 7 million people, of which about 1.8 million, or 25 percent, are in the Port-au-Prince metropolitan area, another 500,000, or about 7 percent, are in the major secondary cities, and the remaining 68 percent live in small towns and rural areas. The recently released 1994 Demographic Health Survey (DHS) provides more detail on certain demographic variables.

The DHS found the average household size is 4.8, although the number varies by type of residence, as does the number of children per household. In the Port-au-Prince metro area, the average number of children per household is 3, in the secondary cities it is 3.9, and in rural

areas it is 5.8. The number of de facto women-headed households in both rural and urban areas is believed to be quite high; a 1993 UNICEF-financed survey of 12 slum neighborhoods in six urban areas found about 40 percent women headed.

Data from the USAID-financed 1987 Household Expenditure and Consumption Survey indicate that 80 percent of these households are very poor. Current estimates are that per capita GDP is only about US\$225 - US\$250, so average household income is under US\$1250 per year. The World Bank is undertaking an extensive Living Standards Measurement Survey (LSMS) as part of its Poverty Alleviation Program, and results should be available in early 1997. A more detailed current analysis of the relative poverty of different groups in Haiti will need to await that survey.

### **5.2.2 Education & Literacy**

As stated in section 1, about 388,000 children were enrolled in about 1,100 public primary schools and about 769,000 in about 7,000 private primary schools in 1994/1995. This represents a 56 percent increase over 1988/1989, i.e. only six years. The proportion of students in rural areas (42.1 percent) and of girls (48.2 percent) remained constant, as did the relative enrollment in the private sector (from 66.5 percent to 68.5 percent over six years). In the three years prior to the crisis (1988/1989 to 1991/1992) the increase in enrollment was particularly high in urban areas, from 78.1 percent to 90.8 percent, or 4.2 percent per year. Essentially, access to schooling is increasing faster than the system's ability to keep up with it.

This sharp increase in enrollment, particularly given that parents must pay for most schooling, is indicative of the high value the relatively uneducated and illiterate parents place on education. The NEP Diagnostic includes data that indicate that 71.9 percent of Haiti's active population -- e.g., the workforce -- has no formal schooling. The 1994 DHS found that 35.6 percent of women and 25.4 percent of men had no schooling; 41.6 percent of women and 47.6 percent of men had attended primary school or a literacy center; and only 22.8 percent of women and 27 percent of men had attended secondary school or higher. The current enrollment rates of 48.2 percent for girls and 51.8 percent for boys show marked increases for today's children, particularly for girls. (see Gender Analysis at section 5.3 for more discussion of girls' enrollment and attendance). More information needs to be collected on how closely enrollment figures relate to average attendance, as observers have noted sharp discrepancies. Again, the system needs to be markedly upgraded to assure that these increased numbers acquire some value for money.

Urban/rural imbalances exist, with only 42.1 percent of primary schools in rural areas in 1991/1992, compared with about 70 percent of the population. This is particularly disturbing given the differential in children/household stated in 5.2.1 above.

### **5.2.3 Socio-Cultural Feasibility**

There is no cultural barrier to schooling as such. Parents who have the necessary means

will almost always send their children to school. However, the costs of education are high and among farm workers and the urban poor can easily amount to 3 to 11 percent of average family income for the education of a single child. Decisions will thus be made to select one or a few children to go to school, to select a school nearby, to favor schools which supply lunches, textbooks and uniforms and, to interrupt schooling when income turns out to be insufficient. Religion divides school clienteles as much as the amount of tuition. Overall the demand for education is extremely high; in recent years it has fluctuated according to variations in political stability and income levels. The fact that 85 percent of Haitian children do not finish primary school is due to economic constraints more than anything else.

School quality factors are the principal problem. Schools have underqualified teachers, few supplies, no books, too little space and inappropriate management. As a result, two thirds of the pupil-years given are wasted on pupils who will never graduate and in all likelihood will drop out about as illiterate as they entered.

Whatever lessons are learned in school are frequently inapplicable in everyday life. In rural areas there are few opportunities to read anything and few adult models to convince children of the usefulness of being literate and numerate. In rural life, knowledge is still in good part transmitted through oral communication, custom, song and the imitation of examples. Times are changing, though, and an ever-increasing proportion of Haitians are in contact with city life, imported products, relatives abroad and other reasons for wanting to become literate. Wherever opportunities are offered in new schools or literacy campaigns, many families seize them.

There have been significant attempts to reform education, some of them quite successful. Public schools have much higher teacher qualifications, better buildings and generally higher standards than most private schools, though they lag behind the best of private schools. There have been occasional efforts involving inservice teacher training, school construction, the supply of textbooks, etc.. However, to this day only a small part of the need has been served. Most children do not progress to literacy or numeracy.

ED2004 incorporates several design characteristics which will make the activity culturally acceptable while at the same time promoting better access to literacy and knowledge, a reduction in wastage and a better integration of school and community:

Problem

Inappropriate curriculum

Archaic teaching methods

Design characteristic as remedy

Introducing new contents and civic education by distribution of complete sets of instructional materials.

Participatory pedagogy and active learning promoted in training sessions and exemplified in distance education programs.

### Problem

Archaic teaching methods

Inservice teacher training not put to use in the classroom

Lack of textbooks and supplies

Rejection of centrally decreed reform curriculum, language of instruction and pedagogy

Reliance on a few, distant, pedagogical counsellors

Isolation from the community

### Design characteristic as remedy

Participatory pedagogy and active learning promoted in training sessions and exemplified in distance education programs.

Offering an integrated package of training, supplies, textbooks and non-traditional teaching methods.

Provision of subsidized books and free supplies.

Acceptance of a variety of well-established curricula, textbooks and pedagogical methods.

Target Schools will create networks for exchange and supervision.

Parents' committees and regular exchanges within local networks.

The key ingredient in the approach is the reliance on what exists and works, rather than on reforms conceived in offices far removed from everyday school reality. Experienced directors and teachers from nearby schools will, after additional training, become mentors and work with weaker establishments within their networks. The contact will be regular and intense as it should be in such systems. The methods will be culturally sensitive and appropriate to the economically and institutionally starved environment within which most schools have to function.

#### **5.2.4 Beneficiaries and Impact**

School quality improvements such as those proposed in ED2004 are the best way to open access to schools for increasing numbers of children. If the number of pupil-years required to produce one graduate can be reduced by one third, then the schools can open their doors to hundreds of thousands of children presently excluded. It is hoped that ED 2004 can begin such a process. The activities proposed herein will have positive impact on the following direct beneficiaries:

- approximately 144,000 children aged 6-12 who are enrolled in the 500 core and 100 network schools will benefit from subsidized textbooks and supplies, improved pedagogy, improved administration, and access to distance learning;
- approximately 96,000 children aged 6-12 who are enrolled in the 400 network schools will benefit from subsidized access to distance learning materials and

supplies, and improved pedagogy;

- approximately 300,000 parents of the children in core and network schools will benefit from income transfers due to subsidized books and supplies, and from parents education sessions;
- approximately 3,600 teachers and 600 directors will be trained to CAEB or equivalent level and will receive on-the-job training and material support;
- an estimated 244 education professionals from FONHEP, CEEC, FEPH, CONFEPH, ADEPH, MENJS and other public and private sector institutions in Port-au-Prince and the provinces will benefit from continued support for dialogue, short-term in-country conferences, and possible improved skills from topic or skill-specific training.

Calculation of ED2004 indirect beneficiaries assume that each target school will work with one other school, and so on in a network. The third tier network schools will benefit as follows:

- an additional 3,000 teachers and 500 school directors in the network schools will be eligible to participate in short-courses and receive on-the-job pedagogical coaching;
- the students, parents, teachers, and directors of the remaining 5,500 member-schools of the CEEC, FEPH, and CONFEPH will benefit from improved curriculum, norms, and standards fostered through improved national policies, norms and standards, and from improved capacities of their representative associations at implementing policies and standards;
- the students, parents, teachers, and directors of public schools with access to distance education will benefit directly through distance education programming, and indirectly through application of improved policies, norms and standards.
- Up to 100,000 additional students and an estimated 125,000 parents in an estimated 500 schools that remain under the PL480 Title II program may also receive indirect benefits, if minimum standards are applied.

Benefit incidence will depend on selection of the target schools and their networks, but is expected to center in areas in which USAID has other activities. Benefit spread will accrue through the requirement for target schools to establish networks and provide mentoring and assistance to two additional schools each. The creation of such "clusters of excellence," particularly if reinforced by synergies of complementary Title II and other programs, should provide a momentum which allows some sustainability of benefits even after USAID financing ceases.

One group of students may not benefit from the improvements in the short-term. More than half of present enrollments are by students who are seriously overaged (at least three years too old for their grade level). School quality improvement will most likely entail that many of them will have to be channeled into literacy programs designed for adolescents -- where they will learn more -- while leaving space for younger cohorts. All of the better schools as well as those adhering to the reformed curriculum have essentially solved the problem of the overaged students. Traditional and weak schools will increasingly have to follow their lead. UNICEF is currently leading a multi-donor initiative to expand non-formal education and literacy campaigns specifically directed at, among others, adolescents excluded from, or badly served by, the formal educational establishment. ED2004 implementers will coordinate with UNICEF to assure that students do not "fall between the cracks" as changes occur.

### 5.3 Gender Analysis

In general, existing data on girls in the educational system is inadequate and doesn't provide sufficient information for proper analysis. For example, existing data on girl's enrollment in primary school does not support that it is an issue: girls represented 48 percent of all enrollments in 1994/1995, or only slightly less than their demographic representation. However, a more recent USAID sponsored survey on the public primary schools show girls attending public schools 20% less than boys nation-wide. Without similar aggregate data on the larger private primary sector, conclusions cannot be drawn. To adequately address the issue further research is required. Yet, it is obvious that girls need to attend school regularly and stay in school longer in order to attain the demonstrated family and reproductive health benefits that higher attainment can bring. Providing parental and community education on the value of girls schooling, along with identifying low-cost means of increasing the number of female role models (women teachers and directors) and of decreasing barriers to attendance are some of the strategies that can support increasing years in school.

Section 1 summarizes the findings of the 1994 Demographic Health Survey regarding correlations between girls' education and a number of variables. It confirms there is a positive correlation with use of contraception, use of prenatal care, assistance in deliveries by trained personnel, percentage of children having vaccination cards and all recommended vaccinations, and use of oral rehydration therapy. Educational attainment of both men and women is positively correlated with use of condoms to prevent sexually transmitted diseases, including AIDS. Educational attainment was inversely correlated with percentage of children having diarrhea in the past two weeks.<sup>13</sup> All of these data underscore the potential returns to investment to increase the level of education attained so that the objective of healthier, smaller, better educated families can be achieved.

"Educational attainment" must be considered in terms of levels (student enrollment and

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<sup>13</sup> Institut Haitien de l'Enfance, Enquête Mortalité, Morbidité et Utilisation des Services EMMUS-II Haïti 1994, Rapport Préliminaire, Avril 1995, Tables 2, 5, 8, 10, 11, 17.

attendance, and teacher presence, by grade) and quality of participation (student test scores and progression, teacher training and career paths). There are no religious or cultural barriers to girls education *per se*. However, girls enrollment in rural areas is lower than that in urban areas in both public and private schools. Because Haitian households in rural areas tend to have almost twice as many children as their urban sisters, this discrepancy is particularly disturbing in terms of the potential impact on fertility. And while girls enrollment in primary school is nearly the same as their demographic representation, girls enrollment in secondary and higher education is not. The ED2004 targets of increasing Grade 4 math and language achievement scores of girls and boys, and of increasing girls attendance overall, are included with these figures in mind.

It is emphasized that measurement of these targets will require that data be collected on a gender-disaggregated basis. MENJS and FONHEP data are available on a gender-disaggregated basis for basic statistics, such as students enrolled, teachers employed, etc. Data subsets on attendance, or specific pass/fail rates, are not always disaggregated. USAID must enforce its policy on disaggregation all research and information systems development it supports.

Some brief comments on what gender disaggregated data do exist, with strategies to increase women's participation, follow.

### 5.3.1 Girls Enrollment

Section 1 of this RP states that girls enrollment in primary school is not in general an issue: girls represented 48 percent of all enrollments in 1994/1995, or only slightly less than their demographic representation.<sup>14</sup> However, these aggregate data disguise a number of anomalies. In the 1995 Survey of Public Sector Primary Schools, out of 224,623 total students (data for the Department of the West were not fully entered), 49.6 percent of the total student body were girls. This encouraging representation does not hold nationally, however; in urban areas (48.9 percent of the total, excluding the West) girls accounted for 53.6 percent of enrollments, whereas in rural areas they made up only 45.8 percent. FONHEP data from 1993-1994 for private primary school reveals similar if less striking disparities: at the national level, girls represent 48.6 percent of total enrollments, whereas for rural areas it is only 47.5 percent as compared to 50.6 percent in urban and bidonville neighborhoods. There is thus some cause for concern about under-representation of girls in rural areas.

The national aggregate figures for participation by grade for primary schools were only available for private schools, and showed a one-to-two percent decrease from pre-school through Grade 6 in most departments and nationally. In secondary schools, data from 1987/1988 demonstrate two disturbing trends: 1) the number of girls in public secondary schools is significantly less than boys in the same class beginning in 6ième, while in private secondary

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<sup>14</sup> PNE2004, Diagnostic, Table 1.2, plus Public School Survey, 1995 and FONHEP, 1994.

schools they outnumber or stay equal to the number of boys until the final year; and 2) the relative number of girls repeating a class in public secondary schools is equal to their representation in the class, whereas in private secondary schools there is a significantly higher proportion of repeating girls than boys.<sup>15</sup>

There are a number of hypotheses that can be made regarding these statistical trends, but the simple outcome is that fewer girls than boys complete primary school and many fewer complete secondary school. If we accept that parents seem to be willing to invest in enrolling their daughters in school (at least in the 80 percent of schools that are private) and even in having them repeat grades, the question becomes how can girls learning and progression be more assured so that the girls, their parents, and the nation get more return for their investments. Most of the ED2004 interventions, particularly those noted below, are recommended with this issue in mind.

### 5.3.2 Girls Attendance

Although hard data are not available for the private sector schools, the results of the NPPSS (TMG/MENJS) survey of 1,100 public primary schools reflected girls attending 20 percent less than their enrollments nation wide. There is general consensus that girls attendance is less regular than boys beginning in mid-primary school and that this irregular attendance may be a key factor in their lower educational attainment (e.g. higher repeat rates and fewer secondary school graduates). Visual observation suggests that girls are kept home from school more frequently than boys to undertake domestic tasks such as watching younger children, particularly on market days, and hauling water. Others, may simply, attending a private school in the community. Data on where children attend school, how often they are kept home, and whether there are any specific correlations with age or class or types of school, are not available.

There is a need for better data on levels and determinants of girls attendance. This is one area for potential collaboration between ED2004 implementers and PL480 Title II field staff, and for potential operations research activities. Mobilization of communities to remove barriers to girls attendance is a priority area for operations research. Encouraging communities to provide child care centers on market days, and/or to install water sources near a school, are two interventions that have proven important to girls attendance in other countries and that might be considered.

