

**REPUBLIC OF HAITI**  
**MINISTRY OF NATIONAL EDUCATION,**  
**YOUTH AND SPORTS**  
**(MENJS)**

**EDUCATION FOR ALL**  
**2000 ASSESSMENT**  
**(EFA 2000)**

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## **Executive Summary**

The World Conference on Education for All held in JOMTIEN (Thailand) in 1990 was an opportunity for the Haitian State to focus on a series of socio-political and economic measures to guarantee a sound and functional education for every citizen. All national constituents interested in the development of education in Haiti agreed upon the urgent need for increased investment in this sector and joined the Ministry of National Education, Youth and Sports (MENJS), the State agency responsible for applying Government policy in this area. The conclusions of the Jomtien conference were a catalyst which incited the education authorities and other partners to work toward the goal of education for all.

From 1990 to 1999, outstanding progress was made in many areas linked to education in Haiti. Significant efforts were made by the Haitian State regarding investment, particularly in infrastructure and human and material resources, with a view to promoting the achievement of universal access to basic education. Today, many more children have access to education. Learning conditions are decidedly better. Among other things, the number of schools providing basic education (1st and 2nd cycles) increased from 5,412 in 1990, to approximately 10,240 in 1998; school attendance increased from 808,712 pupils in 1990 to 1,485,722 in 1998. The pupil/teacher ratio went from 35 in 1990 to 34 in 1997. Therefore, the provision of education has registered significant progress. And in the meantime, literacy education for out-of-school youth and adults continues.

However, we are still far from the education for all objectives established at JOMTIEN. The Haitian education system still confronts many problems, in particular, difficulties linked to the access to as well as the quality of education still remain to be overcome. Problems of over-aged pupils, and drop-outs, to cite but a few, are still important challenges to be met.

In spite of everything, parents, teachers and all those involved in the educational sector are highly motivated and determined to contribute even more to the progress and improvement of education in Haiti. Hence, the incessant efforts of the Haitian State through the MENJS and with the support of UNESCO and other partners for a broader mobilization of the national and the international communities regarding the educational urgency in Haiti.

## **TABLE OF CONTENTS**

### **Presentation of the Republic of Haiti**

### **List of acronyms**

### **Introduction**

## **FIRST PART**

- I- General purposes and objectives of educational for all**
- 1.1- Expansion of early-childhood care and development activities
- 1.2- Universal access to primary education
- 1.3- Improvement in learning achievement
- 1.4- Reduction of adult illiteracy rate
- 1.5- Expansion of basic education and adult training

- II- EFA Strategy and/ or action plan**
  - 2.1- Governance
  - 2.2- Access to education
  - 2.3- The quality of education
- III- Decision-Making and EFA management**
- IV- Cooperation in the EFA area**
  - 4.1- National cooperation
  - 4.2- External cooperation
- V- Investment in EFA since 1990**
- VI- Progress toward the aims and objectives**
  - 6.1- Toward the goals and objectives
  - 6.2- Activities and achievement.
    - 6.2.1- Expansion of the early childhood care development activities
    - 6.2.2- Attendance and level of qualification of the pupils
    - 6.2.3- Literacy
    - 6.2.4- Mobilization of resources
- VII- Efficiency of the strategy, plan and programs**
- VIII- Mains problems encountered**
- IX- Public awareness, political will and national capacities**
- X- General Evolution and Political Perspectives**
  - 10.1- Preliminary considerations
  - 10.2- Progress performed

**Annex**

## **PRESENTATION OF THE REPUBLIC OF HAITI**

The Republic of Haiti is located in the center of the Greater Antilles, between Cuba to the northwest, Jamaica in the southwest, and Puerto Rico to the east.

It shares with the Dominican Republic the island of Hispaniola, the second largest island in the Caribbean, and it covers a surface area of 27,750 km<sup>2</sup>.

Currently, its total population is estimated at 7,803,228 inhabitants, 65% of which live in rural areas. The total female population is estimated at 3,968,990 inhabitants, i.e. 50.86%.

The country is divided into nine (9) geographic departments and ten (10) scholastic departments. Its capital is Port-au-Prince.

The 1987 Haitian Constitution recognizes Creole and French as official languages.

## List of acronyms

CIDA	=	Canadian International Development Agency
AMC	=	Agent to Multiply Change
ASPEH	=	Solidarity Association of Parents of Haitian Students
BDS	=	School District Office
IDB	=	Inter-American Development Bank
CAP	=	Teaching Diploma
CONEH	=	National Corps of Haitian Teachers
CEP	=	Primary School Certificate
DDE	=	Departmental Head Office for Education
DPCE	=	Executive Office for Planning and External Cooperation
EFA	=	Education For All
EFACAP	=	Basic School of Instruction - Center for Pedagogical Support
FONHEP	=	Haitian Foundation for Private Education
IMF	=	International Monetary Fund
GIEL	=	Initiative Group for Secondary School Teachers
PNEF	=	National Plan for Education and Training
PEB	=	Basic Education Project
UNDP	=	United National Program for Development
SEA	=	State Secretariat for Literacy
GER/NER	=	Gross enrolment ratio/Net enrolment ratio
UNESCO	=	United Nations Educational, Scientific and Cultural Organization
USAID	=	United States Agency for International Development
UNICEF	=	United Nations Children's Fund
UNOH	=	National Association of Haitian Teaching School Graduates

### Introduction

During the decade of 1990-2000, education in Haiti has evolved in a rather difficult context. The sociopolitical movements that began in 1985 and intensified at the beginning of the 90's, with the establishment of a Government democratically elected but overthrown seven months later, had a direct impact on the efforts for educational development initiated at the beginning of the 70's.

A growing rise in enrolment was followed by a period of relative stagnation, especially in primary education. Between 1980 and 1985, its annual growth rate was 7.1%. But, afterwards, between 1986 and 1989, the pace slowed to an average of 0.7%.

In the meantime, the school-age population continued to increase at an annual rate of 2.1%. This resulted in a rather serious imbalance between educational supply and demand, which then resulted in a systematic reduction in the gross enrolment ratio (GER) by approximately 11,5% between 1985-1986 and 1987-1988, to recover in 1988-1989 as indicated in the following table:

**Table 1:** Evolution of the gross enrolment ratio by age group

Age Group	Gross enrolment ratio									
	1979-80	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89
6-11	53,9%	59,6%	62,1%	65,1%	72,9%	75,1%	79%	68,3%	65,6%	77,3%
7-12	55,1%	61%	64,2%	66,4%	74,3%	76,4%	80,2%	69,5%	66,9%	79%
6-12	46,7%	51,7%	54,5%	56,3%	63%	64,9%	68,2%	59%	56,7%	66,9%

Source: BOURDON, J. and PERROT, J. (1990) Economic and financial analysis of the educational sector in the Republic of Haiti, Haiti/UNDP/UNESCO

Therefore, in 1990, the World Conference on Education For All (Jomtien -Thailand, March 1990) was an opportunity for Haiti to review its progress toward democratization of access to education and make somewhat of a new start toward the year 2000.

The forum on education provided the opportunity for many countries, including Haiti, to adopt a resolution in favor of universal access to, and completion of primary education by the year 2000. Therefore, the right to education ceased to be just a slogan and became a program to be implemented by the countries whose basic education needs have not yet been met.

Indeed, the commitments made by Haiti, as well as other countries within the framework of EFA 2000, revolve around 6 points:

- 1- expansion of early-childhood care and development activities
- 2- universal access to, and completion of primary education
- 3- improvement in learning achievement
- 4- reduction of illiteracy
- 5- expansion of basic education
- 6- increased acquisition by individuals and families of the knowledge, skills and values required for better living made available, through all education channels.

These commitments are at the very heart of the PNEF, whose four major programs target:

- 1- universal access to, and completion of primary education;
- 2- improvement in quality;
- 3- improvement in external efficiency;
- 4- reinforcement of system governance.

The purpose of this report is to assess the efforts made and the principal results obtained in Education For All (EFA 2000) in Haiti during the period 1990-2000. Within this framework, the objective is to ) give an overview of the national progress in the implementation of its own Education For All objectives since the 1990 Jomtien's

conference; ii) identify priorities and promising strategies for overcoming obstacles and accelerating progress; and iii) formulate the alternatives for action accordingly.

This report is organized into three parts. The first part summarizes the general goals and targets to be reached. The second part presents an in-depth analysis of data collected on the progress achieved both at the national and regional level. It also highlights the various problems encountered and proposes potential solutions to be explored to remedy them. The third part presents the main conclusions and proposals for alternatives.

To conduct this assessment, an assessment grid was prepared using indicators proposed by the International Consultative Forum on Education For All. To collect the essential information, the analysis of the documents was supplemented with interviews with different actors from the educational system.

The following documents were consulted:

- The documentation on the Jomtien Conference
- The documentation on education in Haiti

Documents from the following institutions were also used:

- UNESCO
  - UNICEF
  - FONHEP
  - State Secretariat for of State for Literacy
  - Rectorate of the State University of Haiti
  - MENJS
  - National Institute of Statistics and Computer Science
  - National Library
- The interviews conducted were:
- Discussion sessions with DPCE personnel and the heads of MENJS
  - Interviews with the heads of private institutions.

## **FIRST PART**

### **1- General goals and targets of Education For All**

As immediate follow-up to the World Conference on Education for All, the Haitian government, in cooperation with UNDP and UNESCO, signed a research contract with the Institute of Research on the Economics of Education (IREDU-Dijon -France) the objectives of which were: i) to analyze the education system as of 1990 in terms of its capacity to enrol pupils and its effectiveness in retaining them and helping them progress; ii) to evaluate State expenditure on education iii) to evaluate the cost-effectiveness of the training provided by the education system with regards to the needs of the labor market.

Indeed, a first mission from this institute stayed in Haiti from June 18 to July 16, 1990 and the report of this study entitled "Economic and financial analysis of the education sector in the Republic of Haiti", was published in October 1990. Among the authors' conclusions, the following stood out:

- 1) Regarding pre-school education, due to the high social demand, the time has come to better organize its operation. Without wanting to limit its development in the private sector, it would be advisable to make a choice between pre-school education meeting social assistance objectives (health, nutrition, family policy, etc. and a more educational option where pre-school education is required as a foundation for better learning.
- 2) A serious certification problem exists in basic education. As no diploma is conferred during the course of studies, it currently may only be considered an intermediate phase. Therefore, in terms of drop-outs, the analyses give it a very poor rating. At the time when the issue of a division between the reform and traditional sectors seems to be resolved through a peaceful coexistence, it is essential to think of granting a certificate at the end of primary school or an intermediary diploma (end of Grade 3, for example) without which individuals could be considered functionally illiterate. The value attached to this certificate could lead families, above all in rural areas, to better ensure the continuity of their demand.



- 3) The second issue within basic education is that of the over-aged population. Without wanting to define overly strict standards, especially for the private sector, it seems obvious to consider that a pupil cannot continue formal schooling beyond a certain age and he must be referred to a literacy education structure. This option can also increase the internal efficiency of the education sector.
- 4) It is obvious that private education provides important contribution to the education sector at the basic education level. Yet it poses a problem of the private sector: the untrained teachers of the private sector. Without envisioning financial measures, as mentioned earlier, it becomes essential for the State to make a gesture in their favor. Taking advantage of the present consensus on school inspection, it is recommended that the primary school teacher working in an official school, who has received a favorable school inspection report should receive a teaching diploma that indicates his/her qualifications, even though this does not necessarily confers upon him /her a specific status.

How has the Haitian State therefore used these conclusions and recommendations in order to structure its educational policy toward education for all? This is what we will try to illustrate below.

### **1.1 Expansion of early-childhood care and development activities**

In 1990, pre-school coverage was very low. Out of a population of 0-6 year olds estimated by the Haitian Institute of Statistics and Computer Sciences (IHSI) at approximately 1,340,000 children and increasing at a growth rate of 25% between 1982 and 1989, compared with 18.72% for all the other age groups, only 100,000 of them (approximately 6%, according to a UNICEF/FONHEP/MENJS report) were enrolled in a pre-school center. After adding all children of the same age group who during the same year attended pre-school classes integrated into primary schools, enrolment was estimated at 335,453 children, i.e. 25% of the population considered.

Faced with the extent of this problem, the Ministry of National Education, Youth and Sports (MENJS) organized a series of seminars throughout the nine geographic departments of the country that were attended by the different educational partners from the public as well as the private sector. This thus permitted the elaboration of a strategy through which collaboration has been established and developed between the ministry and the other actors who intervene at this level. On this occasion, the pre-school curriculum finalized by the MENJS was reissued and distributed to all participants.

Other similar initiatives have also been undertaken by private partners, including the Haitian Foundation for Private Education (FONHEP) which organized a symposium in June 1993 on pre-school education during which some of the effects of the consultation process begun in 1990 by the MENJS were assessed.

This undertaking had rather positive consequences for the children. In 1991-1992, the preschool enrolment of 0-6 year olds in more than doubled, increasing to 230,898. And after adding the children enrolled in the playschool classes of primary schools, the total number of 0-6 year olds catered for was 384,143. Thus, an annual growth rate of 7%.

A huge effort seems also to have been made from the educational point of view. In addition to the above-mentioned pre-school curriculum which was reissued by the ministry and distributed to all partners, a variety of teaching aids were put on the market for the children and teachers, including, pre-learning exercise books, educational games and teaching guides.