### 5.3.3 Women Teachers as Role Models

Women teachers account for 57 percent of all teachers in public primary schools (data not entered for the Department of the West) and about 33 percent in private primary schools, for an average total of about 39 percent overall. Although they are less represented in private

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<sup>15</sup> Francine Tardif, *La Situation des Femme Haitiennes*, CIFD, Port-au-Prince, septembre, 1991, pp. 99-118, see especially Table 13.

primary schools, it is of note that women are more likely to have a higher level of education than men. For primary schools where data are available, the percent of women teachers drops significantly by grade level. Women comprise 46.3 percent of private pre-school teachers and only 12.8 percent of 6ième (lower secondary) teachers.<sup>16</sup>

One relatively simple means of strengthening girls' role models is to increase the number of female teachers in the upper grades, and to strengthen the visibility of women teachers overall. For this reason, ED2004 will assure that not less than 50 percent of teachers trained in the degree and non-degree programs will be women. Where schools have less than 50 percent women teachers, they will only be eligible as target schools if they specifically include schools with proportionately more women in the quality network.

The 1995 IIBE Evaluation suggests that women teachers may be less able to attend off-site trainings due to demands at home, and recommends trainings be designed to accommodate such demands. ED2004 provides in-service support to such teachers through the distance education program. Where women teachers cannot attend off-site degree programs due to child care constraints, communities will be required to provide some assistance to remove the barriers.

#### **5.3.4 Gender-Sensitive Curriculum**

Haiti's "standard" primary school curriculum is still the subject of debate in many schools, with over 136 "approved" textbooks and a wide variety of teaching tools and methods in use. ED2004 hopes to achieve standard math and language curricula through distance education in at least 500 quality networks comprising 1,500 schools by 2001. One important piece of the standardization process will be a thorough review of materials and aides to assure they are all gender-neutral or gender-sensitive. Such techniques as using female voices in non-traditional and/or positive roles in audio programs, and providing images of women in positive roles in visual aides, will be employed. The institutional contractor will also be encouraged to arrange short-term training/consciousness raising for senior decision-makers in the use and impact of gender-sensitive curricula and materials.

#### **5.3.5 Parent and Community Education**

One of the more effective interventions to increase girls attainment in other countries has been parent and community education. There is ample experience in other sectors in Haiti with community action to strengthen women's leadership roles in the community from which education can draw and/or upon which it can build. In the health/population sector this includes but is certainly not limited to the successful Mother's Clubs in Pignon and the *Groupes Mamans-Groupes Papas* in Jeremie. In the economic growth arena, the highly successful women's group lending programs of the *Fonds Haitien d'Aide aux Femmes* (FHAF) in Cité Soleil and of Save

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<sup>16</sup> Spratt to McPherson, 3/11/96, citing FONHEP 1994 data.

the Children USA in Maissade, and of Catholic Relief Services nationally, are all relevant. These experiences and the methods and materials associated with them regarding mobilizing women for change can be used as a base against which to mount a strong community-based drive for increasing or assuring girls' school attendance.

The ED2004 RP provides for regular community and parent participation in all target schools, and for parents, teachers, and community leaders to work at regular voluntary training/mentoring in other schools in the network. It additionally provides for development of audiotape modules geared toward parents specifically on the value of girls education. Finally, it includes funding for structured operations research to identify means of increasing girls attendance through community action, including such abovementioned activities as providing day care on market days and providing more convenient access to clean water. The education of parents and the community on the value of girls education should provide some peer and community support to enable girls to stay in school longer.

## **5.4 Institutional Analysis**

A wide variety of perspectives exists from which to approach institutional analysis. The approach taken for the ED2004 RP consists of a framework developed by Brinkerhoff during his work in Haiti that examines three categories of institutional variables: a) institutional stock, or what the organization has; b) institutional capacity, that is, what the organization does with what it has; and c) institutional performance, which addresses the results and impacts of the organization's functional efforts. The following paragraphs provide a summary of these categories for the key educational actors. A final section highlights some institutional issues.

### **5.4.1 Institutional Stock, Capacity, Performance**

Responsibility for education in Haiti falls under the Ministry of Education, Youth and Sports (MENJS is the French acronym), which is represented at that national level and through 10 Departmental Directorates (DDE). The operative authority of MENJS derives from a major educational reform of 1982 ("the Reform") and a key executive decree of 1989. Its responsibilities include, *inter alia*: elaboration and application of educational policy, plans, norms, standards; oversight and encouragement of national production of educational materials; authorization, supervision and regulation of all educational establishments in the public and private sector; pedagogical research and experimentation; issuance of diplomas, titles, and certificates in the educational field; and coordinating technical and other assistance with national and international organizations.

MENJS received 12.3 percent of the national budget in 1994/1995, which is relatively high for the social sectors (the Ministry of Health received 9.1 percent) but low by regional standards. The Ministry allocates 80 percent of its annual budget to staff salaries. The recent USAID-financed National Survey of Public Primary Schools undertaken in collaboration with MENJS registered a staff of about 18,000, of which about 3,600, or 20 percent, were found to

be unreconciled to MENJS personnel rosters and accounted for 50 percent of the wage bill. Of the 14,400 actual staff, 600 are inspectors and supervisors who theoretically oversee the 8,100 public and private primary schools. Only 10 percent of private primary schools and 30 percent of colleges (there are 660 private colleges) had operational licenses at the end of 1994, which is indicative of the low level of public oversight of the private sector.

The private sector is not easily manageable, with responsibility for the 7,000 primary schools shared by a wide number of actors with diverse interests and capacity. It is generally represented through three key sub-sectors which have received significant USAID support:

- The Catholic sub-sector represents about 30 percent of private primary schools, and is represented through the *Commission Episcopale de l'Enseignement Catholique*, or CEEC. CEEC was formed in 1986, and brings together such interests as the Oblate and Salesian Fathers, CARITAS, and the *Ti Eglise*. It was formed in response to recommendations made during the 1985 design of the USAID Increasing Efficiencies in Basic Education (IIBE) project that this RP replaces. CEEC has four regional offices for school supervision and support. It is also closely integrated at the Departmental levels with the Catholic Departmental Diocesan Development Councils, and benefits from synergies and resources thereof. There are other similar representative organizations, including the *Fédération des Ecoles Catholiques Privées* (FECAP), but they seem to collaborate in matters of national representation with CEEC.
- The Protestant sub-sector represents about 40 percent of private primary schools, and is represented through the *Fédération des Ecoles Protestantes d'Haiti*, or FEPH. FEPH was also formed in 1986, as IIBE was developed. The Protestants have four regional offices, although they represent a much more diverse group of interests. The Adventists, Baptists, Methodists, and other denominations each contain strong interest groups within FEPH, and each have their own particular issues with curriculum, norms, and standards.
- The Independent sub-sector currently represents about 30 percent of private schools, although it has experienced the most significant growth in recent years. It is represented through several organizations, among which the *Confédération des Ecoles Privées Indépendantes d'Haiti* (CONFEPH) and the *Association des Directeurs d'Ecoles Privées d'Haiti* (ADEPH) are best known. These organizations were formed somewhat later than CEEC and FEPH. CONFEPH has a Port-au-Prince headquarters but shares regional offices with FEPH. The Independents comprise a range of serious educators and some unqualified opportunists, with fewer apparent common interests or values than the religious groups.

In 1988, with assistance from USAID under IIBE, CEEC and FEPH formed the *Fondation Haitienne de l'Enseignement Privé* (FONHEP), with provision that the Executive Director be rotated between the two at specific intervals. FONHEP became operational in August 1989 as manager of the IIBE project. FONHEP's organizational statutes list eight key functions, including research and development of educational methods and materials, collection

and analysis of educational data, representation of the sector at the national and international level, and initiation and management of projects. FONHEP expanded its membership to accommodate CONFEPH in 1993.

FONHEP currently has about 104 staff and a budget of about US\$1.3 million per year, of which about 70 percent is covered by USAID through IIBE, 12 percent is generated by FONHEP through membership dues and some fee-for-service activities, and the remainder from other donor funds. FONHEP funds a substantial percentage of the basic administrative costs of CEEC, FEPH, and CONFEPH.

Other private organizations of importance to the education sector are the teachers unions, the older *Confédération Nationale des Enseignants Haitiens* (CNEH) and newer *Union Nationale des Normaliens Haitiens* (UNNOH). Haiti's approximately 37,000 primary school teachers (about 39 percent of whom are women) and their higher education colleagues are vocal and active and frequently make their presence known in the press, radio, and with senior officials. In general, the teachers are poorly trained and underpaid: they are an important potential resource for change.

Mention should also be made of the *Fonds de Parrainage National* (FPN), created in 1992 as a non-profit foundation and supported primarily by donations from Haiti's commercial private sector. The purpose of FPN is to provide scholarships to disadvantaged students throughout the country. In 1992/93, it collected 8 million gourdes (3 million from the private sector and 5 million from the *de facto* government) and provided scholarships to 13,225 students in 112 communes. In 1994/1995, with some additional foreign aid, it was able to provide over 23,000 scholarships nationwide.

#### 5.4.2 Public/Private Sector Collaboration

With some limited exceptions, USAID was prohibited from providing assistance to the GOH from November 1987 until late 1993, and most of the IIBE assistance thus went to and through FONHEP. FONHEP grew substantially in staff and in scope of activities during this period, and to some began to look suspiciously like a parallel ministry of education. With the advent of the Malval government in 1993/1994, USAID was able to provide funds to the public sector -- through UNESCO and RTI -- for the National Education Planning process. The Mitchell Group has also assisted MENJS in the conduct of a National Public Primary School Survey (NPPSS) and some budget analysis. As the funding for the public sector increased, that to FONHEP decreased and its range of activities curtailed.

The FY 1996 short-term limitation against public sector funding should not under any circumstances cause a regression to past modes of funding only FONHEP for both the policy and services activities. The widespread participation in the NEP process has demonstrated the clear desire of all Haitians to participate in the policy debate, and USAID should not distort it because of U.S. government exigencies. Although section 5.1 suggests that some short-term accommodation could be made, should funding become available, the RP policy activities herein

cannot be undertaken by the private sector alone. Should public sector collaboration become a longer-term problem, USAID should design a new and much more limited set of results and interventions.

### 5.4.3 Relations with Other SO#3 Partners

The SO#3 team has expressed some interest in clustering its activities, so that ED2004 "quality networks" are located in HS2004 "community health units" or overlap with PL 480 Title II sponsors' areas of focus. Previously in the health sector, USAID found it effective to provide funds directly to geographically based service organizations, but these usually had catchment populations of over 50,000.<sup>17</sup> For PL480 Title II and certain agriculture and economic growth activities, USAID funds intermediary U.S.-based PVOs, who then provide TA, training, funding and supervision to Haitian organizations. This latter is essentially the model that has been used with FONHEP and the sub-sector organizations. FONHEP's capacity to manage significant funding has in the past been limited, and even with TMG's assistance the forced downsizing is certain to reduce what exists. Given its desire to cluster the education target schools with other USAID activities, USAID and the contractor may consider providing some of the direct school assistance (materials, supplies, furniture, community *animateurs*) through its partners in other sectors, such as the major health, food, agriculture or local government partners working in a given area. Support to FONHEP could then be given for what it does best, teacher training and/or curriculum development, without overburdening it in other areas. The contractor will be required to consider the need for and desirability of such modalities in its inception report.

### 5.5 Sustainability Analysis

The costs of primary education in Haiti are borne by the national government, donors and international NGOs, national NGOs and the commercial private sector, communities, and families. The ED2004 strategy seeks to minimize interventions that will increase recurrent costs for any of these investors in order to sustain the increased benefits over time. Critical items that require continuing and/or increased financial support will be potential increased teacher salaries to respond to certificates obtained; continued supply of textbooks and materials, with specific needs for radio or cassette player batteries; and increased costs for inspectors/monitors to assure convergence over time with new norms and standards.

All three of these are currently financed by the full array of partners listed above. The key questions regarding the likelihood of them sustaining these quality interventions are: i) what is the likelihood of increasing public financing for primary education, through the national

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<sup>17</sup> The *Association des Oeuvres Privées de Santé*, or AOPS, served as an umbrella organization for Haitian NGOs with smaller catchment areas. AOPS provided TA, training, monitoring and representational services to these small organizations much the same way FONHEP does for private schools. AOPS' future is currently in question due to funding cuts.

and/or municipal government budgets, to cover more and better inspectors/monitors, to increase public school teachers' salaries, and to subsidize textbooks and other didactic materials; ii) what is the likelihood of increased parental and/or community contributions to primary education, for teacher salaries, school operating costs, and students' textbooks, materials and supplies; and iii) what is the likelihood and projected levels of continued donor and NGO support to primary education to offset deficiencies in i) and ii). Each of these is briefly considered in turn.

The conclusion of the exercise is that the GOH and municipal governments may increase their financing of schools modestly over the medium term, to approach the proportion investment of other Caribbean governments in education. However, parents are already investing a disproportionate amount and are not likely to have access to more in the foreseeable future. The modest increase in recurrent costs due to ED2004 are likely to be met, but more significant gains and continued subsidies of textbooks will have to come from donors and international NGOs. The most critical need, which ED2004 addresses head-on, is to obtain efficiencies and improve educational quality and thus the return on the current level of investment by all parties. To quote Fass in his 1995 analysis of 1991 data:

The point is that if one adds the government's operating budget to the estimated 16-17% of income that families with students spent on schooling in 1991, then one arrives at a guess that the society invested about 15% of GDP on education -- not counting the value of extra meals, commodities supplied to canteens, support to families and schools by foster parents and other NGOs, and grants and loans from bilateral and multilateral donors. This scale of investment in education, three to four times greater than reported for other countries, means that other sectors of the economy receive much less. It seems urgent, in this circumstance, to try to maximize the society's return on investment. (Fass, 1995, p. 32).

### **5.5.1 Public Sector Financing**

As stated earlier, the national budget allocation for education was 12.3 percent in 1994/1995, which is the highest GOH allocation for social sector but low compared to other Caribbean nations, where it generally ranges from 20-25 percent. Also as stated earlier, there appears to be some room for increasing the efficiency of this investment: out of approximately 18,000 salaried positions, approximately 3,600 have been identified as "phantom" employees who account for 50 percent of the wage bill. Eliminating many of these salaries should allow MENJS to provide more salary incentives to employees that do exist, including teachers and inspectors, and/or provide much needed basic investments in teacher training, supervision, and support materials.

Given the overall state of national accounts and particularly the debt burden, the total budget is unlikely to grow significantly, if at all, in the near future and so the absolute amount allocated to education will likely remain relatively constant. ED2004 seeks to attain some small percentage gains as a policy measure, in the hopes that as the budget grows, these small points will become more meaningful. USAID in its policy dialogue and conditionalities (if utilized)

should continue to stress allocation of any increases to educational quality -- teacher salaries and supervision -- as opposed to quantity of schools.

In terms of potential municipal government investments, as discussed in section 2, the National Parliament is debating the *Loi des Collectivités Territoriales* that will establish new roles and relationships for elected officials and their offices at the smallest level - the communal section of which there are 535 throughout the country, the larger geo-political communes (133), and the largest geographical divisions - the departments (9). The passage of the communal/municipal legislation in particular may lead to some different financial requirements and relationships for all parties. It is probable that it will allow for the possibility of municipal revenue generation and budgeting, which in other countries has been a key source of education financing. It is also probable that such financing will be more available in larger, richer communes, and less in smaller, poorer ones, and that such financing will be allocated based more on political exigencies than need alone. However, USAID's education personnel and the ED2004 institutional contractor need to stay in close contact with its democracy/governance personnel and contractor (Associates in Rural Development, or ARD), in order that ED2004 resources can contribute to the process.