Nevertheless, other efforts remain to be made by the Haitian State to ensure a better provision of services for this group of children. In March and April 1993, FONHEP carried out a survey on the pre-

school situation in Haiti. The results of this survey indicated a deterioration of the pre-school situation due to the terrible consequences of the socio-political crisis at the time. Among the characteristics identified:

- the physical operation of the schools (2 classes housed in the same room);
- a pupil/teacher ratio of 52;
- a pupil/classroom ratio of 46, and ranging from 9 to 129 pupils;
- relatively high percentages of over-aged pupils, with 13% in grade 1 and 46% in grade 3.

Similarly, the technical diagnosis of the education system performed by the Ministry in 1995 also revealed that the pre-school institutions barely apply the curriculum proposed by MENJS. One of the reasons given for this is the poor level of teacher qualification.

Nevertheless, improvement in the provision of pre-school education is expected with the implementation of the National Plan for Education and Training (PNEF: 1997-2007); the stated objective of which is to improve the process of preparing the child for his entrance to school through the strengthening and integration of the implemented support measures.

## **1.2 Universal access to and completion of primary education**

Despite the serious problems of quality often evoked, the Haitian political authorities have always paid special attention to primary education. The 1987 Constitution clearly highlights the priority status of this level of education. Article 32.3 states that "primary education is compulsory under penalty of sanctions to be determined by the law. School supplies and teaching aids will be provided by the government for pupils at the primary school level".

The Bill on the Orientation of Education, elaborated in 1997 by MENJS as the legal framework of the PNEF, but not yet ratified by the Parliament, is of the same spirit. In the Chapter dealing with general provisions, principles and objectives, and in Article 2.1, it is stated that "basic education is compulsory for all 6-15 year olds. The State, the local authorities and the families will take all necessary measures for this purpose, the State guaranteeing free public education".

Article 4.2 of this same Bill specifies even more how the State should orient its actions. It stipulates that "the State and local authorities must guarantee equal opportunity to all citizens". Education, while at the time taking into account special needs, must be available to individuals of both genders, living in urban or rural areas. It must attain the elimination of illiteracy and universal access for 6-11 year olds to education."

The National Plan for Education and Training (PNEF), whose purpose is to translate the provisions of this law into reality, sets the following targets : i) to increase the current net enrolment ratio (65%) to 95%, with the prospect of attaining universal access to education toward the years 2010-2015; ii) to reduce the disparity between rural and urban areas to a maximum of 5%, from its 1996-1997 level of 30.7%; iii) to reduce the disparity between nation's geographic departments to a maximum of 5% from its 1996-97 level of 34%.

From 1990 to 1997, a major effort was already made in this direction. The total number of pupils who have attended this education level went from 808,712 in 1989-1999 to 1,429,280 in 1996-1997, i.e., an average annual growth rate of 8.5%.

## **1.3 Improvement in learning achievement**

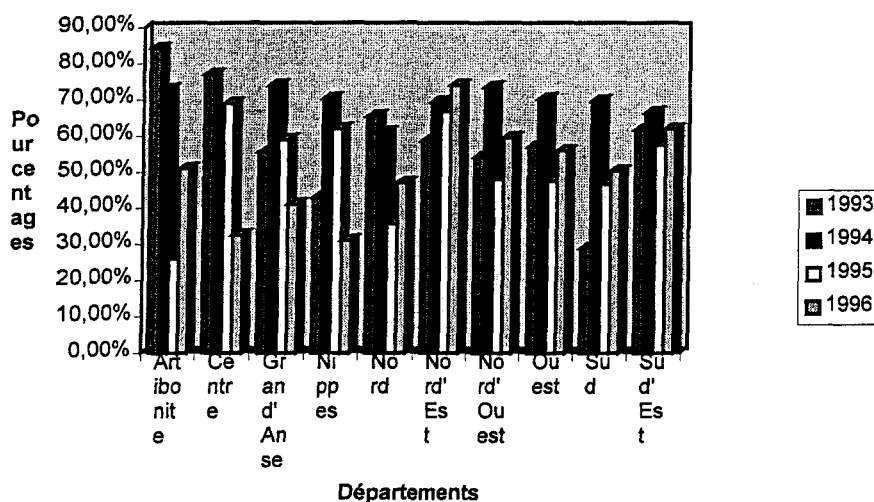
From 1990 to 1998, no change was noticed in the measures implemented by the State to assess pupil achievement. As is customary, four national examinations are given annually: one at the end of grade 6 (end of primary school), one at the end of grade 9 (end of formal basic school) and two at the end of the last two years of secondary education.

Unfortunately, to date, no systematic use has been made of the data regarding the pupils' scores. This would allow one to see the direction in which pupil averages in the subjects tested are evolving. Nevertheless, an analysis of the percentage of pupils who successfully completed primary school indicates that learning achievement evolved erratically from 1993-1996, as shown in the following graph

Graph 1

**Evolution of promotion rates of pupils at the grade 6 official examinations**

**Évolution des taux de réussite des élèves aux examens officiels de 6e année**



These data also illustrate the very large disparities in the capacity of the regional education departments to help their pupils to succeed. Disparities between departments of 55.3% in 1993 and 43% in 1996 are revealed. The authorities must therefore make a noticeable effort to properly understand this problem and to provide appropriate remedies.

It should be pointed out, however, that within the framework of the implementation of the PNEF and more particularly through the basic education project (PBE); the establishment of a system of reference for the systematic and periodic assessment of pupils' learning achievement is planned. The "Continuous monitoring of Education For All and quality indicators" project currently under execution in Haiti is a first step in this direction.

**1.4 Reduction of the adult illiteracy rate**

The problem of adult illiteracy remains critical in Haiti. Article 23.9 of the Haitian Constitution obliges the State to take all necessary steps to solve the problem. It stipulates that the "State and local authorities have the obligation to take all necessary steps to strengthen the literacy campaign for the masses. They shall encourage all private initiatives for this purpose."

In 1990, for the group aged 10 and over, the literacy rate was 50%. Broken down by gender, it was as follows: 48.11% for males and 52% for females. In 1995, these rates<sup>1</sup> rose respectively to 58%, 54% and

<sup>1</sup>SEA, Assessment for fiscal year 1995-1996, October 1996

62%. Therefore, an average annual growth rate of 3.1% overall, 2.47% for males and 3.7% for females. It thus appears that the Haitian women are more literate than men. In addition, their situation is improving at a much more rapid pace.

Wishing to intensify this effort, the Secretary of State for Literacy created in November 1994 set the following targets:

- To impart literacy to 2,100,000 individuals over three years,
- To disseminate Creole literature, i.e. to make written Creole available and accessible throughout the country, in the language spoken and understood by all Haitians.
- To establish an adequate structure for identifying and assessing individuals in need of for literacy education.
- To elaborate the assortment of teaching aids required for the learning of reading and writing in a perspective of continuing education.
- To inspect, diversify and diffuse the teaching aids.
- To provide adequate training for all those wishing to work as literacy instructors, in particular the youth.
- To establish and promote centers in partnership with the local governments.

In 1996, number of efforts were made in that direction, such as:

- the development and testing of a series of teaching aids;
- the training of more than 7,700 instructors;
- the training of several executives and professionals in Creole writing techniques (grammar and syntax);
- the elaboration of two bills dealing, respectively, with Creole language and official Creole orthography;
- the establishment of 2,215 literacy centers.

#### **1.5. Expansion of basic education and training of adults**

Regarding the efforts made by the Haitian State to expand basic education and the training in other essential skills required by youth and adults, two major programs must be indicated: the training program for Agents to Multiply Change (AMC) and that for reproductive health.

##### **i) Training Program for the Agents to Multiply Change (AMC)**

This program expects by the year 2001 to train 1,050 Agents to Multiply Change (AMC) who will be responsible for offering the community their services in health, literacy, the promotion of women, security in the rural sections, first aid in the case of disasters, electoral census activities, reforestation, community work, cultural activities, etc.

This program is intended for youth aged 18 to 25 who have satisfactorily completed their secondary studies and who have already participated in community activities for two to three years.

In 1995-1996, a pilot project was already carried out by the Secretary of State for Youth, Sports and Civic Service (SEJSSC), during which 91 AMC were trained. At the end of this training, several actions were undertaken by the AMC's, including:

- The organization of the participation of youth from 133 of the nation's communes through forums gathering the main youth associations, the members of the Communal Section Councils and the Municipal Councils.

The supervision of the youth in preparing the specifications of the communes and the setting up of the Communal and Departmental youth Committees of youth attached to the municipalities.

The organization of a youth forum.

Technical assistance provided to the Administrative Councils of the Communal Sections (CASEC) and to Municipal Councils for needs assessment and project development.

Support to the Ministry of the Interior by training CASEC members in the importance, role and establishment of local governments.

The involvement of the National AMC Network in the literacy campaign.

The involvement of the AMC as principal Agent in a SEJSSC-UNDP Civic Education project for 7-12 year olds from soccer associations, and 15-30 year olds from youth associations.

## **ii) Reproductive health program (1997- 1999)**

This program is intended for students about to graduate from teacher training schools (primary and higher education), for the students of health schools and for women's organizations. Among its objectives are:

To establish a youth project on reproductive health in at least four health departments.

To train 100% of the students about to graduate from teacher training schools throughout Haiti in population issues.

To empower 100% of women's organizations to better disseminate information regarding women's rights in the area of reproductive health.

To train 100% of the health schools students on issues of population, especially reproductive health.

To reduce by at least 50%, the drop-outs rates for family planning programs.

To obtain the performance of 80% of deliveries by a qualified personnel.

To provide on-the-job training in population issues to 30% of the nation's teachers.

To ensure the availability of the IEC population materials throughout the nine (9) geographic departments.

## **II.- EFA strategy and /plan of action**

It seems inappropriate to speak of a strategy or plan of action for Education For All in Haiti from 1990 to 1994, because the political context was not conducive to that. Under embargo since October 1991, after the military coup that overthrew the democratically elected President, it was necessary to wait until 1995 to witness a very timid recovery of most of the activities interrupted during this period.

This recovery was marked above all by the convocation of the States General on Education by the Haitian government on January 26 to 28, 1996 where the different constituents of the nation gave their opinions on the broad orientations to be given to education as well as the major priorities requiring intervention.

The different findings and recommendations that came out of this meeting led to the development of a strategic plan called the "National Plan for Education and Training (PNEF: 1997-2007)". This ten-year plan revolves around four strategic lines of intervention: governance of the education system, access to education, quality of education and external efficiency of the education system.

### **2.1- Governance**

The Ministry of National Education must provide itself with the structures, tools, skills and means needed to more efficiently direct and regulate all the levels and constituents of the education system. This

will thus result in the restructuring of the central office, the departmental headquarters (DDE), the school district offices (BDS) and the regional inspection offices (BIZ).

Indeed, from 1996 to 1998, initiatives were taken toward the application of the strategy for governance. They include:

Elaboration of a bill on the Orientation of Education, whose eventual ratification by the Parliament will provide the legal framework in which the different interventions planned by PNEF will fit.

Elaboration of a bill on the Organic Law proposing the restructuring of the Ministry.

The establishment of a master plan whose application will lead to a more rational management of the resources mobilized;

The resumption of the systematic collection of data on the operation and evolution of the education system at the preschool, basic and secondary levels.

## **2.2- Access to education**

The idea here is to increase the provision of schooling by increasing seating via the creation of new public schools and also the rehabilitation of already available school infrastructure. Over the ten years of the plan, the Ministry of Education intends to create 238,000 new seats in basic education, and to increase by 30% the net enrolment ratio of 6-11 year olds, bringing it from its current level of 65% to 95%.

Other alternatives are also planned to move toward universal access to schooling for 6-11 year olds. For example, special treatment will be given to over-aged children who now account, on average, for 62% of the pupils attending the formal system. Intensive programs will be implemented for them so as to reduce this percentage to 42 over the medium term.

Another target set by the PNEF is to bring down the high repetition rate for all grades; that is, from its current average of 25% to 10%. Moreover, the strengthening of the subsidy program for children from disadvantaged economic and social environments who have not yet found a place in a public school is also envisioned. Already during 1997-1998, approximately 23,677 children were able to benefit from this program.

## **2.3- The quality of education**

The idea here is to increase the average qualification level of teachers, principals and inspectors from the ministry and to mobilize an adequate supply of material, educational, and pedagogical resources needed by schools, pupils and teachers to ensure a quality education.

Thus, during 1996 to 1997, 3,090 teachers of primary education received 90 hours of training and 1,080 principals, 60 hours. Moreover, approximately 1,571,900 school books were distributed to pupils along with other teaching aids and school supplies.

## **III.- EFA decision-making and management**

Article 32.2 of the 1987 Constitution stipulates that "the first responsibility of the State and local governments is mass education, the only thing capable of permitting the development of the nation. The State encourages and facilitates private initiative in this field." Similarly, Article 33 states that: "education is free at all levels. This free status is exerted under the control of the State".

Indeed, the Ministry of National Education, Youth and Sports (MENJS) is the only entity in the country that 1) authorizes the creation and the operation of educational establishments; ii) establishes

education programs; iii) organizes national examinations officially assessing all pupils attending the education system and conferring certificates and diplomas for primary and secondary cycle completion; iv) confers the end-of-cycle certificates and diplomas.

However, it is important to stress that the State did not always know how to control the establishment of private schools. This is why, regarding effective decision-making and EFA management, it is difficult, if not impossible to specify what is happening at all levels due to the large number of actors in the sector. For example, in the private school sector one finds i) Catholic schools, which includes schools run by rectories, private schools run by Catholic orders and autonomous Catholic schools; ii) Protestant schools, which are schools belonging to Protestant missions or churches; and iii) independent or non-denominational schools created by individuals or groups of individuals.

In each category of schools, a number of decisions are made regarding the enrolment of pupils as well as their advancement within the system.

#### **IV.- Cooperation in EFA**

As just pointed out, Haiti has many actors in education. Two broad levels of cooperation are important to mention: national cooperation, also referred to as public/non-public partnership, and external cooperation.

##### **IV.1- National cooperation**

This term refers to any contribution made by families and national, non-governmental organizations for the development of education in Haiti. Approximately 88% of children enrolled are in private schools whose financing is wholly ensured by school fees paid by the pupils' parents or by subsidies provided by missions, churches or other kinds of non-governmental organizations. According to public opinion, this is by far, the most important cooperation in terms of Education For All in Haiti, due to its steadiness and growth.

##### **IV.-2 External cooperation**

This deals with donor contributions for Haiti, whether bilateral (USAID, CIDA, French Cooperation, etc.) or multilateral (World Bank, IDB, IMF, UNDP, UNESCO, UNICEF, European Union, etc.. Between 1991 to 1994, this type of cooperation was almost completely suspended. It was resumed only at the beginning of 1995.

For a long time, only external cooperation has received a sustained attention from the State. Formal structures are established to define and manage it. It is only now, within the framework of PNEF implementation, that there are plans to formalize national cooperation. To this end, there are plans to create with the participation of all the involved actors a Partnership Office which will strengthen the Executive Office for Private Education and Partnership (Direction d'Appui à l'Enseignement Privé et du Partenariat) (DAEPP) currently existing within the ministry.

#### **V.- Investment in EFA since 1990**

It should be noted immediately that the share of education financing coming from private households, although very significant, was not systematically assessed. According to an estimate made within the framework of the technical diagnosis of the education system in 1994-1995, the total amount of household expenditure for education represents approximately 14% of the GDP.

Regarding public expenditure on education from 1990 to 1995, an appreciable effort seems to have been made. This expenditure has evolved at an average annual rate of 17.97%. However, operational expenditures alone have evolved at an annual average rate of 64%.

Concerning GDP, total public expenditure on education has increased from 1.3% in 1990-1991 to 1.9% in 1994-1995. The following table indicates the evolution of this expenditure from 1990 to 1997.

**Table 2:** Evolution of expenditure on education

Expenditure	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96	1996-97
As a % of the total State expenditure	13.8%	16.2%	14.9%	-	12.3%	-	-
As % of the current State expenditure	18.6%	19.4%	18.7%	-	22.8%	18.1%	20.6%
As of % of the GDP	1.3%	1.4%	1.5%	-	1.9%	1.6%	2.0%

Sources: MEF/IHSI, Operational accounts of the State, Port-au-Prince, Haiti

External support for the development of human resources (formal, technical, commercial, and out-of-school education, including literacy education) has, on the contrary, severely decreased compared with the years 1990 and 1991, when the financial assistance granted to this sector represented 12% and 11%, respectively. In 1995 and 1996, this percentage was estimated at 2.3% and 2.8% of the total aid granted to Haiti<sup>2</sup>. The investment projects realized during this last year represented 35% of total aid allocated to this sector.

Of the foreign assistance allocated to the education sector in 1995 and 1996, 29.7% and 26% respectively were for primary education and 26% and 31% for out-of-school education. Of the amount allocated to primary education, 96.4% was channeled into investment projects such as rehabilitation and construction of schools as well as their supply in materials, equipment and teaching resources.

This overview has shown in general at what pace and with what means Haiti is taking steps toward Education For All. It is now time to conduct a more in-depth analysis of the evolution of certain indicators in order to identify the factors that condition this progress and to find, accordingly more appropriate means to control them.

## SECOND PART

The specific purpose of the second part of this report is to estimate the outcome of the educational process for the decade 1990-1999. A logical continuation of the first part, it presents new elements of information and analyzes Education For All data for Haiti. It specifically attempts to show how the national education situation has evolved throughout the last ten years.

### VI.- Progress toward goals and targets

The commitments made by Haiti during the 1990 Jomtien (Thailand) conference encouraged the State to affirm its decision to improve the Haitian education system. This will, manifested since the 1982 reform, led in 1997 to the finalization of the National Plan for Education and Training. Indeed, this plan, which is linked to the conclusions of the Jomtien's conference, intends to effectively address the population's basic education needs.

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<sup>2</sup>UNDP Cooperation Report on Development, August 1997, Haiti



This step has therefore encouraged the different sectors of Education to better coordinate their actions so as not only to enrol as many children as possible, but also to provide them with a sound education. Thus, the findings of the Jomtien's conference brought a new surge of energy and set out new ways to reach the desired goals.

## 6.1- Activities and achievement

In order to improve the Haitian education system, the State has always committed itself to provide education for the largest number of children possible. To that end, the results of the initiatives undertaken are shown below, particularly the progression of the early-childhood care and development activities, and the evolution of the net and gross enrolment ratios for basic education. Regarding the internal efficiency of the system, the issue of drop-outs and overaged pupils constitutes a major handicap for the educational process. Lastly, appreciable progress was registered in literacy education. Moreover, an improved use of human and financial resources was observed, as well as more effort to update the school mapping.

### 6.1.1- Expansion of early childhood care and development activities

Preschool education plays a leading role in a child's future learning. Many international studies confirm that children who have completed this stage are much more successful in the formal learning of the basic education cycle. Indeed, this education develops the cognitive, linguistic, social and physical capacities of the child, and provides him with adequate tools for facing the other stages of education.

Pre-school education also constitutes a link between the family and the society; it establishes a relationship between the child and the world of writing, symbols, and language. To that end, it offers children the possibility of becoming useful members of their community, as they learn without prejudice the practices of justice, democracy and participation.

In view of the importance of pre-school education in the child's development process, it seems obvious that among the major objectives of the MENJS, that of regulating this sub-sector is among the priorities. In this sense, significant efforts were made to permit many more children aged 3 to 5 to attend pre-school.

During the last ten years, pre-school education has undergone a remarkable evolution. The statistics show continual progress in attendance. From 19.73% in 1990, the rate increased to 21.73% in 1992, to 44.60% in 1992 and reached 64.3% in 1996. At no time in the period was there any decrease from one year to the next.

## Graph 2

Evolution of the enrolment rate for early-childhood development programs - from 90 to 98

Total  
Male  
Female

However, for the geographic departments of the country, the disparities identified are rather significant. Some departments show a much higher rate of attendance than others. From 1990 to 1998, the West and Artibonite departments, the two most populated departments, were the only ones whose pre-school attendance rate was higher than the national average. For these two departments, the respective rates were 23.82 and 27.90% in 1990 and 77.41% and 90.72% in 1998. For the other departments, attendance has certainly evolved positively over the period as a whole, but it did not surpass the national average, and was between 38.74% and 61.80%.

**Table 3:** Evolution of the rate of enrolment in early-childhood development programs

		1990	1991	1992	1993	1994	1995	1996	1997	1998
NATIONAL	Total (MF)	19.7	20.7	21.7	26.0	31.1	37.3	44.6	53.6	64.3
	Male	19.3	20.2	21.2	25.4	30.4	36.4	43.5	52.3	63.6
	Female	20.2	21.2	22.3	26.7	31.9	38.2	47.5	54.9	65.0
WEST	Total (MF)	23.8	25.0	26.2	31.4	37.6	45.0	53.8	64.7	77.4
	Male	24.5	25.7	27.0	32.3	38.6	46.2	55.3	66.4	80.6
	Female	23.2	24.4	25.6	30.6	37.6	43.9	52.5	63.1	74.6
SOUTHEAST	Total (MF)	16.4	17.2	18.0	21.6	25.8	30.9	37.0	44.5	53.7
	Male	17.0	17.8	18.7	22.4	26.8	32.1	38.4	46.1	56.5
	Female	15.8	16.6	17.4	20.9	25.0	29.9	35.8	43.0	51.1
NORTH	Total (MF)	15.7	16.5	17.3	20.7	24.8	29.7	35.6	42.7	51.3
	Male	15.6	16.4	17.2	20.5	24.6	29.4	35.2	42.3	51.5
	Female	15.9	16.7	17.5	20.9	25.1	30.0	35.9	43.1	51.0
NORTH-EAST	Total (MF)	18.8	19.7	20.7	24.8	29.7	35.5	42.5	51.1	61.5
	Male	18.1	19.0	20.0	23.9	28.6	34.2	41.0	49.2	60.1
	Female	19.5	20.5	21.5	25.7	30.8	36.8	44.1	53.0	62.9
ARTIBONITE	Total (MF)	27.9	29.3	30.7	36.8	44.0	52.7	63.1	75.7	90.7
	Male	27.2	28.6	30.10	35.9	43.0	51.4	61.6	74.0	89.7
	Female	28.6	30.0	31.15	37.7	45.1	54.0	64.6	77.6	91.8
CENTER	Total (MF)	14.3	15.0	15.7	18.8	22.5	27.0	32.3	38.8	46.5
	Male	13.6	14.3	15.0	17.9	21.4	25.6	30.7	36.9	44.8
	Female	15.1	15.8	16.6	19.9	23.8	28.4	34.0	40.9	48.4
SOUTH	Total (MF)	18.9	19.9	20.8	24.9	29.8	35.7	42.7	51.3	61.8
	Male	17.9	18.8	19.7	23.6	28.3	33.8	40.5	48.7	59.3
	Female	20.0	21.0	22.0	26.4	31.6	37.8	45.2	54.3	64.6
G- ANSE	Total (MF)	13.2	13.9	14.6	17.4	20.9	25.0	29.9	35.9	43.2
	Male	11.4	12.0	12.6	15.1	18.0	21.6	25.8	31.0	31.8
	Female	15.5	16.3	17.1	20.4	24.5	29.3	35.1	42.1	50.0
N -WEST	Total (MF)	11.9	12.5	13.2	15.8	18.9	22.6	27.0	32.4	38.7
	Male	10.7	11.3	11.8	14.2	16.9	20.3	24.3	29.2	35.3
	Female	13.3	14.0	14.7	17.6	21.0	25.2	30.1	36.2	42.7

N.B. The gross enrolment ratio for the Grand-Anse Department is grouped with the one for the Nippes Department given the way the population is distributed over the 9 geographic departments.

Regarding the question of gender, in 1998, the gap at the national level between the attendance of girls and boys is not significant. It is estimated at only 1.43% in favor of girls. When one considers the departments

separately, it may be noticed that the attendance rate for girls is higher in eight (8) out of the ten (10) departments. Only the West and the Southeast had registered higher rates for males. (. Annexes: Table 1, Indicator 1).

For the two sectors, public and private together, the number of children attending pre-school is estimated at 326,891, of which 165,290 are boys and 161,601 are girls. Regarding the pre-school institutions, there are 5063 centers for the entire country which enrol children of this age group and a large number of them are integrated into formal basic education institutions.

It is useful to point out that in the public sector, the pre-school program lasts only one year, whereas in the private sector, it lasts 3 years. Moreover, pre-school education is facing difficulties. The number of teachers is too small compared with the number of children enrolled. They numbered only 12,236 for a population of 418,561 children in 1997/98. Hence, a supervision ratio of 34 children per teacher.

Many efforts were made from the pedagogical point of view. After the MENJS distributed the pre-school curriculum, educational materials were put on the market (pre-learning workbooks, educational games, teaching guides) for better learning.

Therefore, it is imperative that the Haitian State continue to work to improve the process of preparing of the child through the expansion of early-childhood development activities to decrease any potential inequalities that may slow progress toward the objective of education for all.

### **6.1.2- Formal Basic Education**

Formal basic education covers nine (9) years and is divided into three (3) cycles: a first cycle of 4 years, a second of 2 years, and a third of 3 years. In the first cycle, basic knowledge in writing, reading, and arithmetic is established. It is strengthened in the following cycle, whose completion is ratified by a State examination (Certificate of completion of the second cycle).

The third cycle enrolls children aged 12 to 14 who have passed the examinations completing the second cycle. After 3 years of schooling, they take an official examination for Grade 9 that gives access to secondary education. At this stage, the pupil, whose age is approximately 14 receives a complete intermediate training which leads to secondary education. As in the second cycle, the third is also ratified by State examinations (examinations for completion of formal basic studies).

Nevertheless, as of the end of the second cycle, the pupils may choose either to continue their general or academic training, or to direct themselves toward a technical or vocational education.

#### **6.1.2.1 Gross and net intake rates**

In observing the profile of the total population by department, one reaches the conclusion that the disparities between the male and female genders is not significant.. It is between 0.08 and 1.91 percentage points. Nevertheless, on the national level, the male school-age population surpasses the female one by only approximately 10,000 children, which represents a difference of 0.14%. The following table shows the total population and the school-age population by department and by gender for the year 1996/97.