#### **5.5.2 Parent, Community, Private Sector Financing**

In the analysis of data from 700 households in 1991, Fass found:

... parents spent an average of 1756 gourdes on direct schooling costs, 2854 gourdes in urban areas and 1323 gourdes in rural zones. The sums covered registration fees, tuition, text books, school bags, shoes, uniforms, and a set of other expenses that included writing and other learning materials, report cards, and canteen charges.

Families also incurred several indirect costs. These were school allowances (i.e., spending money), transportation, miscellaneous outlays for special events such as graduation ceremonies and holiday festivities, food and lodging for children studying away from home, and supplementary meals for students living at home. Other than implying that they could have reach 1162 gourdes per household in towns and 820 gourdes in the countryside (excluding meals), survey data do not permit accurate estimates of annual value of these outlays. ... the survey is also unable to provide proper estimates of the share of income that families allocated to education. Comparison of 1991 spending figure from earlier studies, however, suggests that direct costs, on average, may have consumed something in the order of 13-14 % of income.

Spending 11% or 13% or 14% of income ... seems high in comparison to figures for other poor countries. Numbers such as 2% to 5% of income (or of GDP) are more common. ... there are few, perhaps no countries with similar income where enrollment is as high and, by extension, where families are willing to sacrifice as much to school children. [emphasis RP team] (Fass, pp. 11..13)

Fass goes on to document differences by urban and rural households and by sub-sector in terms of different direct cost outlays. This does not change the high percentage of income overall that families spend on schooling. It seems unlikely that many households will be able to invest significantly more without a concurrent improvement in income overall. The modest increases in recurrent costs resulting from ED2004, notably the purchase of batteries for radios and possible increases in fees to remunerate qualified teachers, are expected to be within communities' reach. The institutional contractor will work with the GOH and private sector to assess possible options for improved mix of resources to sustain these investments as part of the policy package.

There are also some possibilities for obtaining cost efficiencies that can be assessed through operations research. One obvious area is the common requirement for school uniforms; for the same price as uniforms and shoes, families can complete their purchase of textbooks and writing materials. ED2004 will assess this and other such possibilities for decreasing the opportunity cost of household income in favor of educational quality as a key means of ensuring sustainability of improvements over time.

### **5.5.3 Donor and International NGO Financing**

International bilateral and multilateral donors are unlikely to continue funding recurrent costs such as teacher salaries, textbooks and materials for any long-term horizon. No donor currently pays teacher or inspector salaries and none is likely to in the future. UNESCO and UNICEF characterize their recent textbook financing as part of the emergency program, and have decided to shift investment to MENJS and others for more sustained impact. Both the IDB and World Bank may include some financing of textbooks in forthcoming loans, but emphasis will be more on physical facility construction and upgrading, and will be primarily for the public sector. In general, any donor financing of recurrent costs would be *ad hoc* and should not be assumed in overall planning.

International NGOs have more often borne a large share of such costs, frequently through the religious mission structures of the Protestants and the CARITAS network of the Catholics. Fass' analysis of the 1991 data found:

In general, more Protestant than Catholic or Independent schools benefitted from external subsidies allowing them to maintain a lower registration charge. ... Large Protestant educational subsystems, such as those organized by the Methodist church, Baptist Mission, and the Seventh Day Adventists, not to mention permanent fund-raising efforts by several hundred small, church-affiliated organizations, yielded a lot of money for Protestant schools. Catholic resource mobilization efforts, though effective as far as they went, produced far less. Like Independent facilities, they were more dependent on the registration fee to cover school operating costs and, accordingly, maintained higher prices. (Fass, Table 12, page 16).

While such support is invaluable in school operations and maintenance, the disparate financing also tends to contribute to the wide variety of textbooks and materials in use around the country. One of the major achievements of CEEC, FEPH, and FONHEP has been to bring some order to this array, and to build a consensus about which materials are more appropriate than others. The ED2004 consultative process will highlight the benefits of consensus and the value of this quality control to the sub-sectors and their supporting organizations, and the ED2004 contractor will provide technical assistance in financial management at all levels. It is hoped that these measures will result in at least continued, if not increased, support from the missions/CARITAS for the sub-sector associations' and FONHEP's representation and quality control efforts in the future. The contractor will also work closely with FONHEP to decrease dependency on donors such as USAID funds for its basic operating costs. USAID's contribution to FONHEP's budget is project to decrease from about 60 percent in FY 1997 to zero over the LOA. This will be accomplished through helping FONHEP to become more market-oriented, using cost-centered, job-based accounting with an overhead for future donor-funded efforts.

## 6. FINANCIAL PLAN

### 6.1 Budget

The budget is estimated at US\$23.0 million over the five year LOA, of which US\$20.0 million is USAID grant funds and US\$3.0 million equivalent is the cash and in-kind contributions of Haitian parents, teachers and educators. This 13 percent Haitian contribution is considered reasonable given the current GOH allocation of 12.5 percent of the national budget and is considered reasonable given the current GOH allocation of 12.5 percent of the national budget and the estimated family expenditures on schooling of 13-14 percent of income. As Haiti has been classified as relatively least developed country, the activity authorization will include a waiver of the requirements of FAA Section 110(a) for a standard 25 percent. —

Table 1 provides a summary of USAID use of funds for the life of the project, and Table 2 provides a projection of LOA obligations for USAID funds by fiscal year.

Table 1: ED2004 LOA Use of USAID Funds

Line Item	FY 1996	FY 1997	FY1998	FY 1999	FY 2000	FY 2001	TOTAL
Indefinite Quantity Contracts (IQC)	1,093,000	0	0	0	0	0	1,093,000
RP Institutional Contractor	0	896,556	2,289,297	5,919,294	6,578,984	2,882,846	18,566,977 Rounded 18,567,000
USAID Management & Supervision	0	67,000	67,000	67,000	67,000	67,000	335,000
Audit	0	0	0	5,000	0	0	5,000
<b>TOTAL</b>	<b>1,093,000</b>	<b>963,556</b>	<b>2,356,297</b>	<b>5,991,294</b>	<b>6,645,984</b>	<b>2,949,846</b>	<b>20,000,000</b>

**Table 2: ED2004 LOA Obligations**

<b>Line Item</b>	<b>FY 1996</b>	<b>FY 1997</b>	<b>FY 1998</b>	<b>FY 1999</b>	<b>FY 2000</b>	<b>FY 2001</b>	<b>Total</b>
<b>Indefinite Quantity Contracts</b>	1,093,000	0	0	0	0	0	1,093,000
<b>Institutional Contractor</b>	0	4,900,000	5,000,000	5,000,000	3,667,000	0	18,567,000
<b>USAID Management &amp; Supervision</b>	0	100,000	100,000	100,000	35,000	0	335,000
<b>USAID Audit</b>	0	0	0	5,000	0	0	5,000
<b>Total</b>	1,093,000	5,000,000	5,100,000	5,105,000	3,702,000	0	20,000,000

**6.1.1 Basis of Cost Estimates**

The proposed funding covers the following budget elements:

1. **Technical Assistance:** USAID funds cover 5 years of TA. The institutional contractor will be asked to propose candidates for each of the following long-term positions: a Chief of Party/Education Planner, a Distance Education/Curriculum Development Specialist, a Financial Management Specialist [3 expats], a Testing/Teacher Training Specialist, a Community-School Development Specialist, a School Service Package Manager, and two at a reduced LOE, a Participant Training and Follow-on Manager and a Grants Manager. For purposes of budgeting, three of these positions are designated as expatriate off-shore hire, and five are designated as local hire. Additional support staff is budgeted. The Request for Proposals will encourage offerors to propose their own mix for these positions.

USAID funds are also budgeted for total of 8 pm of short-term TA. The designation of specific positions as "expatriate" or "local" is made for budget purposes, and within budget limitations contractors will be encouraged to propose candidates that best meet the needs. It is assumed that some of the long- and short-term TA will be allocated to sub-contracts for any of the components discussed. Finally, USAID funds in this element cover a modest local support staff for the contractor office. Funding for contractor home office support is included in "other costs".

## 2. Training:

a. Participant: USAID funds are provided for an estimated 38.5 pm of U.S. and 10.22 pm of Third Country non-degree participant training. An additional 30 months of in-country training are budgeted. Participants will be drawn from both the public and private sector for target of opportunity trainings and conferences over the LOA. A Haitian in-kind contribution of US\$300/pm of training is estimated to cover the value of each participant's time during training. This would be considered a GOH or a private sector contribution, depending on the employer of the participant.

b. Certificate: USAID funds are provided for two-year in-country certificate training for 3,600 teachers and 600 directors from the target schools, based on an average of 6 teachers per each of the 500 core plus 100 network schools. Cost to train teachers is averaged at US\$520 per year, or US\$1,040 total per teacher. For school directors, the cost is more, at US\$1,180 per year. The latter includes additional management and school administration courses. The LOA projections, by schools, are as follows:

<u>Trainee</u>	<u>FY 97</u>	<u>FY 98</u>	<u>FY 99</u>	<u>FY 00</u>	<u>FY 01</u>
New Target Schools (6 teacher/school)	0	75	425	100	0
First Year Teacher	0	450	2,550	600	0
Second Year Teacher	0	0	300	2,550	600
First Year Director	0	75	425	100	0
Second Year Director	0	25	50	425	100
Total Certificate Trainees/Year	0	25	350	2,975	700

Funds are budgeted based on the estimated unit costs currently used by FONHEP with some inflation. US\$520 is the estimated yearly cost for the two year certificate course. As described in section 2, the contractor will enter into sub-contracts or other agreements for such training based on a technical assessment of capabilities for teacher training among different institutions in Haiti at the time the project starts. The contractor may decide to sub-contract with more than one organization, given the level of trainees foreseen.

A Haitian in-kind contribution of US\$100/py, or US\$200 per teacher/director trained, is estimated to cover the value of the personal time contributed by teachers/directors to the training. This contribution is considered appropriate as much of the training occurs during school holidays and on weekend, and teachers/directors must forego other remunerative activities in order to participate.

c. Workshops/Conferences: USAID funds are provided to support in-country workshops and conferences on a variety of topics for both the policy and services results packages. Eight small 1-3 day workshops or conferences are planned. The parent education intervention includes minimal cost for facilitating PTAs and other school-parent action groups. Conference and workshop topics will be agreed to by the institutional contractor in close consultation with USAID and Haitian partners.

USAID funding is also provided for coordination assistance in establishing or enhancing PTA meetings on a monthly basis. The budget is intended to cover local costs of workshops exclusive of contractor/GOH/FONHEP trainers' fees and materials. The workshops will be devoted to key topics of the value of networking, community participation, and girls education. Funding is estimated at US\$250 per school total.

The Haitian in-kind contribution to all local training is estimated at 10 percent the contribution of USAID and covers the value of participants' time and transport to the workshops or conferences.

### 3. Commodities

USAID funds are provided for the purchase of two 4X4 vehicles for the institutional contractor, as well as for basic furniture and equipment for initial contractor office set-up. Funds are also provided for the purchase of informatics for the contractor office, i.e. computers and peripherals.

USAID funds are also provided for the purchase of textbooks and supplies for a two year period for the target schools, and for purchase of multi-channel education supplies for target and network schools for all years of the project, as follows:

<u>Schools</u>	<u>FY 97</u>	<u>FY 98</u>	<u>FY 99</u>	<u>FY 00</u>	<u>FY 01</u>
New Target	0	75	425	100	0
Second Year Target	0	0	75	425	100
<b>Total Target Schools</b>					
<b>Receiving Books</b>	<b>0</b>	<b>0</b>	<b>75</b>	<b>425</b>	<b>100</b>
<b>Total Target Schools</b>	<b>0</b>	<b>75</b>	<b>425</b>	<b>300</b>	<b>200</b>
Network Schools	0	0	75	425	100
<b>Total Schools Receiving</b>					
<b>Supplies</b>	<b>0</b>	<b>0</b>	<b>75</b>	<b>425</b>	<b>100</b>

USAID's contribution to the textbook intervention is estimated at US\$4,320 per school total, or US\$9.00 a child per year. The supplies are estimated at US\$2,880 total per school per school. Textbooks and supplies average US\$15 per each of 240 students in the "average" school

used for budget purposes. The Haitian contribution for the textbook/supplies is estimated at US\$7 per child which represents the average that parents currently contribute. The institutional contractor will develop a methodology to ensure that the defined parental contribution does not result in poorer families depriving their children of other basic needs and thereby defeat the intent of the activity.

USAID's contribution to the multichannel supplies is estimated at US\$1,235 per school per full service package and US\$900 per school for the reduced package and is intended to cover the cost of radios (if required), cassettes, teachers' guides, and other support materials. The Haitian in-kind contribution for the multichannel education supplies is estimated at 5 percent the value of the USAID contribution, and represents the cost of batteries purchased and radios loaned by the school committee or community for the program. The contractor will closely monitor early radio pilots to ensure that these costs can be met.

#### 4. Other Costs

a. Grants: Funding is provided for two types of grants under the institutional contract.

**FONHEP/Private Sector Representation**: The first type of grant funding comprises estimated basic personnel and administrative costs for FONHEP and/or its member organizations to continue to serve as a representative of and entry point to the private education community both with the GOH and the donor community. Based on past performance, it is assumed that FONHEP's total annual budget in FY1997 will be about US\$1.4 million, and that USAID will pay 71 percent, or US\$1,000,000 (includes IIBE), and FONHEP and its partners will self-generate 12 percent, or US\$120,000, which becomes the Haitian contribution. The USAID contribution to FONHEP for representational and policy purposes is programmed to decrease and the Haitian contribution is assumed to increase over the LOA.

The purpose of this grant funding to FONHEP is to assure a place at the table for private sector education in the consultations on the evolution of education. This grant funding is not meant to limit FONHEP to these specific functions, nor is it necessarily the only USAID funding FONHEP will receive. For example, it is likely that FONHEP will successfully demonstrate technical competence and be one of the lead contractors for certificate-level teacher and director training described above. It is also likely that FONHEP would receive a sub-contract for short-term TA to participate in the curriculum development for multichannel education. However, FONHEP will need to demonstrate competence on a competitive basis in these areas and to undertake them on a contractual basis, in competition with other service providers.

**Operations Research**: A total of US\$50,000 of USAID funding over the LOA is budgeted for two types of research activities. Of the estimated 11-13 grants, approximately half of the grants will be in support of the policy package, with the objective of promoting and testing efficient and sustainable models of resources mix to support sustainable education in Haiti. The other half of the grants will be in support of the services package, with the objective

of promoting innovative strategies to increase girls school attendance and parent/community participation in education. Approximately 8-12 operations research grants up to US\$5,000 each are budgeted at \$50,000 total. The amounts allocated for operation research grants represent an estimate of personnel, travel, and minimum equipment required to operate a well-monitored activity in 2-4 schools for about six months. A minimum 25 percent cash or kind contribution from the cooperating organizations will be a pre-requisite to award of the grant, and is thus reflected as the Haitian contribution to this activity.

b. Contractor Support: USAID funds are provided for institutional contractor support and indirect costs, including home office supervision (direct); office rental, operations, maintenance and security in Port-au-Prince; and the indirect costs and fees. These costs are based on recent experience obtaining U.S. technical assistance in Haiti. No Haitian contribution is attributed to this budget element.

c. USAID Management and Oversight: Approximately US\$340 of USAID funding is budgeted for two Senior Haitian Education Advisors, and a Haitian Program Assistant for the five year LOA. In addition to the annual audits of the participating institutions, one audit is planned for Year 3. All activities except USAID management/audit and the EEP are currently planned to be included in the institutional contract, and thus subject to audit as part of the U.S. contractor's annual audit requirement. However, limited funds are earmarked for a separate audit in Year 3 of the activity for contingency requirements.