**Table 4: Distribution of the total population and the school-age population by department and gender for the fiscal year 1996-1997**

Depart ment	Total Popula tion	School -age population			
		Male	%	Female	%
West	2,651,115	187,365	7.07	190,840	7.20

Southeast	466,810	34,312	7.35	37,606	8.06
North	785,678	65,068	8.28	66,044	8.41
Northeast	255,601	22,140	8.66	18,107	7.08
Artibonite	1052834	75014	7.12	75,871	7.21
Center	508,199	39,629	7.80	43,074	8.48
South	671,112	55,866	8.32	50,301	7.50
Grand Anse	399,702	37,917	9.51	30,312	7.60
Northwest	439,984	39,219	8.91	36,537	8.30
Nippes	261,789	19,315	7.38	17,091	6.53
Total	7,491,762	575,845	7.69	565,782	7.55

The degree of the extension of formal basic education is measured by the number of new entrants enrolled annually at this level. The scope of school coverage is estimated from gross and net intake rates. In the case of Haiti, these two indicators have evolved significantly from 1990 to 1997. The following table shows the evolution of the net intake rates for the period 90-98.

**Table 5: Intake rate at age 6 between 1989-1990 and 1996-1997**

	School Year		
	1989 -1990	1994 -1995	1996 -1997
Children aged 6	176,699	199,181	203,739
Pupils aged 6 in Grade 1	32,234	75,903	93,644
Intake rate at 6 years of age	18%	39%	46%

The national gross intake rate increased from 114.3% in 1989/1990 to 179.1% in 1996/97.

### Graph 3

#### Evolution of the national gross intake rate

The net intake rate increased from 18 to 46% over these 7 years<sup>1</sup>. It should also be noted that as of from 1991, the gross intake rate has always surpassed the net intake rate by more than 100 percentage points<sup>2</sup>. This is explained by the fact that the first level of formal basic education is packed each year with a growing number of late or early entries.. Therefore, by looking at the increase of school-aged children from 176,699 in 1989/1990 to 203,739 in 1996/1997, one observes that the number of 6 year olds annually enrolled in the system is markedly lower than the total population of this age group.

### Graph 4

Evolution of the national net intake rate between 1990 to 1998

<sup>1</sup> Annexes of the indicators established for EFA 2000 Assessment

<sup>2</sup> Annexes of indicators established for EFA 2000 Assessment

The MENJS's will to reduce the disparities through PNEF programs and projects is evident. In the years to come, public education in Haiti must develop the capacity to create new places in grade 1 of basic education in order to increase the opportunity of access to schooling for school-aged children from low income families.

#### **6.1.2.2- Evolution of Gross and Net Schooling Ratios in Formal Basic Education (1990-98)**

The efforts of the Haitian State from 1990 to 1998 were especially concentrated on the extension and improvement of basic education in order to make it progressively accessible to the entire population of school-aged children.

In 1989-90, at the national level, 75.92% of children of all age groups had access to education. This gross ratio increased to 126.02% in 1997-98, an increase of more than 50 percentage points in 8 years. The net ratio also increased during the same period from 36.4% in 1989-90 to 47.1% in 1993-94 and 66.3% in 1997-98 (cf.. Table 4, Indicators 5 and 6 in annex).

This trend toward growth in the net ratio expresses the efforts of the Haitian State to facilitate progressive access to education for school-aged children. It also shows the obvious will to reach the goal of Education For All with a broad participation of the private sector which, alone catered for 67% of the entire school-aged population in 1989-1990 and 76% in 1996-1997.

#### **Graph 5**

Evolution of the national net enrolment ratio in formal basic education from 90 to 98

The analysis of the enrolment ratio by gender shows that many more boys than girls have access to formal basic education. In 1989-90, approximately 35.69% of girls attended school, as compared with 37.2% of school aged boys. This inequality, although small, remained unchanged during the two consecutive years, 1990-91 and 1991-92. However, as of 1993-94, a slight reversal was observed, with 48.1% girls as compared with 47.32% boys. However, by 1997-98, this gender inequality had almost disappeared, with a gap of only 0.17% in favor of the girls. (Cf.. Table 4, Indicators 5 and 6 in annex).

#### **Progress achieved in formal basic education**

The progress of children enrolled in the first two (2) cycles of basic education is somewhat slow. This is a social and pedagogical problem that manifests itself through repetitions and drop-outs; the latter, linked to the phenomena of over-aged pupils, results in a lack of internal efficiency within this school sub-system.

In 1992, the national coefficient of efficiency for formal basic education was 61.4%. In contrast, in 1987, this coefficient was 50.9%, i.e., a drop of 10.5%. (Cf., Table 9, Indicators 13 and 14).

The following graph shows the evolution of the survival rate to grade 5, as well as the coefficients of efficiency for the period 1990-97.

#### **Graph 6**

Evolution of the survival rate to grade 5 and the national coefficient of efficiency from 90-97

#### **Repetitions**

Repetition is one of the problems the system must confront in order to improve its internal efficiency. Indeed, the percentage of repeaters remains high, in the public as well as the private sector. It is, however, much higher in the public sector, where 24% of the grade 1 pupils are repeaters, as compared with only 14% in the private sector. Regarding the rural areas, one finds 18% of grade 1 pupils who repeat, as compared with 15% in the urban area.

**Table 3: Distribution of repeaters by sectors in 1996-97**

SECTOR	REPEATERS	PERCENTAGE
Public Schools	82,345	34.08%
Private Schools	159,277	65.92%
TOTAL	241,622	100%

### Evolution of the repetition rate between 1990 and 1997

The analysis of the national evolution of the repetition rate between 1990 and 1995 shows a downward trend for all grades, from grade 1 to 6. However, despite this decrease, the highest number of repeaters are found in grades 3, 4 and 5. This can be explained by the difficulty of most pupils to pass the hurdle toward sustainable literacy. In contrast, for the same period, grade 6 registered the lowest repetition rate, with an annual average of 6.5%. Unfortunately, as of 1995-96, the repetition rate for all these grades increased to 12.6% and 21.8%, before decreasing in 1996-97 to 12% and 16.8%. (Cf. Table 8, Indicator 12).

### The over-aged population

Formal basic education must answer certain questions, including that concerning the number of pupils who are over-aged in comparison to the age group 6 to 11. But what are the classification criteria or the characteristics of an over-aged child? The answer seems clear. All children who enrol late in the 1st cycle of formal basic education, i.e., at the age of seven or over, and/or who exits at the age of 12 or over after the 2nd cycle of the basic education, are considered over-aged. In this case, what about a nine-year-old child, for example, who is in grade 2 of formal basic education, while he should have been in grade 4. Is he over-aged or not? If we consider the age group 6 to 11, we might be tempted to answer no. But we should also have to admit that this child, even if he never repeats, will reach grade 6 at the age of 13. Therefore, another question arises. Is he a spontaneous over-aged pupil, or has he always been one? It seems so, because according to the classical ascending path of school promotion, the child is supposed to pass from one grade to the next each year: thus the over-aged pupil must be defined in relation to the year of study corresponding to each age between 6 to 11 (6 years old: grade 1, 7 years old: grade 2, etc.).

In order to understand the problem of over-aged pupils, a number of factors must be considered: first of all, the geographic factor. The child coming from a region other than the one where he finds an available school enters an environment that is not adapted to his first reflexes and he is therefore disadvantaged, in contrast to his fellow student who was born, evolved and lived in the same environment.

This causes migratory movements that explain the importance of demographic problems (population, gender, age) in the phenomena of over-aged pupils.

An equally important factor is the social and economic reality: unemployment, lack of training, decrease in production, and the problems of displacement are all obstacles to proper schooling. But how is this phenomena appear within the education system? On this point, one can refer to the annexed report that deals with the issue.

### Drop-outs

Given what was said earlier, it is not surprising to find a significant proportion of pupils who abandon their studies. In general, 16% of all pupils drop out after the first year of schooling. This is due to economic reasons after

grade 6, when many pupils are completely confused. The most delicate problem remains that of the rural areas, where the available school infrastructure is deficient. A large portion of the rural population is under educated. One of the reasons for most is that they drop out of school too early. Many children from remote areas still experience deplorable schooling conditions and register little progress.

Here, it is important to highlight the need to revise the assessment system to make it a tool of improvement not only for school organization, but particularly for pupil learning.

### **Achievement**

Regarding outcomes, it is important to remember that for a child, the main objective of the education process is not only to be provided with schooling, but also to leave school with indispensable knowledge and values. To this end, "promotion" plays an important role. Thus from 1994 to 1997, the number of pupils certified at the end of the second cycle of basic education went from 67,791 to 82,286. However, it is important to note that the percentage of pupils certified registered a significant decrease in 1995, i.e. 46.52%, as compared with 69.16% in 1994. This situation did not last, given that in 1996 the percentage was up again to 52.49 and in 1997 to 53.44%. (Cf. table in annex)

### **Graph 7**

#### **Promotion rate for the examinations completing the 2nd cycle of formal basic education**

#### **6.1.3- Literacy**

The JOMTIEN conference coincides with the 1990-2000 decade for literacy decreed by the United Nations. Through the State Secretary for Literacy, the Haitian State made significant efforts to promote a national literacy campaign. For the decade 1990-2000, the plan was to impart

literacy to 80% of the illiterate population aged 15 and over, i.e., approximately 2 million people, at a rate of 200,000 each year.<sup>3</sup>

To this end, the Haitian State took measures to create a Creole Education For All center, supervised by the Secretariat for Literacy. Indeed, the project aims at the establishment of the conditions for a continuing education of the Haitian citizen through the promotion, creation and diffusion of works in Creole.

SEA has undertaken a series of activities explicitly aimed at extending the literacy process throughout the country, in particular, the organization of a series of literacy training seminars for trainers and instructors. In total, 7,770 instructors were trained in literacy education and the promotion of the learning and writing of the Creole language. In addition, 2,215 literacy centers were established throughout the country.

The interventions of other institutions working in literacy must be pointed out. However, their actions lack coordination. We should mention among others, the Papaye Protestant Literacy Committee, the literacy project of Gros Morne, Plan de Parrainage, and Mission Alpha. The latter, which is a non public organization, has approximately 195 centers serving approximately 6,300 participants.

The current figures show that, for the decade, 48% of literate individuals are males, as compared with 52% for females.

With all these institutions working alongside the State Secretary for Literacy to reduce the nation's literacy rate, one might suppose that a significant number of men and women were trained in literacy. However, the data presently available at the SEA as well as at other institutions deserve to be reviewed before providing reliable reports on progress achieved in this area.

#### **6.1.4- Mobilization of resources**

##### Teaching personal

The demand in education in Haiti has been growing for over thirty years. The most disadvantaged social classes claim their right to education. This situation has therefore created increasing pressure on all of the educational structures in place, obliging public as well as private education authorities in Haiti to take concrete initiatives in order to meet the demand. The limitations of the supply, result in a noticeable inadequacy of available enrolment capacities.

##### **Quantitative evolution of the personnel**

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<sup>3</sup>Mid-decade report, toward EFA-2000 , Port-au-Prince, MEN, 1995



In 1989-90, the total number of teachers was 22,676. Four years later, in 93-94, it rose to 34,310, i.e. an increase of 51.2%, to reach 41,170 in 96-97, i.e. 30.3% more than in 93-94.

Year Number of teachers

EVOLUTION OF THE NUMBER OF TEACHERS

**Graph 8**

Repetition is one of the problems the system must confront in order to improve its internal efficiency. Indeed, the percentage of repeaters remains high, in the public as well as the private sector. It is, however, much higher in the public sector, where 24% of the grade 1 pupils are repeaters, as compared with only 14% in the private sector. Regarding the rural areas, one finds 18% of grade 1 pupils who repeat, as compared with 15% in the urban area.

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In order to understand the problem of over-aged pupils, a number of factors must be considered: first of all, the geographic factor. The child coming from a region other than the one where he finds an available school enters an environment that is not adapted to his first reflexes and he is therefore disadvantaged, in contrast to his fellow student who was born, evolved and lived in the same environment.

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## Gender disparities

Tables 7 and 8 below show the distribution of personnel by gender for each department in 1990 and 1997. In 1990, out of a total of 22,676 teachers (Cf. table 16) 10,128 were females, i.e. 44.7%, and 55.3% were males. Although at the national level the disparity between male and female teachers was considered insignificant, in contrast, at the departmental level, the differences were more significant. Therefore, the Northwest and the Southeast had the lowest proportion of women (31%) in their personnel, while the West had a majority of women (55% of the total) among its teachers.

**Table 4: Distribution of teachers by department and according to gender in 1990**

Department	Male		Female		Total	
	Number	%	Number	%	TOTAL	%
West	3,203	45%	3,851	55%	7,054	100%
Southeast	1,040	69%	469	31%	1,509	100%
North	1,401	49%	1,437	51%	2,838	100%
Northeast	460	55%	371	45%	831	100%
Artibonite	1,815	65%	976	35%	2,791	100%
Center	852	68%	409	32%	1,261	100%
South	1,212	47%	1,369	53%	2,580	100%
Grand Anse	670	63%	397	37%	1,066	100%
Northwest	1,287	69%	565	31%	1,851	100%
Nippes	611	68%	284	32%	895	100%
National	1,2551	55.3%	10128	44.7%	22,676	100%

## Graph 9

### The personnel by gender and department in 1990

In 1997, (cf. Table No 7), out of 41,170 teachers of the 2 cycles of basic education, 13,436 were females, representing 32.6%, compared with 67.4% for the males. The disparity was therefore rather considerable (the double) in favor of the male gender.

In comparison with 1990, one can note that the disparity in gender equality at the national level had broadened. Indeed, women, who represented 44.7% of the teaching personnel in 1990, represented less than one third in 1997. The regression that characterized their participation is also present in all departments.

**Table 5: Distribution of teachers by department and gender in 1998**

Department	Male		Female		Total	
	Number	%	Number	%	TOTAL	%
West	8,951	61.45%	5,614	38.55%	14,565	100%
Southeast	2,106	75.02%	71	24.98%	2,807	100%
North	2,772	57.42%	2,055	42.57%	4,827	100%
Northeast	1,035	68.09%	485	31.90%	1,520	100%

Artibonite	5,562	79.27%	1,455	20.73%	7,017	100%
Center	1,762	78.31%	488	21.69%	2,250	100%
South	2,259	56.54%	1,736	43.45%	3,995	100%
Grand Anse	1,649	75.81%	526	24.19%	2,175	100%
Northwest	2,800	74.34%	966	25.66%	3,766	100%
Nippes	1,157	74.64%	393	25.36%	1,550	100%
Total	30,053	67.57%	14,419	32.42%	44,472	100%

### Graph 10

#### Personnel by gender and department in 1997

#### The imbalance between the public and non-public sectors

The distribution of teachers between the public and private sectors follows the predominance of the non public sector within the Haitian education system.

In 1990, of 22,676 teachers, 6,425 were in the public sector and 16,251 in the private, i.e. respectively 28% and 72% of the total. In 1998, out of a total of 44,472 teachers, only 7,948 were practicing in the public sector, i.e. only 17.87% of the total, as compared with 36,524 in the private sector, i.e. 82.13%.

Therefore, the weight of the non public sector increased by 10 points between 1990 and 1998. As for the public sector, it decreased from 28% of all teachers in 1990 to 17% in 1998. These numbers show the great importance of the non-public sector, which registered an average annual growth of 28%, over these eight years, compared with only 15% in the public sector.

**Table 6: Distribution of teachers by year and sector**

Year	Public		Private		Total	
	Number	%	Number	%	Total	%
89-90	6,425	28%	16,252	72%	22,676	100%
97-98	7,948	17%	36,524	83%	44,472	100%

### Graph 11: Teachers by sector in 1990 and 1998

#### Regional disparities

At the national level, the total number of teachers, increased from 22,676 in 1989-90 to 44,472 in 1997-98, registering an annual average growth rate of 8.9%. However, this average masks significant differences between the Departments. As seen in the following table, the lowest growth rate was 6.25%, registered in the Southern department. On the other hand, the highest growth rate (13.8%) was registered in the Artibonite department. Overall, aside from the latter (Artibonite), only the Grand Anse (10.4%) is higher than the national average. All the other departments, except for the West and the Southeast (8.9%) registered growth below that of the national average.

**Table 7: Distribution of teachers by department from 1990 to 1998**

Department	1989-90	1993-94	1997-98	Annual Growth

	Number	%	Number	%	Number	%	
West	7,050	31%	10,080	29%	14,565	32.7%	8.9%
Southeast	1,509	7%	2,451	7.1%	2,807	6.3%	8.9%
North	2,838	13%	4,357	13%	4,827	11%	7.2%
Northeast	831	4%	1,324	4%	1,520	3.4%	8.4%
Artibonite	2,791	12%	4,525	13%	7,017	15.8%	13.8%
Center	1,261	6%	2,011	6%	2,250	5%	8.4%
South	2,580	11%	4,231	12%	3,995	9%	6.2%
Grand Anse	1,066	4%	1,538	4.5%	2,175	4.85	10.4%
Northwest	1,852	8%	2,280	7%	3,766	8.5%	6.8%
Nippes	895	4%	1,513	4.4%	1,550	3.5%	6.8%
National	22,676	100	34,310	100	44,472	100%	8.9%

To have a more precise idea of the teaching staff available in the departments, it is important to complete these data by bringing the number of teachers closer to the total number of pupils. Thus, it can be observed that the annual growth of the total number of teachers by 8.9% has only permitted, on the whole, an improvement in the level of supervision by two pupils per teacher, thus going from 35 to 33 pupils per teacher (cf. Table 8 below). The Grand Anse, Northeast, Nippes and North departments have a registered deterioration in the conditions of supervision, with slightly more overcrowded classes, which seems to indicate that the growth in personnel was well below the needs.

**Table 8: Evolution of the pupil/teacher ratio by department between 1989-90 and 1997-98**

Department	1989-90	1993-94	1997-98
West	34	31	32
Southeast	40	30	35
North	33	29	35
Northeast	38	36	42
Artibonite	33	35	32
Center	39	30	37
South	35	25	32
Grand Anse	41	45	45
North West	35	33	35
Nippes	33	27	36
National	35	31	33

The previous data show a noticeable improvement at the quantitative level of supervision. However, it is important to point out that there are substantial disparities between the departments. In 1990, the Grand-Anse Department had registered the highest number of pupils per teacher (42), followed by the Southeast (40). In contrast, in 1998, the Artibonite, the West and the South registered the lowest ratio: 32 pupils per teacher.

#### Teachers area of assignment

In 1990, out of total of 22,676 teachers, 9,963 practiced in rural areas, i.e. 44%. In 1997, this number rose to 23,506 out of a total of 41,170, i.e. a proportion of 57% assigned to the rural areas. Compared with 1990, this is an increase of 13 percentage points in the number of teachers in rural areas. One can note at the same time that these

changes are closely linked to the noticeable reinforcement of the role of female teachers in rural areas (cf. Table 9). Beyond these observations made for 1997, it is important to point out that these results are also the fruit of efforts made by most actors in the system to reduce the disparity between the city and the countryside, which testifies to a reinforcement of decentralization in the provision of education services.

**Table 9: Distribution of teachers by gender and area**

Year	Male		Female		Total	
	Urban	%	Rural	%	Total	%
1989-90	12,713	56%	9,963	44%	22,676	100%
1996-97	17,664	43%	23,506	57%	41,170	100%

On the other hand, concerning supervision, the disparity of two points between rural and urban areas (cf. table No. 10) remained unchanged between 1990 and 1997.

**Table 10: Pupil/teacher ratio by area in 1989-90 and 1996-97**

Area	1989-90	1996-97
Urban	36	35
Rural	34	33

### Qualification of the teaching personnel

Teachers training is still one of the most important tasks. To improve the educational supervision and training of the teachers, the PNEF plans to convert one primary school in each commune into an Basic Education School and Center for Pedagogical Support (Ecole Fondamentale d'Application and Center d'Appui Pedagogique) (EFACAP). With this project, the teachers will less training will be able to receive sound training to continue to teach. This initiative is largely justified by the fact that only 14% of basic education teachers received adequate pedagogical training for the practice of their profession.

The real improvement in education depends largely on the quality of the service provided by the teachers. The latter represents the most important of the resources of the education system and scholastic achievement depends on their qualification. Therefore, they must have the essential theoretical knowledge and practical skills.

The Haitian education system is confronted with the problem of qualification of its teaching personnel. Currently, the country has three main categories of teachers:

- 1) those holding a diploma delivered by a teacher training school or a teaching diploma
- 2) those who have the required academic level to teach
- 3) those without any diploma

Only the teachers from the first category have received a training in teaching.

Tables 11 and 12 below show the distribution of teachers in 1990 and 1997 by department and according to the sector and qualification

**Table 11: Distribution of teachers by category, department and sector (1990)**

Department	Public					Private				
	TOTAL	CERTIFIED <sup>1</sup>		LEVEL REQUIRED <sup>2</sup>		TOTAL	CERTIFIED		LEVEL REQUIRED	
		NUMBER	%	NUMBER	%		NUMBER	%	NUMBER	%
West	1,709	429	25.1	710	41.5	5,345	663	12.4	3,585	67.1
East	480	24	5.0	167	34.8	1,029	8	0.8	293	28.5
North	971	311	32.0	401	41.3	1,867	92	4.9	821	44.0
North East	309	50	16.2	110	35.6	522	17	3.3	248	47.5
North West	847	72	8.5	233	27.5	1,944	53	2.7	967	49.7
Central	270	17	6.3	48	17.8	991	11	1.1	158	15.9
South	730	165	22.6	249	34.1	1,850	71	3.8	637	34.4
South East	500	147	29.4	239	47.8	566	40	7.1	287	50.7
South West	362	18	5.0	94	26.0	1,490	13	0.9	378	25.4
Other	247	14	5.7	62	25.1	8,761	5	0.1	149	1.7
Total	6,425	1,247	19.4	2,313	36.0	16,252	973	6.0	7,523	46.3

**Table 12: Distribution of teachers by category, department and sector (1998)**

Department	Public	Private
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<sup>1</sup> Teachers holding a diploma from a teachers training school and/or a teaching diploma

<sup>2</sup> Teachers having the minimum academic level required to teach

	TOTAL	CERTIFIED		LEVEL REQUIRED		TOTAL	CERTIFIED		LEVEL REQUIRE	
		NUMBER	%	NUMBER	%		NUMBER	%	NUMBER	
West	2,066	953	46.1	2,033	98.4	12,499	4,379	35.0	11,769	
Southeast	777	113	14.5	767	98.7	2,031	113	5.6	1,460	
North	1,183	525	44.4	1,154	97.5	3,644	466	12.8	2941	
Northeast	381	134	35.2	375	98.4	1,139	123	10.8	927	
Artibonite	1,084	281	25.9	1,054	97.2	5,933	645	10.9	4821	
er	362	86	23.8	358	98.9	1,888	167	8.8	1491	
South	845	242	28.6	829	98.1	3,150	223	7.1	2,612	
Grand Anse	547	151	27.6	519	94.9	1,628	56	3.4	1,007	
Northwest	415	96	23.1	413	99.5	3,351	239	7.1	2,488	
Nippes	288	39	13.5	282	97.9	1,262	64	5.1	968	
Total	7,948	2,620	33.0	7,884	99.2	36,524	6,475	17.7	30,484	

### Qualification of public sector teachers

In 1990, out of a population of 6,425 teachers surveyed in the public sector, 1,247 were certified. In terms of the basic training of teachers, out of the total, 2,313 teachers had the required academic level.

In 1998, there were 7,948 teachers in the public sector. Of this number, 2,620, i.e. 33%, were certified. In contrast, those having the required academic level increased to 7,884, i.e. 99.2%.

In comparing 1990 and 1998, it becomes evident that the number of certified teachers rose by 13.6 percentage points, representing an annual increase of 1.7%. As for those having the academic level required, the increase for the entire period was 63.2%, i.e. an annual increase of 7.9%.

### Qualification of non public (private and community) teachers

In 1990 the total number of teachers from the non public sector was 16,252, of which 973 were certified teachers, i.e. 6% of the total. Furthermore, only 7,523 teachers (46.3%) satisfied the academic requirements.

In 1998, there was a significant increase in the number of teachers of this sector, which totaled 36,624. Of these, 6,475 were certified, representing 17.7% of the total. Those with the required academic level 30,484, i.e. 83.4%.

### Qualification of teachers by sector in 1990

In comparing the 1998 data with those of 1990, it is evident that the number of certified teachers in the non public sector also rose by 11.7 percentage points, representing an annual increase of 1.5%. The number of those with the required academic level increased during the period by 37.1%, i.e. 4.6% a year. Thus in the private sector as well, the qualification of teachers improved.



Finally, one should note a better theoretical qualification of the teachers from both sectors, although the private sector appears to have recruited more teachers from the baccalaureate level.

Although it is true that from 1990 to 1998, teacher qualification evolved positively for both sectors, it is nonetheless important to point out that it did not evolve at the same pace for both categories. In their recruitment policy, both sectors appear to have chosen identical priorities. However, one can understand that the public sector, with much more means, was able to recruit a higher number of teachers with formal professional qualification (cf. Table 13 below).

**Table 13: Annual variation of the percentage of teachers by sector**

Levels	Public	Non Public
Certified	1.7%	1.5%
With the academic levels	7.9%	4.6%

## Graph 12

### Qualification of teachers by sector in 1998

### School Mapping

Space management in the provision of education plays an important role in the process of reducing disparities and the proper use of resources. In this sense, various operations of school mapping were carried out well before 1999 in order to integrate micro-planning techniques in the management of the Haitian education system. Among others, one may quote: "Document for the analysis and definition of the interventions to be undertaken in terms of construction, enlargement and repair of public schools in the Grand Anse, South and the Southeast departments," prepared in June 1984 and the locating of schools on a map so as to evaluate the number of public schools in the country, etc.

Following this, other school mapping activities were carried out between 1990 and 1991:

- Preparation of the establishment of school mapping in Haiti, May 1990;
- Workshop on school mapping, September, October 1990;
- Preparatory phase of the implementation of school mapping in Haiti - assessment and perspectives, Feb. 1991.

The activities concerning school mapping were interrupted for a lack of external financing which lasted until 1996. Globally, the absence of favorable conditions has also contributed to limiting the impact of the initiatives for standardizing the provision of education.

To overcome this difficulty, the project for the reinforcement of basic education had to integrate a “micro-planning” branch whose start-up is linked with the effective launching of the project itself.

Within the framework of this project, the school mapping must be integrated into the attributions and missions of the reorganized and reinforced departmental executive offices as a regionalization instrument in the important areas of intervention of the National Education and Training Plan.