#### **6.1.2 Effects of Possible Reduced Funding on Activities**

Education interventions are now operating at a significantly lower level than that projected by the ED2004 activity. Funding for the IIBE project is running at under \$3 million per year. In part, this reflects the fact that certain pilot activities created under the IIBE are now fully implemented and drawing to a close. However, reduced funding levels are a reflection of the pressure to maintain a political portfolio versus one of development. The ED2004 package has been structured in ways which will enable the Mission to cope effectively with future funding vagaries. A future reduction in available program funds could be met first through a reduction in TA for policy and operations research, then by reducing the number of target schools (and, consequently, the number of teachers trained and textbooks distributed), and lastly through modification of the broad-based distance education component. By treating the results as "activity modules" the activity will still be able to produce significant results despite all but catastrophic changes in funding levels.

#### **6.2 Methods of Implementation and Financing**

Table 4, Methods of Implementation and Financing, reflects the primary project procurements from USAID funds and means of disbursement over the LOA. There will be two primary procurements, the institutional and EEP - in addition to the standard USAID management requirements. This represents a significant decrease in the number of management units for the SO#3 portfolio.

**Table 4: ED2004**  
**Methods of Implementation and Financing**  
**(US\$ 1,000)**

<u>Component/ Activity</u>	<u>Method of Implementation</u>	<u>Financing Method</u>	<u>Amount</u>
TA, Training, Commodities, Multi-Channel Ed, Ops Research, Other	Competitive Contracts	Dir. Reimb.	19,660
USAID Mgmt Audit	PSCs, POs, etc.	Dir. Payment	340

The methods of implementation and financing are appropriate and within the preferred methods as defined by the payment verification policy. The Mission Controller has approved the methods of implementation and financing under the auspices of the payment verification policy. If and when restrictions against assistance to the GOH are removed, a bilateral agreement with the GOH will be sought to fully implement the policy activities in this RP. The institutional contractor will serve as the funding mechanism for the bilateral agreement and will reserve US\$200,000 for the policy activities to be implemented either through a bilateral agreement or on behalf of the GOH. An estimated US\$21,460 can be used for specific policy activities believed necessary by the private education sector at large.

Further detail on service package components and associated cost are provided in ANNEX A: Budget and Implementation Summary.

## **7. MANAGEMENT PROCEDURES**

Overall responsibility for the activities in this RP will rest with the SO#3 Team. The SO#3 Team Leader supervises the activities of RP Team Leaders for the three primary sets of results under SO#3, those for health/population/nutrition funded through HS2004, and those for education described herein. The Health and Education Teams each include personnel working with PL480 Title II food as a key element of their RP tactics.

Day-to-day management of the activities in this RP will be carried out by a core RP Education Team composed of a USDH Education Team Leader, two FN PSC Senior Education

Advisors, and an FN PSC Program Assistant, with the advice and assistance of an FN Financial Analyst and a representative from the Policy Coordination and Program Support (PCPS) office on an as-needed basis. The core team members will represent USAID with Haitian public and private partners and within the international donor community, and will assure that USAID remains up-to-date on education sector progress and problems. The core team will call upon advice and assistance from an expanded Education Team for periodic exchange of ideas and from other elements of the Mission when needs arise. The expanded team will assure that the core team remains aware of the greater environment in which the activities operate.

The key USAID Contracting Officer's Technical Representative (COTR) to interact with the ED2004 institutional contractor will be appointed from the core team. S/he will assure that the contractor is communicating with USAID on a frequent basis and is providing more formal reports necessary to RP monitoring as indicated in section 4.2 of this paper. The key tool for assuring effective communications and monitoring will be the participatory development and approval of the contractor's inception report and annual workplans described in section 3.1.

The inception report and annual workplans will be reviewed by the expanded education team, including key Haitian public and private sector partners as appropriate. Indeed, one of the expanded team's primary roles will be to assure that the contractor's tactics remain flexible and responsive to changes in the dynamic Haitian environment. This flexibility will be assured through regularly scheduled annual implementation reviews during the first quarter of each fiscal year, as the contractor is preparing the annual workplan for the next year. The purpose of the reviews will be to identify changes in the Haitian context, including entry of new donors, progress under existing components, and changes necessary to meet the new environment. The results of the reviews will be reflected in the contractor's annual workplan.

As summarized in section 6, the budget includes provision for the continuation of the contracts of the FN Senior Education Advisor and the FN Program Assistant and for the hiring of the second FN PSC Senior Education Advisor.

# **ANNEX A**

## **SUMMARY OF ACTIVITY LEVELS AND COST**

**Summary of ED2004 RP Costs**

**Summary of Institutional Contractor Costs**

**Summary of Levels & Costs for 1,000 Primary Schools**

**Summary of Service Levels to 1,000 Primary Schools**

**Summary of CAEB Teacher Training Levels**

**Summary of CAEB School Director Training Levels**

**Summary of Textbook Levels and Distribution Plan for 600 Primary Schools**

**Summary of School Supply Levels and Distribution Plan for 600 Primary Schools**

**Summary of Distance Education Levels and Distribution Plan for 600 Primary Schools**

**Summary of Parent Education Activities for 600 Primary Schools**

**Summary of Network Package for 400 Primary Schools**

**Summary of Participant Training Levels and Cost**

**Summary of Policy Support Activities**

Summary of Results Package Costs

EDUCATION 2004 RP  
Summary of Results Package Costs

SUMMARY		FY96	FY97	FY98	FY99	FY00	FY01	TOTAL
Indefinite Quantity Contract(s)	>>>>>	1,093,000	0	0	0	0	0	1,093,000
RP Institutional Contractor	>>>>>	0	896,556	2,289,297	5,919,294	6,578,984	2,882,846 <i>Rounded</i>	18,566,977 18,567,000
USAID Mgmt & Supvr	>>>>>	0	67,000	67,000	67,000	67,000	67,000	335,000
Audit	>>>>>	0	0	0	5,000	0	0	5,000
<b>TOTAL</b>		<b>1,093,000</b>	<b>963,556</b>	<b>2,356,297</b>	<b>5,991,294</b>	<b>6,645,984</b>	<b>2,949,846</b>	<b>20,000,000</b>

EDUCATION 2004 RP  
Summary of RP Institutional Contractor

LINE ITEMS	Cost per Month/Unit	No# of P Months Required	FY96	2 mos FY97	12 mos FY98	12 mos FY99	12 mos FY00	11 mos FY01	49 mos TOTAL
<b>RP INSTITUTIONAL CONTRACTOR</b>									
<b>SALARIES</b>									
<i>Field Personnel (Ex Patriates)</i>									
> Chief of Party/Ed Policy/Plan	6,823	49		13,646	81,875	85,969	90,267	86,882	358,638
> Curriculum Dev Specialist/or Distance Ed Specialist	4,960	49		9,920	59,522	62,498	65,623	63,162	260,724
> Financial Management Specialist	4,549	49		9,097	54,583	57,312	60,178	57,921	239,092
Subtotal				32,663	195,980	205,779	216,068	207,965	858,454
25% Post Differential for US ExPats				8,166	48,995	51,445	54,017	51,991	214,614
Subtotal				40,829	244,975	257,223	270,084	259,956	1,073,068
<i>Local Personnel</i>									
> Teacher Training/Testing Specialist	2,491	49		4,982	29,891	31,385	32,955	31,719	130,931
> School Service Package Manager	2,491	49		4,982	29,891	31,385	32,955	31,719	130,931
> Community Development Coordinator	2,491	49		4,982	29,891	31,385	32,955	31,719	130,931
> PT/Follow-on Manager	2,166	48		4,332	25,992	27,292	28,656	25,074	111,346
> Grants Manager	2,166	30		3,249	17,328	18,194	19,104	7,522	65,398
> Assistant Participant Training Coordinator	1,625	40		1,625	15,839	16,631	17,462	16,808	68,364
> Bookkeeper	1,625	49		3,249	19,494	20,469	21,492	20,686	85,390
> Secretary 1	1,300	49		2,599	15,595	16,375	17,194	16,549	68,312
> Secretary 2	1,083	30		1,083	8,123	8,529	8,955	8,619	35,308
> Messenger	758	49		1,516	9,097	9,552	10,030	9,654	39,849
> Driver 1	975	49		1,949	11,696	12,281	12,895	12,412	51,234
> Driver 2	975	49		1,949	11,696	12,281	12,895	12,412	51,234
> Custodial	758	49		1,516	9,097	9,552	10,030	9,654	39,849
Subtotal				38,013	233,630	245,312	257,577	234,545	1,009,078
<i>Home Office Personnel</i>									
RP Director	6,900	4		3,450	5,175	5,434	5,705	5,991	25,755
Participant Training/TA Assistant	2,300	16.5		1,150	9,200	9,660	10,143	10,650	40,803
Financial Officer	3,249	4.5		1,625	3,249	3,411	3,582	3,761	15,628
Subtotal				6,225	17,624	18,505	19,430	20,402	82,186
Cost									
TOTAL PERSON MONTHS		761							
SUBTOTAL SALARIES				85,067	496,229	521,040	547,092	514,904	2,164,332

**EDUCATION 2004 RP  
Summary of RP Institutional Contractor**

LINE ITEMS	Cost per Month/ Unit	No# of of P Months Required	FY96	2 mos FY97	12 mos FY98	12 mos FY99	12 mos FY00	11 mos FY01	49 mos TOTAL
<b>RP INSTITUTIONAL CONTRACTOR</b>									
<b>FRINGE BENEFITS</b>									
Field Personnel (ExPats)@ 25%				8,166	48,995	51,445	54,017	51,991	214,614
Field Local (13th mo +ONI)				5,829	35,823	37,614	39,495	35,964	154,725
Home Office Personnel @ 27%				1,681	4,758	4,996	5,246	5,509	22,190
<b>SUBTOTAL FRINGE BENEFITS</b>				<b>15,675</b>	<b>89,577</b>	<b>94,056</b>	<b>98,758</b>	<b>93,463</b>	<b>391,529</b>
<b>OVERHEAD</b>									
Field Office @15%				12,701	77,164	81,022	85,074	79,570	335,531
Home Office @ 35%				2,767	7,834	8,226	8,637	9,069	36,532
<b>SUBTOTAL OVERHEAD</b>				<b>15,467</b>	<b>84,998</b>	<b>89,248</b>	<b>93,710</b>	<b>88,638</b>	<b>372,062</b>
<b>CONSULTANTS</b>									
2 PM @ 6498 per Month	6,500			0	3,250	3,250	3,250	3,250	13,000
<b>SUBTOTAL</b>				<b>0</b>	<b>3,250</b>	<b>3,250</b>	<b>3,250</b>	<b>3,250</b>	<b>13,000</b>
<b>ALLOWANCES</b>									
Residential Rental	3,600			7,200	43,200	43,200	43,200	39,600	176,400
Education	900			1,800	10,800	10,800	10,800	9,900	44,100
Air/HHE @ 3 Persons	9,000			27,000	0	0	0	27,000	54,000
Other (R&R,Storage,etc)	900			1,800	10,800	10,800	10,800	10,800	45,000
<b>SUBTOTAL</b>				<b>37,800</b>	<b>64,800</b>	<b>64,800</b>	<b>64,800</b>	<b>87,300</b>	<b>319,500</b>
<b>TRAVEL &amp; PER-DIEM</b>									
30 Airfare (DC/Pap/DC)	500			4,500	2,000	2,000	1,500	5,000	15,000
200 Days Per Diem	142			7,100	5,680	5,680	5,680	4,260	28,400
Misc/Taxis/Tax	50			1,000	1,000	1,000	1,000	1,000	5,000
Local Vehical Rental@125 days	100			2,500	2,500	2,500	2,500	2,500	12,500
Misc	50			1,250	1,250	1,250	1,250	1,250	6,250
<b>SUBTOTAL</b>				<b>16,350</b>	<b>12,430</b>	<b>12,430</b>	<b>11,930</b>	<b>14,010</b>	<b>67,150</b>

EDUCATION 2004 RP  
Summary of RP Institutional Contractor

LINE ITEMS	Cost per Month/ Unit	No# of P Months Required	FY96	2 mos FY97	12 mos FY98	12 mos FY99	12 mos FY00	11 mos FY01	49 mos TOTAL
<b>RP INSTITUTIONAL CONTRACTOR</b>									
<b>EXPENDABLE EQUIPMENT</b>									
2 4WD Vehicles	27,000			54,000	0	0	0	0	54,000
12 Computers/3 Printers/Cables/Lan	3,300			39,600	0	0	0	0	39,600
4 Generators/Inverters	6,500			26,000	0	0	0	0	26,000
Photocopier/Fax	8,000			8,000	0	0	0	0	8,000
Other	900			900	900	900	900	0	3,600
<b>SUBTOTAL</b>				<b>128,500</b>	<b>900</b>	<b>900</b>	<b>900</b>	<b>900</b>	<b>131,200</b>
<b>OTHER DIRECT COST</b>									
Office Rent & Maintanance	1,000			2,000	12,000	12,000	12,000	11,000	49,000
Communications	500			1,000	6,000	6,000	6,000	5,500	24,500
Security/Radios	1,000			2,000	12,000	12,000	12,000	11,000	49,000
Office Supplies	300			600	3,600	3,600	3,600	3,300	14,700
Equipment Rental	99			198	1,188	1,188	1,188	1,089	4,851
Other/Office Furniture, etc	987			1,973	11,838	11,838	11,838	10,852	48,339
<b>SUBTOTAL</b>				<b>7,771</b>	<b>46,626</b>	<b>46,626</b>	<b>46,626</b>	<b>42,741</b>	<b>190,390</b>
<b>SUBCONTRACTS</b>									
Subcontract 1 @1% RP Components				5,219	13,172	46,147	51,859	18,171	134,568
Subcontract 2 @1% RP Components				5,219	13,172	46,147	51,859	18,171	134,568
<b>SUBTOTAL</b>				<b>10,439</b>	<b>26,344</b>	<b>92,293</b>	<b>103,717</b>	<b>36,343</b>	<b>269,135</b>
<b>RP COMPONENTS</b>									
School Service Package				931	746,850	4,057,925	4,821,025	1,597,600	11,224,331
8 Policy Activities (wkshps/conf)	500			1,000	1,000	1,000	500	500	4,000
Particpant Training				0	134,330	220,730	134,330	59,030	548,420
Technical Assistance (BPM)	10,000			10,000	20,000	20,000	20,000	10,000	80,000
Operations Research Grants				10,000	15,000	15,000	10,000	0	50,000
FONHEP Grant				500,000	400,000	300,000	200,000	150,000	1,550,000
<b>SUBTOTAL</b>				<b>521,931</b>	<b>1,317,180</b>	<b>4,614,655</b>	<b>5,185,855</b>	<b>1,817,130</b>	<b>13,456,751</b>

EDUCATION 2004 RP  
Summary of RP Institutional Contractor

LINE ITEMS	Cost per Month/ Unit	No# of P Months Required	FY96	2 mos FY97	12 mos FY98	12 mos FY99	12 mos FY00	11 mos FY01	49 mos TOTAL
<b>RP INSTITUTIONAL CONTRACTOR</b>									
TOTAL w/o G&A				839,000	2,142,333	5,539,298	6,156,639	2,697,779	17,375,049
GENERAL & ADMINISTRATIVE @2.75%				23,073	58,914	152,331	169,308	74,189	477,814
TOTAL w/o fee				862,073	2,201,247	5,691,629	6,325,947	2,771,967	17,852,862
FIXED FEE @ 4%				34,483	88,050	227,665	253,038	110,879	714,114
GRAND TOTAL				896,556	2,289,297	5,919,294	6,578,984	2,882,846	18,566,977
								<i>Rounded to</i>	18,657,000

EDUCATION 2004 RP

Summary of Levels & Costs for 1,000 Primary Schools (Groups C1,C2,C3,C4,NA1,NB1, & NB2)

SUMMARY					FY96	FY97	FY98	FY99	FY00	FY01	TOTAL	
	No# of Pupils 144,000	Total No# of Teachers	Total No# of Directors	Total No# of Parents								
<b>SUMMARY OF 600 PRIMARY SCHOOLS</b>												
Groups C1, C2, C3, C4 & NA1							3,600	600	180,000			
<b>Teacher Training (2 yrs)</b>					<b>Number of Teachers</b>							
Cycle 1					\$520.00 Per Year							
Cycle 2							450	2,550	600	0	3,600	
Subtotal							150	300	2,550	600	3,600	
Cost							600	2,850	3,150	600	7,200	
							\$312,000	\$1,482,000	\$1,638,000	\$312,000	\$3,744,000	
<b>Director Training (2 yrs)</b>					<b>Number of Directors</b>							
Cycle 1					\$1,180 Per Year							
Cycle 2							75	425	100	0	600	
Subtotal							25	50	425	100	600	
Cost							100	475	525	100	1,200	
							\$118,000	\$560,500	\$619,500	\$118,000	\$1,416,000	
<b>Textbooks</b>					<b>Number of Textbooks</b>							
Cycle 1					\$9.00 Per Year							
Cycle 2							18,000	102,000	24,000	0	144,000	
Subtotal							0	18,000	102,000	24,000	144,000	
Cost							18,000	120,000	126,000	24,000	288,000	
							\$162,000	\$1,080,000	\$1,134,000	\$216,000	\$2,592,000	
<b>School Supplies</b>					<b>Number of School Supplies</b>							
Cycle 1					\$6.00 Per Year							
Cycle 2							18,000	102,000	24,000	0	144,000	
Subtotal							0	18,000	102,000	24,000	144,000	
Cost							18,000	120,000	126,000	24,000	288,000	
							\$108,000	\$720,000	\$756,000	\$144,000	\$1,728,000	
<b>Distance Education</b>					<b>Number of Interventions</b>							
Training of Teachers & Directors					Number of Teachers & Directors							
Materials to Students					Number of Materials							
Subtotal					\$5.00 Per Year							
Cost							175	1,120	1,400	1,505	0	4,200
							0	6,000	38,400	48,000	51,600	144,000
							175	7,120	39,800	49,505	51,600	148,200
							\$875	\$35,600	\$199,000	\$247,525	\$258,000	\$741,000
<b>Parent Education</b>					<b>Number of Interventions</b>							
School-Parent Meetings (1 per month)					Number of PTA Meetings							
Audio Programs (1 per quarter)					Number of Times Audio Programs Delivered							
Subtotal					\$2.25 Per Year							
Cost							25	3,750	5,475	6,000	7,200	22,450
							0	1,250	1,825	2,000	2,400	7,475
							25	5,000	7,300	8,000	9,600	29,925
							\$56	\$11,250	\$16,425	\$18,000	\$21,600	\$67,331

DIRECT COST FOR C1,C2,C3,C4 & NA1

\$0      \$931      \$746,850      \$4,057,925      \$4,413,025      \$1,069,600      \$10,288,331

Continued.....

SUMMARY					FY96	FY97	FY98	FY99	FY00	FY01	TOTAL
	No# of Pupils 96,000	Total No# of Teachers	Total No# of Directors	Total No# of Parents							
<b>SUMMARY OF 400 PRIMARY SCHOOLS</b>											
Groups NB1 & NB2		2,400	400	120,000							
Distance Education		<b>Number of Interventions</b>									
Materials to Students		Number of Materials Delivered			0	0	0	0	48,000	96,000	144,000
Subtotal		\$2.50 Per Year Per Pupil							48,000	96,000	144,000
Cost									\$120,000	\$240,000	\$360,000
School Supplies		<b>Number of School Supplies</b>			0	0	0	0	48,000	48,000	96,000
Subtotal		\$6.00 Per Year Per Child							48,000	48,000	96,000
Cost									\$288,000	\$288,000	\$576,000
<b>DIRECT COST FOR NB1 &amp; NB2</b>					\$0	\$0	\$0	\$0	\$408,000	\$528,000	\$936,000
					FY96	FY97	FY98	FY99	FY00	FY01	TOTAL
<b>TOTAL FOR ALL GROUPS</b>					\$0	\$931	\$746,850	\$4,057,925	\$4,821,025	\$1,597,600	\$11,224,331

EDUCATION 2004 RP

Summary of Service Levels for 1,000 Primary Schools ( Groups C1, C2, C3, C4, NA1, NB1 and NB2)

SUMMARY					FY96	FY97	FY98	FY99	FY00	FY01	TOTAL
No# of Pupils	Total No# of Teachers	Total No# of Directors	Total No# of Parents								
144,000	3,600	600	180,000								
<b>GROUPS: C1, C2, C3, C4, &amp; NA1, (600 Primary Schools)</b>											
<b>Teacher Training (2 yrs)</b>					<b>Number of Teachers</b>						
Cycle 1							450	2,550	600	0	3,600
Cycle 2							150	300	2,550	600	3,600
<b>Director Training (2 yrs)</b>					<b>Number of Directors</b>						
Cycle 1							75	425	100	0	600
Cycle 2							25	50	425	100	600
<b>Textbooks</b>					<b>Number of Textbooks</b>						
Cycle 1							18,000	102,000	24,000	0	144,000
Cycle 2							0	18,000	102,000	24,000	144,000
<b>School Supplies</b>					<b>Number of School Supplies</b>						
Cycle 1							18,000	102,000	24,000	0	144,000
Cycle 2							0	18,000	102,000	24,000	144,000
<b>Distance Education</b>					<b>Number of Interventions</b>						
Training of Teachers & Directors						175	1,120	1,400	1,505	0	4,200
Materials to Students						0	6,000	38,400	48,000	51,600	144,000
<b>Parent Education</b>					<b>Number of Interventions</b>						
School-Parent Meetings (1 per month)						25	3,750	5,475	6,000	7,200	22,450
Audio Programs (1 per quarter)						0	1,250	1,825	2,000	2,400	7,475
	No# of Pupils	Total No# of Teachers	Total No# of Directors	Total No# of Parents	FY96	FY97	FY98	FY99	FY00	FY01	Totals
	96,000	2,400	400	120,000							
<b>GROUPS: NB1 &amp; NB2 (400 Primary Schools)</b>											
<b>Distance Education</b>					<b>Number of Interventions</b>						
Materials to Students									48,000	96,000	144,000
School Supplies									48,000	48,000	96,000

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EDUCATION 2004 RP  
 Summary of Teacher Training for the CAEB – 600 Primary Schools

	TEACHERS	No# of Teachers	FY96			FY97 (Oct-Sept)			FY98 (Oct-Sept)			FY99 (Oct-Sept)			FY00 (Oct-Sept)			FY01 (Oct-Sept)			TOTAL
			Sep	Dec	Apr	Jul	Dec	Apr	Jul	Dec	Apr	Jul	Dec	Apr	Jul	Dec	Apr	Jul			
	Group C1 – 25 Schools	150																			
	Cycle 1 (Dec 97)				150																
	Cycle 2 (July 98)					150															
	Group C2 – 50 Schools	300																			
	Cycle 1 (April 98)					300															
	Cycle 2 (April 99)								300												
	Group C3 – 250 School	1,500																			
	Cycle 1 (Dec 98/Apr 99)							750	750												
	Cycle 2 (July/Dec 99)									750	750										
	Group C4 – 175 School	1,050																			
	Cycle 1 (July/Dec99)									1,050											
	Cycle 2 (July/Dec 00)											1,050									
	Group NA1 – 100 Schox	600																			
	Cycle 1 (Dec 99/Apr 00)											300	300								
	Cycle 2 (Dec 00/Apr 01)													300	300						
	<b>Total Cycle 1</b>		0			150	300	0	750	750	1,050	300	300	0	0	0	0	0	0	0	3,600
	<b>Total Cycle 2</b>		0			0	0	150	0	300	0	750	750	1,050	300	300	0	0	0	0	3,600
	<b>Grand Total</b>		0			150	300	150	750	1,050	1,050	1,050	1,050	1,050	300	300	0	0	0	0	7,200
	<b>FY Totals</b>		0			600			2,850			3,150			600						
						FY98			FY99			FY00			FY01						

1# Each Teacher receives two training cycles and pedagogical follow up days over a 2 year period. Therefore, to produce 3,600 CAEB trained teachers, the training numbers actually double to 7,200.  
 2# The months of April, July and December are traditional training periods as they correspond with Easter, summer break and Christmas, periods when schools are not in session.

**EDUCATION 2004 RP**  
**Summary of School Director CAEB Training – 600 Primary Schools**

	No# of Directors	FY96		FY97 (Oct-Sept)			FY98 (Oct-Sept)			FY99 (Oct-Sept)			FY00 (Oct-Sept)			FY01 (Oct-Sept)			TOTAL
		Sept	Dec	Apr	Jul														
<b>Group C1 – 25 Schools</b>	<b>25</b>																		
Cycle 1 (Dec 97)						25													
Cycle 2 (July 98)								25											
<b>Group C2 – 50 Schools</b>	<b>50</b>																		
Cycle 1 (April 98)								50											
Cycle 2 (April 99)										50									
<b>Group C3 – 250 Schools</b>	<b>250</b>																		
Cycle 1 (Dec 98/Apr 99)									125	125									
Cycle 2 (July/Dec 99)											125	125							
<b>Group C4 – 175 Schools</b>	<b>175</b>																		
Cycle 1 (July/Dec99)											175								
Cycle 2 (July/Dec 00)															175				
<b>Group NA1 – 100 School</b>	<b>100</b>																		
Cycle 1 (Dec 99/Apr 00)												50	50						
Cycle 2 (Dec 00/Apr 01)														50	50				
<b>Total Cycle 1</b>	<b>0</b>					25	50	0	125	125	175	50	50	0	0	0	0	600	
<b>Total Cycle 2</b>	<b>0</b>					0	0	25	0	50	0	125	125	175	50	50	0	600	
<b>Grand Total</b>	<b>0</b>					25	50	25	125	175	175	175	175	175	50	50	0	1,200	
<b>FY Totals</b>		0					100			475			525			100			
							<b>FY98</b>			<b>FY99</b>			<b>FY00</b>			<b>FY01</b>			

1# Each School Director receives two training cycles of pedagogy and administration over a 2 year period. Therefore, to produce 950 trained school directors, the training numbers actually double to 1,900.  
 2# The months of April, July and December are traditional training periods as they correspond with Easter, summer break and Christmas, periods when schools are not in session.

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**EDUCATION 2004 RP**  
**Summary of Textbook Levels and Distribution Plan – 600 Primary Schools**

TEXTBOOKS	No# of Students	FY96		FY97		FY98		FY99		FY00		FY01		TOTAL
		Sept	Dec	Jan	Oct	Jan	Oct	Jan	Oct	Jan	Oct	Jan		
<b>Group C1 – 25 Schools</b>	<b>6,000</b>													
Cycle 1 (Oct 97)					6,000									
Cycle 2 (Oct 98)							6,000							
<b>Group C2 – 50 Schools</b>	<b>12,000</b>													
Cycle 1 (Jan 98)						12,000								
Cycle 2 (Jan 99)								12,000						
<b>Group C3 – 250 Schools</b>	<b>60,000</b>													
Cycle 1 (Oct 98)							60,000							
Cycle 2 (Oct 99)									60,000					
<b>Group C4 – 175 Schools</b>	<b>42,000</b>													
Cycle 1 (Jan 99)								42,000						
Cycle 2 (Jan 00)										42,000				
<b>Group NA1 – 100 Schools</b>	<b>24,000</b>													
Cycle 1 (Oct 99)									24,000					
Cycle 2 (Oct 00)											24,000			
<b>Total Cycle 1</b>		0	0	0	6,000	12,000	60,000	42,000	24,000	0	0	0	0	144,000
<b>Total Cycle 2</b>		0	0	0	0	0	6,000	12,000	60,000	42,000	24,000	0	0	144,000
<b>Grand Total</b>		0	0	0	6,000	12,000	66,000	54,000	84,000	42,000	24,000	0	0	288,000
<b>FY Totals</b>		0	0	0	18,000	120,000	126,000	126,000	24,000	24,000	24,000	0	0	
		FY96	FY97	FY98	FY98	FY99	FY99	FY00	FY00	FY01	FY01			

1# Each of the participating 600 primary schools will receive two textbook cycles.  
 Estimates are based upon 240 children per school.  
 2# The months of October and January are traditional textbook distribution periods as they mark the beginning of each school semester.

**EDUCATION 2004 RP**  
**Summary of School Supply Levels and Distribution Plan – 600 Primary Schools**

SCHOOL SUPPLIES	No# of Students	FY96		FY97		FY98		FY99		FY00		FY01		TOTAL
		Sept	Dec	Jan	Oct	Jan	Oct	Jan	Oct	Jan	Oct	Jan		
<b>Group C1 – 25 Schools</b>	<b>6,000</b>													
Cycle 1 (Oct 97)					6,000									
Cycle 2 (Oct 98)							6,000							
<b>Group C2 – 50 Schools</b>	<b>12,000</b>													
Cycle 1 (Jan 98)						12,000								
Cycle 2 (Jan 99)								12,000						
<b>Group C3 – 250 Schools</b>	<b>60,000</b>													
Cycle 1 (Oct 98)								60,000						
Cycle 2 (Oct 99)									60,000					
<b>Group C4 – 175 Schools</b>	<b>42,000</b>													
Cycle 1 (Jan 99)								42,000						
Cycle 2 (Jan 00)										42,000				
<b>Group NA1 – 100 Schools</b>	<b>24,000</b>													
Cycle 1 (Oct 99)										24,000				
Cycle 2 (Oct 00)											24,000			
<b>Total Cycle 1</b>		0	0	0	6,000	12,000	60,000	42,000	24,000	0	0	0	0	144,000
<b>Total Cycle 2</b>		0	0	0	0	0	6,000	12,000	60,000	42,000	24,000	0	0	144,000
<b>Grand Total</b>		0	0	0	*****	12,000	66,000	54,000	84,000	42,000	24,000	0	0	288,000
<b>FY Totals</b>		0	0	0	18,000	120,000	126,000	126,000	24,000	24,000	0	0	0	
		FY96	FY97	FY98	FY98	FY99	FY99	FY00	FY00	FY01	FY01			

1# Each of the 600 participating primary schools will receive basic school supplies such as pencils, notebooks, ruler, etc., for two cycles. Estimates are based upon 240 children per school.  
 2# The months of October and January are traditional school distribution periods as they mark the beginning of each school semester. To the extent feasible, school supplies will be distributed with textbooks.