Regarding the concrete establishment of school facilities, the data have evolved as follows:

**Table 14: Distribution of formal basic education by sector**

Sectors	1989-90		1996-97		1997-98	
	Number	%	Number	%	Total	%
Public	1,005	18.6	1,071	11.24	1,434	14%
Private	4,407	81.4	8,457	88.75	8,806	86%
Total	5,412	100%	9,528	100%	10,240	100%

In 1998, the Haitian education system had 10,240 schools providing formal basic education in the 1st and 2nd cycles. But in 1990, there were 5,412. Therefore, we notice significant progress in the provision of education again in the public as well as the private sector.

However, we should notice that only 42% of the total number of schools operate in buildings especially designed for that purpose. The remaining school premises are mostly either churches (15%) or under a simple roof (7%). Therefore, we can say that many schools are not appropriate to meet the requirements of a safe and attractive instructional activity.

In view of this situation, the MENJS decided to elaborate national standards for the design of educational buildings. Within this framework, they should reinforce the capacities of the Ministry, and especially the Executive Office of School Engineering, to plan, design, and manage educational buildings.

Today, one cannot claim to fight for maximum schooling rate without undertaking at the same time efforts to increase the stock of operational equipment.

Today, one cannot claim to fight for maximum schooling rate without undertaking at the same time efforts to increase the stock of operational equipment.

A large proportion of private schools were created during the last ten years, while the public sector has a significant number of relatively old schools. On the whole, it is above all the renewed energy of the private sector which has permitted the increase in the total number of schools from 5,412 in 1990 to 9,528 in 1997. Therefore, an important effort remains to be made, particularly in the private sector to bring the majority of facilities up to the level of norms and standards required by the Ministry of National Education.

On the other hand, while taking into account the characteristics of the concentration of the population, important disparities with regards to infrastructures are noted between the departments.

#### **Education budget (rf. Annexes, Indicators 7-8)**

Between 1997 and 1998, the budget of the National Education Ministry has practically quintupled. At the same time, public expenditure for primary education has more than doubled. This certainly shows an increase in the effort made by the MENJS toward basic education, even when significant operations (school canteens, teaching aids, and uniforms) mainly financed by various types of foreign aid are not taken into account. However, measured in relative terms, these data also show a noticeable setback in the basic education.

Indeed, although over two thirds of the budget of the Ministry of Education was allocated to basic education in 1990, 8 years later, it was only 30%. Whether posted to the GDP (1990 to 1992) or to the GNP (1993 to 1994), the portion of the product allocated to basic education is tiny and represents less than 1% of national production. In 1998, a slight recovery may be seen, certainly due to the increase in salary expenditure linked to the increase in the level of teacher salaries. However, over the entire period, the trend is clearly downward. This situation shows the objective difficulty of making basic education a true priority in the allocation of resources at the national as well as government levels. As for the expenditure per pupil posted in the national product per capita, the GNP decreased regularly until 1997. This being less than 1% of the GNP per capita, it is obvious that the means allocated to the sector are insufficient for ensuring the improvement of both the access to and the quality of basic education. Indeed, this quality can only decrease, the relative improvement of resources noted in 1998 was insufficient to resolve all problems.

Finally, it is important to point out that these inadequacies are closely linked to the general lack of resources on the part of the State. Indeed, combined public resources represented less than one third of the general budget of the State for the fiscal year 1996-1997. Over two thirds came from external financing (4.9 billions in donations, more than 4.4 billion gourdes in loans).

Estimates of external resources budgeted, in the budget of the ministries of Education, Social Affairs, and Health relating to educational activities amounted to 365,648,000 gourdes, distributed as follows according to the source and destination:

#### **Graph 13**

#### **ORIGIN OF FOREIGN CONTRIBUTIONS**

**Table 15. External financing in education 1996-1997 (10 millions of gourdes)**

Destination	Various education projects	Education of children in difficult situation	Transformation	Total
Origine	(MENJS)	(MAS)	HUEH (MSP)	

BID ET BID/BM	298.38			298.38
PNUD/BM/UNESCO	19.5			19.5
UNICEF		9.233		9.233
OMS			0.115	0.115
OEA (Alphabetisation)	1.0			1.0
LUE	17.0			17.0
France	20.45			20.45
TOTAL	356.3	9.233	0.115	365.648

Certain interventions are excessively or mainly financed by the donors.

It is undoubtedly important to mobilize available external financing to perform actions for the nation's educational development. This source of financing is often subjected to conditionalities which taint the project with a certain amount of uncertainty. An example is the delay in the initiation of the project to reinforce basic education (PBE), which has been waiting for the first installment of international financing US\$50 million over three years.

Therefore, we are convinced that a better mobilization of national capital for basic education remains a sustainable financing alternative that has yet to be used.

**Table 8 Indicators 7 and 8 - Public expenditure on primary education as percentage of GNP and of total public expenditure on education (all levels): and public current expenditure on primary education per pupil as percentage of Gross National Product(GNP) per capita**  
 Country : Haiti  
 Year: 1999

Col1	Col2	Col3	Col4	Col5	Col6	Col7 =col2+ col3	col8=col2-col3	Col9=(col2=col
Year	Pu current ex	Total Pu	Total	Gross National	Total Pop	Pu current exp on primary	Public current exp on	Public Current
1990			808.712		6.486.047			
1991	115.78 6.2	177.314.2	865.415	14.951.0	6.624.897	65.30	0.8	1.3
1992	122.63 8.7	195.596.1	926.095	15.241.0	6.763.747	62.70	0.8	
1993	123.18 3.6	221.533.3	1.024.409	19.894.0	6.902.595	55.61	0.6	4.2
1994	133.82 8.2	257.361.9	1.073.916	30.933.0	7.041.446	52.00	0.4	2.8
1995	155.17 2.8	405.151.0	1.156.937	35.207.0	7.180.294	38.30	0.4	2.7
1996	174.99 8.1		1.312.585	43.234.0	7.336.026		0.4	1.6
1997	194.82 3.4	664.628.4	1.429.280	51.789.0	7.491.762	29.31	0.4	2.0
1998	265.34 7.2	880.700.5	1.486.000	52.306.9	6.747.496	30.13	0.5	2.3
1999					7.803.230			
2000					7.958.964			

Note Data should refer to actual expenditure in national currency. Please indicate by means of a footnote if otherwise.  
Data source/ 1/ column 2&3 Budget of the MEN only: Unit (thousands of current gourdes)

Source: 1991-1994: MENJS, Project for the elaboration of the National Plan 2004. Technical diagnosis of the education system in Haiti. Year 1995 estimate year 1997 and 1998 MENJS/DAA  
2/ Column 4: Sources MENJS/DPCE. Statistical yearbook 1996 and 1997 for the years 1996-1997. Estimates of the statistical services ((MENJS/DPCE) for the year 1998  
3/ Column 5: GDP in millions of current gourdes. Source: Haitian Institute of Statistics and Computer Sciences (IHSI), 1997, Economic account.  
4/ Column 6: Source: IHSI Projection of the total population.

#### **7- Efficiency of the strategy, plan and programs**

The process initiated in 1989-1990 was marked by rapid growth in 1995 which was maintained until 1999. Due to the high school demand, the provision of education improved significantly.

In Haiti, the private sector plays an important role in ensuring the majority of the provision of education. The acknowledgment of this fact has led the MENJS to advocate partnership as the main line of strategy for the implementation of educational policy beginning with the States General on Education (1995). It may still be too early to appreciate all its impacts, particularly, when we consider that the systematization of efforts was delayed and only started to become a concrete concern for the State only after the restoration of constitutional order (1994).

The respective sectors have achieved substantial progress, but the disparities between them are still significant. Therefore, the transformation of the system, or, preferably said, educational reform is reflected in the current vocation of the MENJS to develop all of the phases of the system within a coherent framework.

Regarding the sector-by-sector objectives, formal basic education was and remains the priority emphasis of the national education policy. While still developing some preschool activities (in classes often integrated with primary schools), action in this field, has been left to the private sector at least until now. Regarding literacy education for adults and youth in difficult circumstances, after years of difficulties, a national campaign has just been proposed to the nation in the hope of significantly decreasing the scope of this plague. This evolution was accentuated by the 1994 adoption and transformation of all traditional schools into schools providing formal basic education. It is particularly visible during the first two cycles of the formal basic education. As for the 3rd cycle, practically no new progress was registered, except that tests have been implemented, through the organization of official examinations for the students in the ninth grade (secondary). On this aspect, a slight improvement as compared with earlier achievement was registered approximately four (4) years ago.

#### **8- Main problems encountered**

The worrisome issue is the improvement of the nation's socio-political and economic conditions. Regarding education, the problems encountered during these last nine years in the extension of early-childhood education programs and in the progress toward universal basic education are the result of factors both external and internal to the education sector. Among the external factors, we will note that the socio-economic and political environment has not been always favorable to the development of education. In particular, the weakening of the national production and of the resulting State revenues was not without consequence on the educational programs.

The departments faced with educational problems such as the Northeast are hard-pressed to meet the needs of the citizenry: daily life, the distances to cover to go to school and growing poverty complicate an already difficult situation.

Two important issues can be raised in considering rural area : the over-aged pupils and that of the drop-outs. There are still no effective measures to incite the great majority of drop-outs to go back to school without social complication. The same is true for over-aged children who are countless in rural areas.

In this prospect, one can say that the most easily observable and measurable characteristics of education for all in Haiti are the reflection of more serious educational problems.

In the countryside, the available resources are insufficient to change or improve the operation of the system. Aside from over-aged pupils and drop-outs is the issue of repeaters. The youth and young children tend to emigrate to the capital in search of a better life. Many of them, left to themselves, become small vendors, retailers or others. Therefore, poverty must be eliminated if one wants to curb or solve these problems.

Regarding the teachers, it seems that disparities in salaries are still significant, particularly in the public sector. Over these last two years, for example, although the education budget was substantially increased, it was impossible to finance the payment of teachers in the proportion foreseen in the professional agreements, and certain public schools were not able to operate, due to their incapacity to recruit new teachers. The long and repeated strikes that followed resulted in a de facto reduction in the school year, at the very time when the Ministry of National Education had decided to increase its duration. Therefore the efforts, although important, barely progressed toward a sustainable solution.

The coordination of private initiative and governmental action still suffers from serious difficulties due in a large part to the as of yet unresolved problems of “convergent governance” of the education system: complete coverage and effective taking charge of the schools by the inspectors, insufficient level of initial and continuing training of a significant proportion of teachers, difficulties in implementing the program to reform education management (educational management, personnel management, decentralization), delay in the establishment of an efficient information system for management. From an internal point of view, the MENJS employees and the teachers at all levels of education have serious communication and coordination problems. Therefore all interested parties should join their efforts to meet the challenge of education for all.

Regarding school mapping specifically, it must be said that the actions carried out were too centralized and often canalized by a central team assisted by an international consultant without the effective and real participation of educational field agents such as inspectors, departmental directors, and local authorities.

It should also be recalled that it took time for the preliminary conditions for the implementation of school mapping in Haiti to be approved:

- from 1987 to 1996, there was no annual collection of statistical data;
- the Haitian Institute for Statistics and Computer Sciences was until recently unable to provide the Executive Office for Planning and External Cooperation, with reliable data on the school-aged population at the regional and sub-regional level.
- Regarding early-childhood development, it should be noted that, programs are often too ambitious and their content too much like an encyclopedia in comparison with the children’s real capacity of assimilation, which makes learning difficult.

## **9- Public awareness, political will and national capacities**

Despite the consequences of the current structural crisis of the economy, the population continues to see education as the main factor for social advancement and makes significant sacrifices at all levels to socialize the children. The demand for basic education is always very high. As evidence, is the significant progress in the number of children provided with schooling, especially in the private network.

The growing number of repeaters and over-aged pupils in the schools shows in its way the reinforcement of the will of the pupils (and also of the parents) to continue attending school despite sometimes disappointing achievement. The parents consent to paying school fees often excessive in relation to a generally low or at times uncertain income.



On the other hand, more than 3/4 of the schools have a parents committee, even though they have yet to really involve themselves in school management. Yet their existence in and of itself is a testimony to the public awareness efforts NGO and others are supporting. Of course, much remain to be done to consolidate the links of the school with the community. However, the parents are, naturally, very worried about the current situation of their children and even more so about their future, because whether holders of a diploma or not, unemployment is waiting for them in the long run. From this prospect, the general public is partly indifferent, and partly upset, because they don't know what to think when faced with the social upheavals and changes under way in the country. Particularly in the area of education, parents are worried in the face of the rise of new styles in Haitian customs and new values in the society. For them, educational reform is a frightening challenge of which they barely understand the founding or purpose.

For the authorities, the public, the parents, the teachers and the pupils, the need is for an in-depth reform of the education system as well as the spirit of the Haitian society itself.

The government's will to progress toward universal access of children to education has been affirmed on countless occasions. In order to bring more coherence to the actions, a national plan was developed aiming at a better coordination of the efforts of different actors in the education sector and the mobilization of more resources for school. Within this framework, the project of reinforcement of basic education mentioned above is waiting to be concretely launched with the BID and World Bank particularly for a total amount of US\$80 millions.

A new organic law on education is also awaiting the ratification of the Haitian Parliament. Instruments for concertation/cooperation with the private network are being developed.

The diversity of these initiatives certainly constitutes positive anchorage points that should be reinforced in the future, particularly, with regard to the opening of school onto its immediate environment and onto the whole society. This may also be the main way to approach the weaknesses encountered: governance and financing of the educational policy.