**EDUCATION 2004 RP**  
**Summary of Distance Education Levels and Distribution Plan – 600 Primary Schools**

			FY96		FY97		FY98		FY99		FY00		FY01		TOTAL
			Sept	Sept	Oct	Sept	Oct	Sept	Oct	Sept	Oct	Sept	Oct		
<b>DISTANCE EDUCATION</b>	<b>No# of Students</b>	<b>No# of Teachers and Directors</b>													
Group C1 – 25 Schools	6,000	175													
Training (Sept 97) #3				175											
Materials Distribution (Oct 97)					6,000										
Group C2 – 50 Schools	12,000	350													
Training (Sept 98)						350									
Materials Distribution (Oct 98)							12,000								
Group C3 – 250 Schools	60,000	1,750													
Training (Sept 99)						770		980							
Materials Distribution (Oct 99)							26,400		33,600						
Group C4 – 175 Schools	42,000	1,225													
Training (Sept 00)								420		805					
Materials Distribution (Oct 00)									14,400		27,600				
Group NA1 – 100 Schools	24,000	700													
Training (Sept 01)										700					
Materials Distribution (Oct 01)											24,000				
<b>Total Training</b>			0	175	0	1,120	0	1,400	0	1,505	0	0	0	0	4,200
<b>Total Materials</b>			0	0	6,000	0	38,400	0	48,000	0	51,600	0	0	0	144,000
<b>FY TOTALS</b>			<b>FY96</b>	<b>FY97</b>	<b>FY98</b>	<b>FY99</b>	<b>FY00</b>	<b>FY01</b>							
	<b>Training</b>		0	175	1,120	1,400	1,505	0							
	<b>Materials</b>		0	0	6,000	38,400	48,000	51,600							

1# Each of the 600 participating primary schools will receive a distance education program. Initial formal training and set up materials are provided with ongoing oversight and introduction of new materials.

2# Estimates are based upon 240 children; 6 teachers and 1 director per school.

3# The implementation of distance education follows a different phasing so as to allow for identified experimentation by Groups and or Subgroups. mark the beginning of each school semester. To the extent feasible, school supplies will be distributed with textbooks.

**EDUCATION 2004 RP**  
**Summary of Parent Education Implementation Plan – 600 Primary Schools**

PARENT EDUCATION			FY96	FY97	FY98	FY99	FY00	FY01	TOTAL
No# of Students	No# of Parents								
Group C1 – 25 Schools	6,000	7,500							
School-Parent Meetings (1 per month)			25	300	300	300	300	1,225	
Audio Programs (1 per quarter)			0	100	100	100	100	400	
Group C2 – 50 Schools	12,000	15,000							
School-Parent Meetings (1 per month)			450	600	600	600	2,250		
Audio Programs (1 per quarter)		150	200	200	200	750			
Group C3 – 250 Schools	60,000	75,000							
School-Parent Meetings (1 per month)			3,000	3,000	3,000	3,000	12,000		
Audio Programs (1 per quarter)		1,000	1,000	1,000	1,000	4,000			
Group C4 – 175 Schools	42,000	52,500							
School-Parent Meetings (1 per month)			1,575	2,100	2,100	5,775			
Audio Programs (1 per quarter)		525	700	700	1,925				
Group NA1 – 100 Schools	24,000	30,000							
School-Parent Meetings (1 per month)							1,200	1,200	
Audio Programs (1 per quarter)						400	400		
Total School-Parent Meetings			0	25	3,750	5,475	6,000	7,200	22,450
Total Audio Programs			0	0	1,250	1,825	2,000	2,400	7,475
<b>FY TOTALS</b>			<b>FY96</b>	<b>FY97</b>	<b>FY98</b>	<b>FY99</b>	<b>FY00</b>	<b>FY01</b>	
School-Parent Meetings			0	25	3,750	5,475	6,000	7,200	
Audio Programs Offered			0	0	1,250	1,825	2,000	2,400	

1# Each of the 600 participating primary schools and parents will be required to hold monthly meetings. Modest financial assistance may be provided.

2# Estimates are based upon 300 parents per school.

3# Audio programs will be made available quarterly to parents of participating schools.

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SUMMARY OF NETWORK PACKAGE FOR 400 PRIMARY SCHOOLS (GROUPS NB1 & NB2)

EDUCATION 2004 RP

Summary of Network Package for 400 Primary Schools (Groups NB1 & NB2)

SELECTED INTERVENTIONS	No# of Students	No# of Teachers and Directors	FY96	FY97	FY98	FY99	FY00	FY01	TOTAL
			Oct	Oct	Oct	Oct	Oct	Oct	
<b>Group NB1 – 200 Schools</b>	48,000	1,400							
Distance Education Materials							48,000	48,000	96,000
School Supplies							48,000	0	48,000
<b>Subtotal</b>							96,000	48,000	144,000
<b>Group NB2 – 200 Schools</b>	48,000	1,400							
Distance Education Materials								48,000	48,000
School Supplies								48,000	48,000
<b>Subtotal</b>								96,000	96,000
<b>FY TOTALS</b>			<b>FY96</b>	<b>FY97</b>	<b>FY98</b>	<b>FY99</b>	<b>FY00</b>	<b>FY01</b>	
Distance Education Materials			0	0	0	0	48,000	96,000	144,000
School Supplies			0	0	0	0	48,000	48,000	96,000

- 1# Group NB1 will receive 2 years of intervention with a reduced distance education program.
- 2# Group NB2 will receive one year of a reduced distance education intervention package.
- 3# Both Group NB1 and NB2 will receive school supplies for one year only.
- 4# Estimates are based upon 240 children; 6 teachers and 1 director per school.
- 5# The implementation of this package allows for identified experimentation with Groups.
- 6# Estimates are based upon 240 children; 6 teachers and 1 director per school.



Continued.....

**SHORT-TERM**

			Total No# Participants	Total No# of T Months	Total Cost	FY96	FY97	FY98	FY99	FY00	FY01	Totals
<b>POLICY RELATED TRAINING</b>			74	32	162,460							
<b>US</b>	<b># of Participants</b>	<b>Number of Participants Months</b>										
1 three month @4 per group	4	\$7,200 Per Training Month						12	0	0		12
4 two week @ 3 per group	12	\$9,000 Per Training Month						1.5	1.5	1.5	1.5	6
Subtotal	16							1.5	13.5	1.5	1.5	18
Cost								\$13,500	\$99,900	\$13,500	\$13,500	\$140,400
<b>Third Country</b>		<b>Number of Participant Months</b>										
3 four day @2 per group	6	\$1,500 Per Training Month						0.26	0.26	0.26	0.26	1
3 one week@ 4 per group	12	\$3,500 Per Training Month						1	1	1	0	3
Subtotal	18							1.26	1.26	1.26	0.26	4.04
Cost								\$3,890	\$3,890	\$3,890	\$390	\$12,060
<b>Local</b>		<b>Number of Participant Months</b>										
4 one week @10 per group	40	\$1,000 Per Training Month						2.5	2.5	2.5	2.5	10
Subtotal	40							2.5	2.5	2.5	2.5	10
Cost								\$2,500	\$2,500	\$2,500	\$2,500	\$10,000
<b>TOTAL PERSON MONTHS</b>		<b>Total Participant Months</b>						5.26	17.26	5.26	4.26	32
<b>TOTAL COST</b>		<b>Total Cost</b>						\$19,890	\$106,290	\$19,890	\$16,390	\$162,460

			FY96	FY97	FY98	FY99	FY00	FY01	TOTAL
<b>Total Participant Training Cost</b>	<i>170 Participants</i>	<i>107 Training Mos</i>	\$0	\$0	\$134,330	\$220,730	\$134,330	\$59,030	\$548,420

1# A Participant Training month is 30 days and includes local time from the point of selection but must be reported as in-country PM.

2# As English speaking will not be a criteria all U.S. programs will include 1 interpreter per group. The interpreters will be selected from the candidates and thus will be included in the number of PMs.

3# All non English speaking groups will receive one week local training in survival English.

4# All costs associated with Training are included: Pre-Departure Orientation, medicals, visas, and applications, testing, language training, travel, living allowance, health insurance, tuition, materials and follow on.

EDUCATION 2004 RP  
Summary of Policy Activity Cost

SUMMARY		FY96	FY97	FY98	FY99	FY00	FY01	TOTAL
Participant Training (see summary of FT levels for more detail)	>>>>>	0	0	19,890	106,290	19,890	16,390	162,460
Policy Workshops/Forums	>>>>>	0	1,000	1,000	1,000	500	500	4,000
Short Term Technical Assistance	>>>>>	0	5,000	7,500	7,500	7,500	2,500	30,000
Operations Research Grants	>>>>>	0	7,500	5,000	5,000	5,000	2,500	25,000
<b>TOTAL</b>		<b>0</b>	<b>13,500</b>	<b>33,390</b>	<b>119,790</b>	<b>32,890</b>	<b>21,890</b>	<b>221,460</b>

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**ANNEX B**

**NEW ACTIVITY DESIGN (NAD)**

**APPROVAL CABLE**

# FINAL APPROVAL CABLE

UNCLAS

ADM AID

SECSTATE 24706

File:  
ED 2004  
NAD

ACTION: AID-2  
INFO: DCM-1 AMB-1

DISTRIBUTION: AIDA  
CHARGE: AID

VZCZCPU0322  
PP RUEHPU  
DE RUEHC #4706 0390205  
ZNR UUUUU ZZH  
P 080159Z FEB 96  
FM SECSTATE WASHDC  
TO AMEMBASSY PORT AU PRINCE PRIORITY 5150  
BT  
UNCLAS STATE 024706

ADM AID

E.O. 12958: N/A

TAGS:

SUBJECT: REVIEW OF HAITI EDUCATION 2004 NAD

1. SUSAARY. LAC BUREAU REVIEWED SUBJECT NAD ON DECEMBER 13, 1995, WITH PARTICIPATION OF LAC/SPM, LAC/CAR, LAC/RSD AND G/HCD. THE MEETING WAS CHAIRED BY JANICE WEBER, DIRECTOR, SPM. BUREAU IS VERY PLEASED AND CONGRATULATES THE MISSION ON A MUCH IMPROVED DOCUMENT THAT ADDRESSES ALL PREVIOUS CONCERNS REGARDING DEVELOPMENT OF THE EDUCATION 2004 NAD. MISSION IS AUTHORIZED TO PROCEED WITH THE DEVELOPMENT AND APPROVAL OF THIS ACTIVITY. BUREAU SUGGESTS THAT THE FOLLOWING BE TAKEN INTO CONSIDERATION DURING THIS PROCESS. END SUMMARY.

2. IN RESPECT TO ITS PLANNED EFFORT TO ESTABLISH AN ENDOWMENT OR TRUST FUND FOR INSTITUTIONAL STRENGTHENING, THE MISSION MAY CONSIDER IT PRUDENT TO DEFER THIS EXERCISE UNTIL AFTER THE STRENGTHENING OF FONHEP'S INSTITUTIONAL CAPACITY AS AN NGO IS COMPLETED. AS THE MISSION IS AWARE, AGENCY REQUIREMENTS FOR SETTING UP A DOLLAR-FUNDED ENDOWMENT ARE QUITE STRICT; GIVEN FONHEP'S INSTITUTIONAL VULNERABILITY, IT IS DIFFICULT TO SEE HOW AGENCY REQUIREMENTS COULD BE SATISFIED FOR SETTING UP AN ENDOWMENT FOR FONHEP IN THE FORESEEABLE FUTURE. IN THE

MEANTIME, EFFORTS AT EXAMINING THE FEASIBILITY OF AN ENDOWMENT OR TRUST FUND ONCE THE EDUCATION 2004 ACTIVITY IS UNDERWAY, GENERATING SUPPORT FOR FONHEP, INCLUDING SUPPORT FOR THE MINISTRY OF EDUCATION, FROM OTHER DONORS AND DEVELOPING ADDITIONAL STAKEHOLDERS SHOULD BE PURSUED.

3. BECAUSE AVAILABLE GENDER DATA ARE POOR AND SOMETIMES CONTRADICTIONARY, WE URGE THAT A GENDER ANALYSIS BE CONDUCTED TO INFORM THE DESIGN. IN VIEW OF THE EXPECTED RESULT OF

UNCLAS

ADM AID

SECSTATE 24706

INCREASED GENDER EQUITY AWARENESS, IT IS PARTICULARLY IMPORTANT THAT GENDER EQUITY CONCERNS BE ADDRESSED IN THE DESIGN OF ACTIVITIES SUPPORTING IMPROVED CURRICULUM, TEACHER AND ADMINISTRATOR TRAINING AND TEXTBOOKS AND MATERIALS, AS WELL AS IN THE DISTANCE EDUCATION COMPONENT; AND THAT PERFORMANCE FOR ALL SUCH COMPONENTS BE TRACKED BY GENDER.

4. THE REVIEW NOTED WITH APPROVAL THE CLOSE COLLABORATION BETWEEN G/HCD AND THE MISSION, WHICH RESULTED IN THE PRE PILOT DISTANCE EDUCATION ACTIVITY. WE ENCOURAGE CONTINUATION OF THIS PRODUCTIVE COLLABORATION WITH G AND LAC/RSD IN THE DEVELOPMENT OF EDUCATION 2004. WE NOTE THAT THIS COLLABORATION WILL ASSIST PARTICULARLY IN DEFINING THE EXPECTED ACHIEVEMENTS AND RELATED ISSUES OF SUSTAINABILITY FOR THE VARIOUS ACTIVITY COMPONENTS.

5. WE NOTE THAT THE STRATEGIC OBJECTIVE TREE SUBMITTED AS AN ANNEX TO THE NAD WILL NEED SOME REVISIONS RESPECTIVE TO ITS SO INDICATORS AND ITS PRIMARY EDUCATION PROGRAM OUTCOME, AND AS IT IS CONVERTED TO THE RESULTS FRAMEWORK. LAC STANDS READY TO ASSIST THE MISSION AS NEEDED.

6. LITERACY FIGURES ARE FREQUENTLY CITED AS INDICATIVE OF THE PREVAILING SOCIAL, ECONOMIC AND POLITICAL CONDITION IN HAITI. BUREAU REMAINS SENSITIVE TO THE HIGH RATE OF ADULT ILLITERACY IN HAITI AND URGES THE MISSION TO CONSIDER WAYS IT CAN SUPPORT NGO PROGRAMS THAT TARGET THIS PROBLEM, AND THEREBY REINFORCE ITS STRATEGIC OBJECTIVE TO PROMOTE HEALTHIER, SMALLER AND BETTER EDUCATED FAMILIES.