## 10- GENERAL EVOLUTION AND POLITICAL PERSPECTIVES

### 10.1 Preliminary considerations

The socio-political process that is to lead to Education for All, in its articles, calls for specific actions to structure the various sectors or sub-structures within the education system, as well as the programs planned for the medium and long terms. The efforts made by the State have been, from this perspective, largely masked by the successive political crises experienced in the country during the decade 1990-1999. Everything becomes an emergency and this has considerable repercussions on the nation's educational structures.

Therefore, it is easily understandable that with repeated periods of political crises, there follows a rapid deterioration of living conditions and staggering poverty. Consequently, education has paid the price. However, despite these deplorable situations, the State has paid sustained attention to education, to the point that increased performance and enrolment capacity, due to significant investment, have enabled the achievement of appreciable outcome in the process of Education For All.

### 10.2- Progress achieved

In concrete terms, the inputs invested by various sectors in Education for All (to year 2000) are significant: the mobilization of human, financial and material resources and the management of resources/time.

In this sense, one of the first actions of the MENJS was aimed explicitly at converting all traditional schools in 1992 into ones providing formal basic education. This, in addition to the realization in 1995 of the States General for Education that resulted in the National Plan for Education and Training.

Since the States General, the progress achieved in areas such as school coverage and teacher training is tremendous.

Access to basic education was largely improved during this decade when one considers the programs modified, the significant reduction in the enrolment fees for secondary schools, the decrease in the length of the cycle of basic education, and the increase in the number of teachers.

Although Haiti experienced difficult situations during this period, notably, political and economic difficulties, the various initiatives envisioned and actions undertaken by the authorities and educational partners testify to a determined will to improve the education system. On the basis of observations made at the end of this review of the last ten years and taking into account the constraints that hindered the effective implementation of the EFA 2000 program, we should conclude that the goal of this program will certainly not be reached in Haiti by the year 2000. Nevertheless, significant steps have been made in the direction of universal access to education.

In this context, the Ministry of National Education, Youth and Sports has laid the foundations for an irreversible social and educational process that will take into account the adequacy of the scholastic supply and demand, given that the public believes that the supply is still insufficient. The authorities of the Ministry are aware that there is almost no relation between the inputs provided by the State in education and the outputs measured and observed in the framework of this evaluation. The process of universal access to education is slow. To overcome this situation, the State will make new efforts to train teachers and offer them refresher courses and will, consequently, create a new learning and work climate for the learners. The new measures of the State in this area already figure in the schedule of future actions. On the other hand, in order to extend the process of universal access to education throughout the country, the MENJS has already pledged, with the support of UNESCO, to develop an irreversible educational policy in order to reach the Education For All targets. To this end, the Haitian Ministry of Education and UNESCO have signed an agreement in which the two parties convene to mobilize the international community on the theme of "Educational Emergency in Haiti".

To conclude, it is evident that many factors limit the effectiveness of the actions undertaken within the framework of EFA 2000. We acknowledge that significant efforts have been made to attain a much broader enrolment for the nation's children, despite major constraints linked particularly to the shortages observed in qualified human resources and financial and material means, to cite only those. However, despite everything, the continuation of the

broad Education for All objectives remains a State priority, taking into account the importance of education as a factor of social and economic development. In this sense, the great determination of Haitian families is an incentive to encourage the authorities to invest much more in the education sector.

Precisely in this context , it is important to rapidly create a national commission to ensure the monitoring of EFA activities in Haiti. It would also be important for the MENJS to continue to motivate and raise the awareness of its clientele regarding the activities of educational reform in order to take away their worries. Consequently, the MENJS, together with the private education sector, will take all legal measures to guarantee for everyone a high level of Education For All, which will lead to a more coherent, permanent policy of school management able to better satisfy the needs of the school clientele.



Haiti Office

**Education for All in Haiti  
Over the last 20 years:  
Assessment and Perspectives**

**Working Document**

**October 1999**

**Bernard Hadjadj**  
*UNESCO Representative*

# SUMMARY

## 1. General framework of evolution within the education system

- 1.1 Review of the objectives
- 1.2 Contextual elements
- 1.3 Landmark dates for the educational reforms

## 2. Main evolutionary trends over the last 20 years

- 2.1 Basic education (1<sup>st</sup> and 2<sup>nd</sup> cycles)
  - 2.11 An explosion in school enrolment
  - 2.12 The quality of education
  - 2.13 Limited efficient school system
  - 2.14 The reform policies
    - *The Bernard Reform*
    - *The National Plan for Education and Training (PNEF)*
  - 2.15 Diagram of the organizational structure of the education system
- 2.2 Literacy education
- 2.3 Preschool education
  - 2.31 Evolution of preschool coverage
  - 2.32 Current situation

## 3. Situation of basic education on the eve of the year 2000

- 3.1 An enormous delay within the Latin American and Caribbean Sub-Region
- 3.2 The private sector is dominant with a majority of religious schools
- 3.3 Poor working conditions
- 3.4 Poor and delayed access
- 3.5 Little gender discrimination
- 3.6 Reduced expectations regarding length of schooling
- 3.7 Almost one out of every 2 pupils is three years behind in his/her schooling
- 3.8 An average of almost 14 years to complete the first two cycles of formal basic education, with a significant number of drop-outs
- 3.9 Teaching staff that are young, poorly qualified and inexperienced
- 3.10 Serious geographic disparities/ At the departmental level / By area
- 3.11 High family expenditure and a waste of resources

#### **4. Support from the international community**

##### **4.1 United Nations System Agencies**

###### **4.11 UNESCO**

###### **4.12 UNICEF**

###### **4.2 USAID: priority to the private sector**

###### **4.3 Inter-American Development Bank**

###### **4.4 Canada**

###### **4.5 The Basic Education Project (PEB) – World Bank/ IDB**

###### **4.6 OPEP**

###### **4.7 French cooperation**

#### **5. Challenges on the eve of the 21<sup>st</sup> century**

##### **5.1 Can universal access to education be achieved quickly?**

##### **5.2 The quality of education: an acute lack of human resources**

##### **5.3 Need for a long-term Contract-Plan between the government and the international community**

**Annex: List of main projects financed by foreign aid  
List of main documents consulted**

In the year 2000, 20 years after the adoption of the Mexico Declaration by the education ministers of Latin America and the Caribbean, 10 years after the Jomtien Conference, the time has come for assessments as we enter the third millenium.

Without passing judgement in advance on a detailed analysis of the condition of the Haitian education system at the close of this millenium, note must be taken of the huge disparities existing between the targets set by the international community and the reality.

## 1. General framework of evolution within the education system

### 1.1 Review of the objectives

Before analyzing the evolutions and the condition of the education system, it is useful to set some reference points, beginning with the recommendations adopted both at the regional (PROMEDLAC/Major Project in the Field of Education/ end of 1979) and the world level (Jomtien/ 1990).

Objectives of the Major Project in the Field of Education (1980-2000)	Jomtien Objectives on Education For All (1999-2000)	Indicators for Haiti
<ul style="list-style-type: none"> <li>• Guarantee that before 1999 all school-age children will be enrolled, offering them a minimum of 8 to 10 years of general education.</li> <li>• Improve the quality and efficiency of educational systems by carrying out necessary reforms.</li> <li>• Eliminate illiteracy before the end of the century. Develop and increase education services for adults.</li> </ul>	<ol style="list-style-type: none"> <li>1. Early childhood care development</li> <li>2. Universal access to, and completion of basic education by year 2000.</li> <li>3. Improvement in learning achievement.</li> <li>4. Reduction of adult illiteracy rate (50% of the 1990 level by the year 2000) especially the disparity between male and female illiteracy rates.</li> <li>5. Expansion of basic education and training in other essential skills required by youth and adults.</li> <li>6. Increased acquisition by individuals and families of the knowledge, skills and values required for better living made available through education channels.</li> </ol>	<p>Gross intake rate: 1980: 76%; 1997: 123.7%</p> <p>Net rates: 1980: 38%; 1997: 64.6%</p> <p>Out of 1,000 pupils entering primary school, 355 continue to secondary school. Only 50% will complete grade 4.</p> <p>Repetition rate: 1985: 9%; 1997: 20%</p> <p>Illiteracy rate: 1982: 65.3%; 1995: 55%</p> <p>Implementation in 1998 of a project for education on family life, reproductive health care and the environment.</p>

## 1.2 Contextual elements

It is also useful to provide succinct elements for understanding the evolution of the socio-economic and political context that prevailed during the period under consideration.

The following table summarizes these major elements:

Political situation	Education Ministers	Landmark dates for education	Indexed evolution of GDP (constant prices)
1980-86 / J.C. Duvalier	5	April 1979: launching of the Bernard Reform	Year 1986: 100
1986-88 / CNG (Namphy)	2	1987 Constitution with reference to the Universal Declaration of Human Rights	Year 1987: 99.2
1988 / Manigat (5 months)	1		Year 1988: 99.4
1988-89 / Namphy (3 mths)	1		Year 1989: 100.5
1988-90 / P. Avril (18 mths)	2		
1990-91 / E. Trouillot (10 months)	2	World Conference on Education (Jomtien)	Year 1990: 100.4
1991 / Aristide (7 months)	1		Year 1991: 100.7
1991-92 Coup d'état Cedras/ Nerens	1		Year 1992: 87.4
1992 Cedras/ Bazin	2		
1993 Cedras/ Malval	1	Launching of the PNEF	Year 1993: 85.3
1993-94 Cedras/Jonassaint	1	1994: regional consultations on the PNEF	Year 1994: 78.2
1994-95 / Aristide	2		Year 1995: 81.7
1996-99 / Préval	2	1996: States General of Education and publication of the PNEF	1997-98: 87.7

The few succinct elements reviewed above illustrate the extremely difficult context which has prevailed in Haiti since 1980. This situation has hampered the application of the different recommendations relative to the improvement and universal access to basic education. At the level of political stability, to begin with, there was a succession of over 13 governments during a 20 year period largely dominated by coups and authoritarian practices. This instability, which also resulted in a lack of continuity in government policy, is illustrated by the large number of occupants of the Ministry of National Education: 23 Ministers in 20 years! It was thus impossible in such a context to settle down patiently to the promotion of education, which calls for sustainability, all the more because the structures of public administration have always been weak.

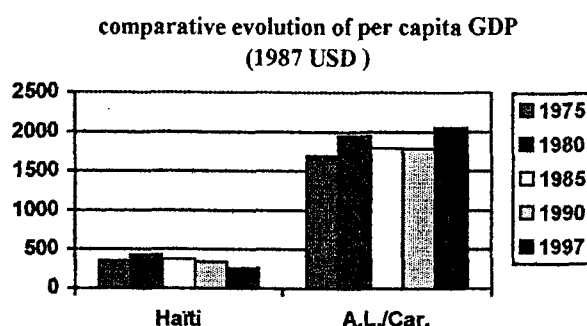
Nonetheless, since the restoration of constitutional order and the adoption of the National Plan for Education and Training (PNEF), continuity has been observed in governmental actions. Indeed, in spite of the institutional crisis dating back to 1997, which was accompanied by partial drying up of foreign aid (particularly the loans requiring the ratification of the Parliament), the Minister of National Education, Youth and Sports (MENJS) initiated work on several fronts (the organic law on the MENJS, the orientation law, the project for the creation of a Partnership Office, Formal Basic Education Training Centers—CEFEP, the construction of schools with its own funds, etc.). Moreover, significant efforts were made to improve conditions for school access for the pupils from the most disadvantaged families.



During this period, the income of the poorest population in the sub-region decreased significantly, to such an extent that in 1977 almost 80% of the population was living under the poverty level.

For this period, the rate of growth of the GDP was negative: -0.2% from 1980-90 and -2.5% from 1990-1998; at the same time, the rate of population growth was 3.6% and 2.4%.<sup>1</sup>

The disparities between the standards of living in Haiti and in the other countries of the region, already enormous in 1980, were increasingly accentuated, as shows in the following graph:



Source: UNDP Report on Human Development (1999)

Other indicators explain the weakness of human development in Haiti and therefore the extent of the challenges to be met compared to the other Latin America and the Caribbean countries.

	Haiti	Latin America and Caribbean	Developing Countries
Life expectancy at birth (1994)	54.4	69.0	61.8
Adult literacy rate (1994)	44.1	86.2	69.7
Consolidated primary and secondary enrolment rates (1994)	29.0	69.0	66.0
% population living in rural areas	67	26	
GNP per capita (US \$) (1994)	230.0	3,188.0	1,053.0

### 1.3 Landmark dates for the educational reforms

Two periods should be distinguished at the national level: the 1980s (Bernard Reform and the 1987 Constitution) and the 1990s (launching of the National Plan for Education and Training – PNEF). They correspond to two critical moments in the international reflection on the orientation of the modernization of education systems: the Major Project in the Field of Education for Latin American and Caribbean (PROMEDLAC) and the World Conference on Education for All (Jomtien 1990).

<sup>1</sup> Source: World Development Report 1999/2000 – World Bank

The implementation of the Major Project corresponds to the period of Haitian educational reform known by the name of its promoter, M. Joseph C. Bernard. Was it only a coincidence, or the influence of the regional reflection on education systems? The second assumption seems more likely. Indeed, within the National Plan for Education and Training (PNEF)<sup>2</sup> one may read the following sentence regarding this reform:

*“The movement for educational reform initiated by the Bernard Reform fits within an international context marked by a series of regional meetings around the Principal Education Project for Latin America and the Caribbean (PROMEDLAC).”*

It should be noted, moreover, that Minister Joseph C. Bernard was Vice Chairman of the meeting of education ministers in 1979 which resulted in the recommendations known as the “Mexico Declaration.”