TARNOFF

BT

#4706

NNNN

**ANNEX C**

**INITIAL ENVIRONMENTAL EXAMINATION**

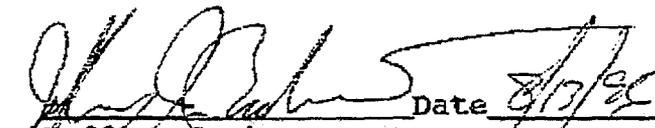


U.S. AGENCY FOR  
INTERNATIONAL  
DEVELOPMENT

LAC-IEE-96-38

**REQUEST FOR A CATEGORICAL EXCLUSION**

Project Location : Haiti  
Project Title : Education 2004  
Project Number : 521-0259  
Funding : \$20 million  
Life of Project : 5 years  
IEE Prepared by : Melissa Knight, MEO  
 USAID/Haiti  
Recommended Threshold Decision: Categorical Exclusion  
Bureau Threshold Decision : Concur with Recommendation  
 Comments : None

  
 Date 8/13/96  
 Jeffrey Brokaw  
 Chief Environmental Officer  
 Bureau for Latin America  
 and the Caribbean

Copy to : Larry Crandall, Mission Director  
 USAID/Haiti  
 Copy to : Melissa Knight, USAID/Haiti  
 Copy to : Lynn Gorton, USAID/Haiti/PHN  
 Copy to : Paul Thorn, LAC/SPM-CAC  
 Copy to : Dan Riley, LAC/CAR  
 Copy to : IEE File

**ANNEX D**

**STATUTORY CHECKLIST**

**USAID STATUTORY CHECKLISTS**  
[revised June 11, 1996]

**ASSISTANCE CHECKLIST**

Listed below are criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive the following categories of assistance: (A) both Development Assistance and Economic Support Funds; (B) Development Assistance only; or (C) Economic Support Funds only.

CROSS REFERENCE: IS COUNTRY CHECKLIST UP TO DATE?

Yes. Country Checklist was completed this fiscal year (FY96) for the Haiti FY96 Budget Support Program, No. 521-0253.

**A. DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUNDS**

**1. Congressional Notification**

a. **General Requirement** (FY 1996 Appropriations Act Sec. 515; FAA Sec. 634A): If money is to be obligated for an activity or strategic objective not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the Appropriations Act notification requirement has been waived because of substantial risk to human health or welfare)?

A Congressional Notification (CN) has been prepared by USAID/Haiti and transmitted to AID/W. No funds will be obligated for this activity until the CN has cleared.

b. **Special Notification Requirement** (FY 1996 Appropriations Act Sec. 520): Are all activities proposed for obligation subject to prior congressional notification?

Yes

c. **Notice of Account Transfer** (FY 1996 Appropriations Act Sec. 509): If funds are being obligated under an appropriation account to which they were not appropriated, has the President

consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures?

N/A

**d. Cash Transfers and Nonproject Sector Assistance (FY 1996**

Appropriations Act Sec. 532(b)(3)): If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice included a detailed description of how the funds will be used, with a discussion of U.S. interests to be served and a description of any economic policy reforms to be promoted?

N/A

**2. Engineering and Financial Plans (FAA Sec. 611(a)):** Prior to an obligation in excess of \$500,000, will there be: (a) engineering, financial or other plans necessary to carry out the assistance; and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?

(a) Detailed financial plans have been incorporated into the RP documentation.

(b) Yes.

**3. Legislative Action (FAA Sec. 611(a)(2)):** If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance?

A bilateral agreement in excess of \$500,000 is not anticipated.

**4. Water Resources (FAA Sec. 611(b)):** If the assistance is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)?

N/A

**5. Cash Transfer/Nonproject Sector Assistance Requirements (FY 1996 Appropriations Act Sec. 532).** If assistance is in the form of a cash

transfer or nonproject sector assistance:

a. **Separate Account:** Are all such cash payments to be maintained by the country in a separate account and not commingled with any other funds (unless such requirements are waived by Congressional notice for nonproject sector assistance)?

N/A

b. **Local Currencies:** If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies:

N/A

(1) Has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account?

N/A

(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?

N/A

(3) Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?

N/A

(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining

in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?

N/A

**6. Capital Assistance** (FAA Sec. 611(e)): If capital assistance is proposed (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the assistance effectively?

N/A

**7. Local Currencies**

**a. Recipient Contributions** (FAA Secs. 612(b), 636(h)): Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.

It is not anticipated that the country will contribute local currencies to this activity. A host country contribution waiver has been prepared to this effect, although a three million cash and in-kind Haitian contribution is expected.

**b. US-Owned Foreign Currencies**

(1) **Use of Currencies** (FAA Secs. 612(b), 636(h)): Are steps being taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services.

USAID has no U.S.-owned local currency.

(2) **Release of Currencies** (FAA Sec. 612(d)): Does the U.S. own non-PL 480 excess foreign currency of the country and, if so, has the agency endeavored to obtain agreement for its release in an amount equivalent to the dollar amount of the assistance?

USAID has no U.S.-owned local currency.

**8. Trade Restrictions - Surplus Commodities** (FY 1996 Appropriations Act

Sec. 513(a)): If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity?

N/A

9. **Environmental Considerations** (FAA Sec. 117; USAID Regulation 16, 22 CFR Part 216): Have the environmental procedures of USAID Regulation 16 been met?

Yes. A request for categorical exclusion has been signed by the LAC Environmental Officer.

10. **PVO Assistance**

a. **Auditing** (FY 1996 Appropriations Act Sec. 551): If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of USAID?

N/A

b. **Funding Sources** (FY 1996 Appropriations Act, Title II, under heading "Private and Voluntary Organizations"): If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government? If not, has the requirement been waived?

N/A

11. **Agreement Documentation** (Case-Zablocki Act, 1 U.S.C. Sec. 112b, 22 C.F.R. Part 181): For any bilateral agreement over \$25 million, has the date of signing and the amount involved been cabled to State L/T immediately upon signing and has the full text of the agreement been pouched to State/L within 20 days of signing?

N/A

12. **Metric System** (Omnibus Trade and

Competitiveness Act of 1988 Sec. 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

Provisions will be made in all procurement documents to ensure the use of the metric system of measurement when required.

13. **Abortions** (FAA Sec. 104(f); FY 1996 Appropriations Act, Title II, under heading "Development Assistance" and Sec. 518):

a. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions? (Note that the term "motivate" does not include the provision, consistent with local law, of information or counseling about all pregnancy options.)

NO

b. Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?

NO

c. Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization? NO

d. Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services? (As a legal matter, DA only.) No funds will be made available for family planning projects.

e. In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning? (As a legal matter, DA only.) N/A

f. Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning? NO

g. Are any of the funds to be made available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization? NO

**14. Procurement**

a. **Source, Origin and Nationality** (FAA Sec. 604(a): Will all procurement be from the U.S., the recipient country, or developing countries except as otherwise determined in accordance with the criteria of this section? YES

b. **Marine Insurance** (FAA Sec. 604(d)): If the cooperating country discriminates against marine insurance companies authorized to do business in

the U.S., will commodities be insured in the United States against marine risk with such a company?

YES

c. **Insurance** (FY 1996 Appropriations Act Sec. 528A): Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. insurance companies have a fair opportunity to bid for insurance when such insurance is necessary or appropriate?

YES

d. **Non-U.S. Agricultural Procurement** (FAA Sec. 604(e)): If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)

N/A

e. **Construction or Engineering Services** (FAA Sec. 604(g)): Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)

N/A

f. **Cargo Preference Shipping** (FAA Sec. 603)): Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial

vessels to the extent such vessels are available at fair and reasonable rates? NO

g. **Technical Assistance** (FAA Sec. 621(a)): If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? YES

h. **U.S. Air Carriers** (Fly America Act, 49 U.S.C. Sec. 1517): If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? YES

i. **Consulting Services** (FY 1996 Appropriations Act Sec. 550): If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)? YES

j. **Notice Requirement** (FY 1996 Appropriations Act Sec. 565): Will agreements or contracts contain notice consistent with FAA section 604(a) and with the sense of Congress that to the greatest extent practicable equipment and products purchased with appropriated funds should be American-made? YES

15. **Construction**

a. **Capital Assistance** (FAA Sec. 601(d)): If capital (e.g., construction) assistance, will U.S. engineering and professional services be used? N/A

b. **Large projects, Congressional**

**Approval** (FAA Sec. 620(k)): If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed \$100 million (except for productive enterprises in Egypt that were described in the Congressional Presentation), or does assistance have the express approval of Congress?

N/A

**16. U.S. Audit Rights** (FAA Sec. 301(d)): If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?

N/A

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

N/A

**18. Narcotics**

**a. Cash Reimbursements** (FAA Sec. 483): Will arrangements preclude use of financing to make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated?

YES

**b. Assistance to Narcotics Traffickers** (FAA Sec. 487): Will arrangements take "all reasonable steps" to preclude use of financing to or through individuals or entities which we know or have reason to believe have either: (1) been convicted of a violation of any law or regulation of the United States or a foreign country relating to narcotics (or other controlled substances); or (2) been an illicit trafficker in, or otherwise involved in the illicit trafficking of, any such controlled substance?

YES

**19. Expropriation and Land Reform** (FAA Sec. 620(g)): Will assistance preclude

use of financing to compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President? YES

20. **Police and Prisons** (FAA Sec. 660): Will assistance preclude use of financing to provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? YES

21. **CIA Activities** (FAA Sec. 662): Will assistance preclude use of financing for CIA activities? YES

22. **Motor Vehicles** (FAA Sec. 636(i)): Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? YES

23. **Export of Nuclear Resources** (FY 1995 Appropriations Act Sec. 506): Will assistance preclude use of financing to finance, except for purposes of nuclear safety, the export of nuclear equipment, fuel, or technology? YES

24. **Publicity, Propaganda and Lobbying** (FY 1996 Appropriations Act Sec. 547; Anti-Lobbying Act, 18 U.S.C. § 1913; Sec. 109(1) of the Foreign Relations Authorization Act, Fiscal Years 1988 and 1989, P.L. 100-204): Will assistance be used to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress? NO

25. **Commitment of Funds** (FAA Sec. 635(h)): Does a contract or agreement entail a commitment for the expenditure of funds during a period in excess of 5 years from the date of the contract or

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agreement?

NO

26. **Impact on U.S. Jobs** (FY 1996 Appropriations Act, Sec. 539):

a. Will any financial incentive be provided to a business located in the U.S. for the purpose of inducing that business to relocate outside the U.S. in a manner that would likely reduce the number of U.S. employees of that business?

NO

b. Will assistance be provided for the purpose of establishing or developing an export processing zone or designated area in which the country's tax, tariff, labor, environment, and safety laws do not apply? If so, has the President determined and certified that such assistance is not likely to cause a loss of jobs within the U.S.?

NO

c. Will assistance be provided for a project or activity that contributes to the violation of internationally recognized workers rights, as defined in section 502(a)(4) of the Trade Act of 1974, of workers in the recipient country, or will assistance be for the informal sector, micro or small-scale enterprise, or smallholder agriculture?

NO

**B. DEVELOPMENT ASSISTANCE ONLY**

1. **Agricultural Exports (Bumpers Amendment)** (FY 1996 Appropriations Act Sec. 513(b)), as interpreted by conference report for original enactment): If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (a) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to

direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (b) in support of research that is intended primarily to benefit U.S. producers?

N/A

2. **Recipient Country Contribution** (FAA Secs. 110, 124(d)): Will the recipient country provide at least 25 percent of the costs of the activity with respect to which the assistance is to be furnished or is this cost-sharing requirement being waived for a "relatively least developed" country?

No. The cost-sharing requirement is being waived for Haiti which is an RLDC, although the activity will seek to obtain at least \$3 million in cash and in-kind contribution from Haitian resources.

3. **Forest Degradation** (FAA Sec. 118):

a. Will assistance be used for the procurement or use of logging equipment? If so, does the an environmental assessment indicate that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems?

N/A

b. Will assistance be used for:  
(1) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas; (2) activities which would result in the conversion of forest lands to the rearing of livestock; (3) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (4) the colonization of forest lands; or (5) the

construction of dams or other water control structures which flood relatively undergraded forest lands? If so, does the environmental assessment indicate that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

N/A

4. **Deobligation/Reobligation** (FY 1995 Appropriations Act Sec. 510): If deob/reob authority is sought to be exercised under section 510 in the provision of DA assistance, are the funds being obligated for the same general purpose and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified? [Note: Compare to no-year authority under section 511.]

N/A

5. **Capital Assistance** (Jobs Through Export Act of 1992, Secs. 303 and 306(d)): If assistance is being provided for a capital activity, is the activity developmentally sound and will it measurably alleviate the worst manifestations of poverty or directly promote environmental safety and sustainability at the community level?

N/A

#### 6. **Loans**

a. **Repayment capacity** (FAA Sec. 122(b)): Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.

N/A

b. **Long-range plans** (FAA Sec. 122(b)): Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

N/A

c. **Interest rate** (FAA Sec. 122(b)): If development loan is

repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter?

N/A

d. **Exports to United States** (FAA Sec. 620(d)): If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

N/A

7. **Planning and Design Emphases.** Has agency guidance or the planning and design documentation for the specific assistance activity under consideration taken into account the following, if applicable?

a. **Economic Development.** FAA Sec. 101(a) requires that the activity give reasonable promise of contributing to the development of economic resources or to the increase of productive capacities and self-sustaining economic growth.

Completed primary education helps alleviate poverty and advance economic and social development. Individuals who have completed primary school tend to have higher earnings, better nutritional status, lower fertility and higher participation in civic affairs. This activity is precisely designed to promote primary education level and to increase school completion rate.

b. **Special Development Emphases.** FAA Secs. 102(b), 113, 281(a) require that assistance: (1) effectively involve

Ed2004 funds will be

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122

the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (2) encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries.

**c. Development Objectives.** FAA Secs. 102(a), 111, 113, 281(a) require that assistance: (1) effectively involve the poor in development, by expanding access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries?

used to implement education activities in 1000 schools throughout the country in support of the development of local pedagogical learning centers. A key strategic approach is to integrate parent/community groups into the decentralization process at the school level. Special emphasis is placed on gender issues in the RP.

This RP favors policy dialogue and supports a national consensus building process. It proposes a quality network tactic to encourage geographically proximate schools to share ideas and resources in order that a critical mass is created to sustain benefits over time. It calls for the establishment of PTAs (Parents/Teachers Associations) and learning centers at the local level. It encourages a broad-based community participation at large. It demands the presence of at least 50 percent women teachers, or the possibility to recruit women

teachers for  
training.

d. **Agriculture, Rural Development and Nutrition, and Agricultural Research.** FAA Secs. 103 and 103A require that: (1) **Rural poor and small farmers:** assistance for agriculture, rural development or nutrition be specifically designed to increase productivity and income of rural poor; and assistance for agricultural research take into account the needs of small farmers and make extensive use of field testing to adapt basic research to local conditions; (2) **Nutrition:** assistance be used in coordination with efforts carried out under FAA Section 104 (Population and Health) to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value; improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people; (3) **Food security:** assistance increase national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution.

40 percent of Ed  
2004 schools will  
have canteens in  
order to help  
improve the nutri-  
tional status of  
children attending  
classes in those  
schools.

e. **Population and Health.** FAA Secs. 104(b) and (c) require that assistance for population or health activities emphasize low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and

young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach.

N/A

**f. Education and Human Resources Development.** FAA Sec. 105 requires that assistance for education, public administration, or human resource development (1) strengthen nonformal education, make formal education more relevant, especially for rural families and urban poor, and strengthen management capability of institutions enabling the poor to participate in development; and (2) provide advanced education and training of people of developing countries in such disciplines as are required for planning and implementation of public and private development activities.

The Ed2004 RP provides for regular community and parent participation in all target schools, and for parents, teachers and community leaders to work at regular voluntary training/mentoring in other schools in the network. It additionally provides for development of audiotape modules geared toward parents specifically on the value of girls education. On the formal education side, it proposes a two-fold intervention: improve the quality and increase the efficiency of primary education. The "quality" concept includes teacher and school director training along with innovative instructional interventions such as Distance Education. Emphasis will be placed on stimulating increased parental involvement in the schools and their children's learning and strengthening quality school networks. The efficiency con-

cept includes: strengthening the administrative and service delivery capacity of private education institutions; strengthening the collaboration of public and private education institutions; improving data collection and evaluation of data for better decision making; and increasing sustainability of private education institutions.

**g. Energy, Private Voluntary Organizations, and Selected Development Activities.** FAA Sec. 106 requires that assistance for energy, private voluntary organizations, and selected development problems may be used for (1) data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; and facilitative of research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment; (2) technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations; (3) research into, and evaluation of, economic development processes and techniques; (4) reconstruction after natural or manmade disaster and programs of disaster preparedness; (5) special development problems, and to enable proper utilization of infrastructure and related projects funded with earlier U.S. assistance; (6) urban development,

especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development.

N/A

**h. Appropriate Technology.** FAA Sec. 107 requires that assistance emphasize use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor.

N/A

**i. Tropical Forests.** FAA Sec. 118 and FY 1991 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act) require that:

(1) **Conservation:** assistance place a high priority on conservation and sustainable management of tropical forests and specifically: (i) stress the importance of conserving and sustainably managing forest resources; (ii) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (iii) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (iv) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (v) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (vi) conserve forested watersheds and rehabilitate those which have been deforested; (vii) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and

processing; (viii) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (ix) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (x) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; (xi) utilize the resources and abilities of all relevant U.S. government agencies; (xii) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land; and (xiii) take full account of the environmental impacts of the proposed activities on biological diversity.

N/A

(2) **Sustainable forestry:** assistance relating to tropical forests assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry.

N/A

j. **Biological Diversity.** FAA Sec. 119(g) requires that assistance: (i) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (ii) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (iii) support efforts to identify and survey ecosystems in recipient countries

worthy of protection; or (iv) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas.

N/A

k. **Benefit to Poor Majority.** FAA Sec. 128(b) requires that if the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, it be designed and monitored to ensure that the ultimate beneficiaries are the poor majority.

The purpose of the project clearly states that this activity will promote literacy and numeracy by improving the quality of instruction and administrative efficiency of service delivery in primary schools serving rural and depressed urban areas.

l. **Indigenous Needs and Resources.** FAA Sec. 281(b) requires that an activity recognize the particular needs, desires, and capacities of the people of the country; utilize the country's intellectual resources to encourage institutional development; and support civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

The customer/partner process evidences faith in the capacity of the people of Haiti. The RP has been designed in partnership with representatives of the Haitian primary education sector. Current draft of GOH Education Policy supports the objectives and strategies of this RP.

m. **Energy.** FY 1991 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act) requires that assistance relating to energy focus on: (1) end-use energy efficiency, least-cost energy planning, and renewable energy resources, and (2) the key countries where assistance would have the greatest impact on reducing emissions from greenhouse gases.

N/A

n. **Debt-for-Nature Exchange.** FAA

Sec. 463 requires that assistance which will finance a debt-for-nature exchange (1) support protection of the world's oceans and atmosphere, animal and plant species, or parks and reserves; or (2) promote natural resource management, local conservation programs, conservation training programs, public commitment to conservation, land and ecosystem management, or regenerative approaches in farming, forestry, fishing, and watershed management.

N/A

**C. ECONOMIC SUPPORT FUNDS ONLY**

\$5,000,000 ESF

**1. Economic and Political Stability**

(FAA Sec. 531(a)): Does the design and planning documentation demonstrate that the assistance will promote economic and political stability?

YES

To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

YES

**2. Military Purposes (FAA Sec. 531(e)):**

Will this assistance be used for military or paramilitary purposes?

NO

**3. Commodity Grants/Separate Accounts**

(FAA Sec. 609): If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? (For FY 1996, this provision is superseded by the separate account requirements of FY 1996 Appropriations Act Sec. 532(a), see Sec. 532(a) (5).)

N/A

**4. Generation and Use of Local**

**Currencies (FAA Sec. 531(d)):** Will ESF funds made available for commodity import programs or other program assistance be used to generate local currencies? If so, will at least 50 percent of such local currencies be available to support activities consistent with the objectives of FAA

sections 103 through 106? (For FY 1996, this provision is superseded by the separate account requirements of FY 1996 Appropriations Act Sec. 532(a), see Sec. 532(a)(5).)

N/A

5. **Capital Activities** (Jobs Through Exports Act of 1992, Sec. 306): If assistance is being provided for a capital project, will the project be developmentally-sound and sustainable, i.e., one that is (a) environmentally sustainable, (b) within the financial capacity of the government or recipient to maintain from its own resources, and (c) responsive to a significant development priority initiated by the country to which assistance is being provided.

N/A

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**ANNEX E**

**HOST COUNTRY CONTRIBUTION WAIVER**

**JUSTIFICATION TO WAIVE FOR HAITI  
THE HOST COUNTRY CONTRIBUTION REQUIREMENT OF SECTION 110  
OF THE FOREIGN ASSISTANCE ACT**

**Action Requested:** A waiver, pursuant to Section 124(d) of the Foreign Assistance Act of 1961, as amended (the "FAA"), of the host country contribution requirement of Section 110 of the FAA, for the Education 2004 Results Package, Project No. 521-0259.

**Discussion:** As proposed in the Results Review and Resource Requirements (R4) package issued in FY 1996, USAID/Haiti has developed a 5-year education package as a follow-up to its investment in the education sector through the Incentives to Improve Basic Education project. The new Education 2004 Results Package (RP) will contribute to the achievement of Mission Strategic Objective No. 3: promote healthier, smaller and better educated families. The goal of this RP is to strengthen the primary education system of Haiti. The RP's purpose is to promote literacy and numeracy by improving the quality of instruction and administrative efficiency of service delivery in primary schools serving rural and depressed urban areas; and by providing the necessary catalyst and support for the Haitian primary education sector to become more sustainable.

The Ed 2004 RP consists of two major components:

- a **services package** which will provide technical assistance, participant and in-country training, and provision of a core package of teacher/director training, textbooks, supplies, distance education training and materials, operations research and parent education to increase quality of primary education; and
- a **policy package** which will provide technical assistance, participant and in-country training, workshops, conferences, and some survey and operations research to achieve the development, adoption and application of national education strategic plan, norms, standards, and implementation mechanisms by public and private education sectors.

The success of this RP depends upon the achievement of three main results: (1) improved quality of primary education; (2) increased efficiency of primary education; (3) improved policy development framework for the primary education sector.

Ninety three percent of funding provided by USAID will be contracted with a competitively selected institutional contractor who will provide overall guidance and administrative management for the activities listed above. Five percent will be used for two IQCs and short-term TA to perform the establishment of baseline data and an Evaluation Plan. The remaining two percent will be retained for audit and overall management. Due to legislative restrictions associated with the Congressional Notification process, a bilateral agreement is not anticipated at this time.

However, it is an option that may be explored at a later date. It is also assumed that restrictions on assistance to the Government of Haiti (GOH) will eventually be lifted and that the GOH will resume its partnership with USAID in the implementation of this RP. It is foreseen that a thirteen percent cash and in-kind Haitian contribution will be made to this project.

Section 110 of the Foreign Assistance Act, Cost-Sharing and Funding Limits, states the following:

No assistance shall be furnished by the United States Government to a country under Sections 103 through 106 of this Act until the country provides assurances to the President, and the President is satisfied, that such country provide at least 25 per centum of the costs of the entire program, project or activity with respect to which such assistance is to be furnished, except that such costs borne by such country may be provided on an "in kind" basis.

**Justification:** Haiti is at a critical juncture. It is the poorest country in the Western Hemisphere, in spite of massive U.S. and international assistance following the return of a constitutional government in October 1994. Its per capita GDP is estimated at \$250 per year. Its education system is also the weakest of the region, in spite of the high value placed by Haitian families on education. Due in part to lack of resources, the GOH has been unable to keep up with the high demand for schooling due to low and inefficient public spending.

With a fiscal deficit already at more than One (1) Billion gourdes only six months into FY 1996, the GOH on April 15, 1996, went on cash-in-cash-out basis, which, after the wage bill and debt service, has left virtually nothing for governmental operations. Compounded with the already-pronounced lack of public resources for operations, this drastic effort to limit the severe deficits of the past couple of years and to bring down the endemic inflation has affected even the "priority" sectors. In education, for example, only 10.9 million gourdes of the 415.8 million gourdes expended had gone to operations as of the end of July. Although the economic reform program now underway includes increasing revenues from their abysmally-low FY 1995 level of 7.8 percent of GDP, as well as major cutbacks in the civil service personnel rolls, it is not expected that the GOH will be in a position in the near future to appreciably increase its contributions to donor-financed projects, no matter how important they are perceived to the country. Consequently, the 25 percent host country contribution requirement cannot be honored by the GOH for this RP. No other organization can effectively provide the assurances of such contribution, as required by Section 110.

Pursuant to FAA Section 124(d), the host country contribution requirement may be waived on a case-by-case basis for relatively least developed countries (RLDCs). In the Development Assistance Committee (DAC) list, Haiti figures on the LLDC (least developed country) category which replaces the RLDC terminology. Haiti is therefore eligible to the host country contribution waiver.

The Mission believes it is appropriate to waive the FAA Section 110 requirement in light of GOH financial constraints.

**Authority:** A waiver of the host country contribution requirement is permitted under the provisions of FAA Section 124(d). The authority to exercise the waiver has been delegated to Mission Directors in the LAC Bureau under Section 103.5.14b(1) of the ADS which provides them with the authority set forth in Section 103.5.8b(2), including the authority in subsection e to waive the host country contribution requirement set forth in Section 110 of the FAA.

**Recommendation:** That you approve this request for waiver of the requirement for Haiti to make a minimum 25 percent host country contribution to the Education 2004 RP, Project No. 521-0259.

Approved: \_\_\_\_\_



Disapproved: \_\_\_\_\_

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

8/22/96

Clearances:

- PCPS : C.Cantell (in draft)
- PHNE : R.Adams (in draft)
- L.Gorton (in draft)
- RLA : B.Myers <sup>sm</sup> (in draft)
- FM : J.Winn (in draft)
- D/DIR: A.Wahab (in draft)

Drafted by:  PCPS:S.Grégoire - 8/22/96

## DAC List of Aid Recipients

Part I: Aid to Developing Countries and Territories (Official Development Assistance)				Part II: Aid to Countries and Territories in Transition	
LLDCs	Other LICs (per capita GNP < \$675 in 1992)	LMICs (per capita GNP \$676-\$2 695 in 1992)	UMICs (per capita GNP \$2 696-\$ 355 in 1992)	HICs (per capita GNP > \$8 355 in 1992) <sup>1</sup>	More Advanced Developing Countries and Territories
					CEECs/NIS
Afghanistan	China	* Albania	Palau Islands	Botswana	* Belarus
Angola	Egypt	Algeria	Palestinian	Brazil	* Bulgaria
Bangladesh	Ghana	* Anguilla	Administered	Cook Islands	* Czech Republic
Benin	Guyana	* Armenia	Arcas	Gabon	* Estonia
Bhutan	Honduras	* Azerbaijan	Panama	Malaysia	* Hungary
Burkina Faso	India	Belize	Papua New Guinea	Mauritius	* Latvia
Burundi	Indonesia	Bolivia	Paraguay	* Mayotte	* Lithuania
Cambodia	Kenya	Chile	Peru	Mexico	* Moldova
Cape Verde	Nicaragua	Colombia	Philippines	Nauru	* Poland
Central African Republic	Nigeria	Congo	* St Helena	Sc Kitts and Nevis	* Romania
Chad	Pakistan	Costa Rica	St Vincent & Grenadines	St Lucia	* Russia
Comoros	Sri Lanka	Côte d'Ivoire	Senegal	Suriname	* Slovak Republic
Djibouti	* Tajikistan	Cuba	South Africa	Trinidad and Tobago	* Ukraine
Equatorial Guinea	* Timor	Dominica	States of ex-Yugoslavia	Uruguay	
Eritrea	• Viet Nam	Dominican Republic	Swaziland	Venezuela	
Ethiopia	Zimbabwe	Ecuador	Syria		
Gambia		El Salvador	Thailand		
Guinea		Fiji	Tokelau		
Guinea Bissau		* Georgia	Tonga		
Haiti		Grenada	Tunisia		
Kiribati		Guatemala	Turkey		
Laos		Iraq	* Turkmenistan		
Lesotho		Jamaica	* Turks and Caicos Islands	Antigua and Barbuda	
Liberia		Jordan	* Uzbekistan	Argentina	
Madagascar		* Kazakhstan	* Wallis and Futuna	* Aruba	
Malawi		Korea, Democratic Republic of		Bahrain	
Maldives		* Kyrgyz Rep.		Barbados	
Mali		Lebanon		Gibraltar	
Mauritania		* Macao		Korea, Rep. of	
Mozambique		Marshall Islands		Libya	
Myanmar		Micronesia, Federated States of		Malta	
Nepal		Mongolia		* Montserrat	
Niger		Morocco		* Netherlands Antilles	
Rwanda		Namibia		New Caledonia	
Sao Tome and Principe		Niue		Oman	
Sierra Leone		Northern Marianas		Saudi Arabia	
Solomon Islands				Seychelles	
Somalia				Virgin Islands (UK)	
Sudan					
Tanzania					
Togo					
Tuvalu					
Uganda					
Vanuatu					
Western Samoa					
Yemen					
Zaire					
Zambia					

\* CEECs/NIS • Territory

1. All countries and territories above this threshold to progress to more advanced status at the end of 1996 unless an exception is agreed.

2. Part II as from 1996: until 1996, aid to these countries is accounted as ODA, in line with the decision of 1992. More advanced countries and territories in this category are retained on the List even where aid receipts are minimal, to ensure comprehensive reporting of financial flows

♦ ARGENTINA  
Calle Maza S.R.I.  
Callema Guemes -  
1324 Buenos Aires

♦ AUSTRALIA  
D.A. Information Sv.  
645 Whitehorse R.  
Mitcham, Victoria

♦ AUSTRIA - A  
Gröbl G. Co.  
Graben 31  
Wien 1

♦ BELGIUM - E  
Ivan De Lathauy  
Avenue du Roi 20r.  
B-1060 Bruxelles

♦ CANADA  
Royal Publications Co.  
1294 Algonia Road  
Ottawa, ON K1B 1

Stons/Magazines  
61, Sparks Street  
Ottawa, ON K1P 5R1

211, Yonge Street  
Toronto, ON M5B

Les Editions La Vie  
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Sainte-Foy, PQ G1L

Federal Publications I  
161 University Ave  
Toronto, ON M5H

Les Publications F&F  
1187 Université  
Montréal, QC H3R

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China National Public  
Economy Corporation 11  
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P.O. Box 85-0101  
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♦ CHINESE TAI  
Good Faith Workshop  
9th Floor, No. 118,  
Chang Hsueh E. Rd.  
Taipei

♦ CZECH REPL  
TCHÉQUE  
Artis Press Press Ltd  
Náměstí Trida 25  
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♦ DENMARK -  
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DK-1016 København

♦ EGYPT - EGY  
Middle East Obsv  
41 Sherif Street  
Cairo