From Mexico up to the Conference of Ministers in Kingston (1996), 23 Haitian Ministers and executives took part regularly in various regional meetings, with the exception of the intergovernmental meetings that took place in Chile in 1993.

The 1987 Constitution introduced the Creole language as an official language alongside French:

#### **Article 5:**

*“All Haitians are united by one common language: Creole. Creole and French are the official languages of the Republic.”*

It also affirmed the right to education and, notably, the principle of compulsory education in its Article 32-3:

*“Primary education is compulsory under penalty of sanctions to be determined by the law. School supplies and teaching aids will be provided by the government for pupils at the primary school level.”*

The Bernard Reform, through the introduction of Creole as a language of instruction, and the linguistic provisions of the 1987 Constitution were to create the conditions for broader access to basic education.

The World Conference on Education (Jomtien, 1990) was to be the occasion to re-launch the process of educational reform which had stalled. The previously mentioned PNEF document indicates the influence of this Conference:

*“The PNEF is linked not only to the principle of the 1948 Universal Declaration of Human Rights, but also – and more directly – to the conclusions of the World Conference on Education held in 1990 in Jomtien, Thailand, which declared: “all children, all adolescents and all adults should have access to basic education.”*

What is new in comparison with the Bernard Reform is the continuity given to PNEF implantation by the five education ministers who have succeeded one another since it was

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<sup>2</sup> National Plan for Education and Training (PNET) – MENJS – Port au Prince, May 1998.

launched. This merits particular stress because this was not the case for the Bernard Reform:

*“What is necessary to see, in concrete terms, is that although desired, passionately desired, by Minister Bernard; backed with enthusiasm by the technicians of the National Pedagogical Institute (IPN) and the Ministry at the time; supported by cooperation institutions and international donors, this reform was not desired by the State or the government which, to the contrary and in various ways, would spend their time from 1979 to 1986 simply sabotaging it in a more or less open or more or less insidious way, depending upon the moment.”<sup>3</sup>*

It is obvious that international and regional conferences, as well as the reflections on education systems initiated by UNESCO, provided clear incentives for the development of a national plan for education in Haiti.

The proceedings from the seminar to develop a strategy for the National Plan for Education (April 29-30, 1994) are very explicit in this regard:

*“The necessity for designing and applying a National Plan for Education was nurtured and reinforced by consultations and resolutions at the international level, notably:*

- *the UNESCO resolutions in favor of peace*
- *the resolution of the Education Ministers from the Caribbean and Latin America (Equator – November 1989)*
- *the Jomtien declaration (Thailand – March 1990)*
- *the resolution of the Inter-American Commission on Education, Science and Culture (Colombia – February 1991).”*

To conclude this short presentation of the general context in which the education system has evolved, we should point out the heavy burden inherited from the past. After almost a century and a half of independence, the enrolment ratio for school-aged children in rural areas was 10% (1950). Twenty years later, the situation had hardly changed, given that the enrolment ratio was estimated at 12% in 1970.

## **2. Main evolutionary trends over the past 20 years**

### **2.1 Basic education (1<sup>st</sup> and 2<sup>nd</sup> cycles)**

The first and second cycles of basic education correspond to the first 6 grades of primary school.

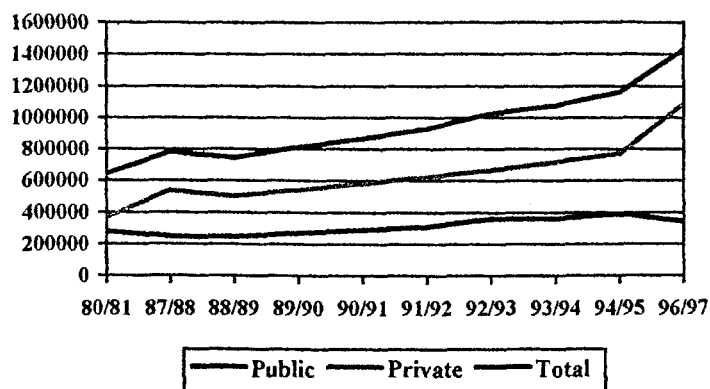
#### **2.11 An explosion in school enrolment**

Starting from a very low level of enrolment at the beginning of the period, the most important characteristic in the evolution of the Haitian school system over the past 20 years is the growth of enrolment at an average annual rate of 7.6%, due mainly to the private sector. The following graph illustrates this trend for primary education (the first 6 grades).

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<sup>3</sup> Guy Alexandre, *“Materials for an assessment of educational reform in Haiti,”* Le Nouvelliste.

evolution of primary school enrolment

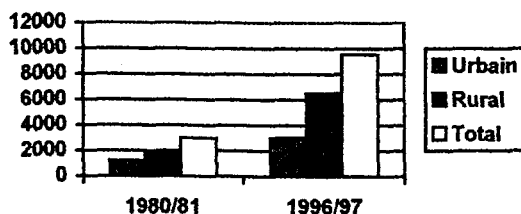


The pace of the growth of enrolment was markedly greater during the second decade: 3.5% during the period 80/90 as compared with 11% during the period 90/97 (annual average). From 642,390 children enrolled in 1980/81, the figure increased to 1,429,280 in 1996/97. The private sector contributed heavily to this evolution: close to 92% of the new entrants; which means that its portion of primary school enrolment was 76% of the total in 1996/97, as compared with 57% in 1980/81.

In spite of the strong increase in total enrolment, Haiti is far from attaining universal schooling, and several thousand school-aged children are still excluded from the system on the eve of the year 2000, as shown by the evolution of the net enrolment ratio: 64.6% in 1996/97 as compared with 38% in 1980/81.

This growth is also explained by a sustained development in the number of schools:

evolution in the number of schools



It will be noted that more than two-fifths of the schools in rural areas and over one-third of the schools in urban areas were founded recently and have existed for less than 10 years.

Moreover, the proportion of schools offering a complete program of the first 6 grades has decreased markedly, given that only 50% of these establishments offer the complete 1<sup>st</sup> and 2<sup>nd</sup> cycles of basic education. Despite an improvement over the period, the rural areas remain penalized, given that only 43% of the schools offer complete cycles.

**Proportion of schools offering complete cycles  
(first 6 grades)**

Setting	1980/81	1996/97
Urban	86.2%	66.0%
Rural	23.6%	43.0%
Total	63.0%	50.0%

This huge expansion of basic education has been accompanied by the classic phenomenon of degradation in the quality of the school system, which was already in a precarious state at the beginning of the period.

## **2.12 The quality of education**

The quality of education may be estimated through several factors: the material conditions (school buildings, material and services) and teacher qualification. According to the available indicators and in spite of the absence of data on learning achievement, one can observe a certain deterioration or, at the very least, the persistence of a mediocre quality.

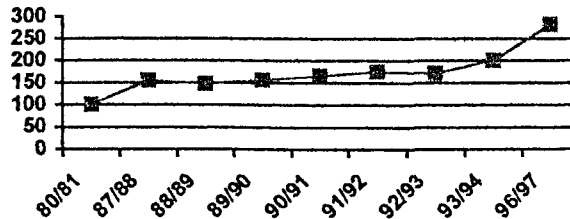
If one refers to the material conditions as perceived through certain elements, one observes that:

- in 1980/81, 53.9% of all school buildings had been originally constructed for educational purposes, as compared with 42% in 1996/97;
- 15.2% of the schools had a library in 1980/81, as compared with 8% in 1996/97.

Given the impoverished condition of the great majority of the population, the existence of a school canteen improves the quality of education. If one refers to the data for 1996/97: 15% of schools in rural areas and 18% of schools in urban areas had a school canteen.

The large increase in the number of teachers (14,581 in 1980/81; 41,170 in 1996/97) over a relatively short period and notably between 1990 and 1997 has been accomplished to the detriment of quality.

evolution in the number of teachers (1980/81 = 100)



Teacher competence and experience, the foundation of a quality education, still leaves much to be desired. Indeed, if we consider the core criteria illustrating teacher competence, the following characteristics may be observed:

- 11.3% of primary school teachers held a professional degree (teacher training school graduates and holders of teaching diplomas) in 1980/81, as compared with 15% in 1996/97;
- 1.5% of them had completed the academic level of the *Philo* (final grade in secondary school) at the beginning of the period as compared with 11% in 1996/96.

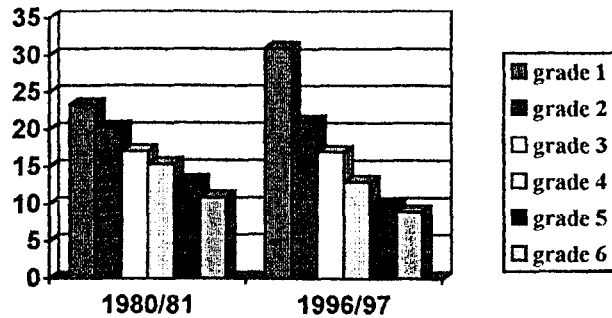
Thus, in spite of a slight improvement, 74% of the teachers have neither the required academic qualifications nor a training specific to teaching. As for length of service, over the entire period it can be observed that approximately 50% of teachers have less than 5 years of professional service.

The heterogeneous nature of the pupils with regards to age is not, from the pedagogical point of view, a factor favorable to quality education. Indeed, the significant number of "over-aged" pupils is a permanent feature in the Haitian school system: in 1980, 53.2% of pupils were 3 or more years behind in relation to the legal age, as compared with 48% in 1996/97.

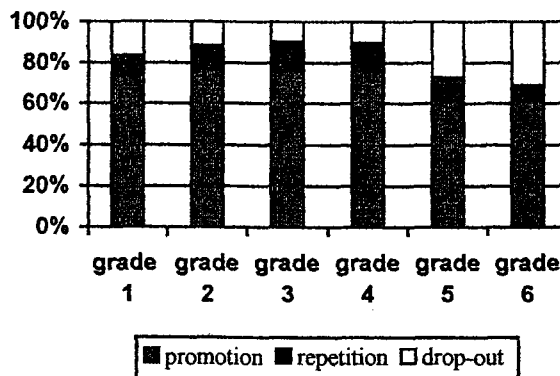
### 2.13 A limited efficient school system

The comparison of the distribution of pupils by grade between 1980/81 and 1996/97 allows for a glimpse into the high drop-out rate which seems to have increased at the end of the period:

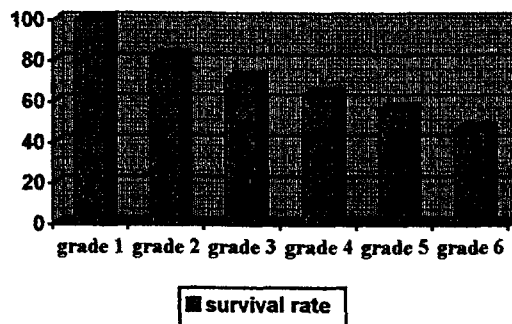
structure by grade



The following graph presents the significant number of repetitions and drop-outs by grade (1990/91 figures):



This leads to low educational survival rates. Indeed, of pupils entering grade 1, only 46.2% are still present in grade 6, as is shown in the following graph:



Compared with 1996/97 data, a marked increase is seen in the repetition rates and a stabilization of the drop-out rate during the first four grades but a marked increase in grade 5 and 6, so that the survival rate for grade 6 of primary school remains relatively low at 45.2%.

#### 2.14 The reform policies

- *The Bernard Reform*

As pointed out above, the Bernard Reform was the first consistent attempt to modernize the Haitian education system. Launched at the end of the 1970s, it was the result of a planning process initiated at the beginning of the 1970s. Hence it is useful to first recall the important dates punctuating this new educational policy.

##### → Evolution of the Reform: the important dates

1972-1976: Construction of the National Pedagogical Institute (IPN) and attempts at pedagogical modernization of the system. Pre-testing of Creole as a language of instruction. Merger of Primary Education and Rural Education.

1977: Creation of the body of Educational Advisors within the framework of the modernization of the Haitian school system.

1979: Beginning of education system reform with the launching of the Bernard Reform. The IPN acts as technical advisor to the Minister and a laboratory for the Reform with regards to the development and the testing of new programs and the training of educational agents.

1979-1980: Creation of the National Curriculum Committee, responsible for defining the contents and lesson plans for the modernized school system.

1980: Elimination of the official examinations for the final grade of primary school.

1980-1982: Testing by the IPN of the books for the 1<sup>st</sup> cycle.

August 1982: Publication of the green booklet, the first official informative document on the Reform.

1982-1987: Period of inertia for the Reform. Moratorium issued by the MENJS on activities to expand the Reform.

1986-1987: Restructuring of the IPN. Resumption of Reform activities.

1987-1988: Development of curricula for the 3 cycles of Formal Basic School.

March 1989: Promulgation of the Statutory Order declaring as official the curricula for the 3 cycles of Formal Basic School.

July 1991: Official holding of examinations for grade 6.

1991: Closing of the National Pedagogical Institute.

1995: Organization of (non-official) examinations for grade 9.

January 1996: Organization of the States General of Education with a view to developing a National Plan for Education and Training.



The stated purpose of the reform of the Haitian education system, officially begun in 1979, was to change the nation's schooling system from one contributing to the reproduction of the mechanisms of underdevelopment to one centered around development. It was shelved by decision of the Ministry in 1982. This moratorium lasted from 1982 to 1986 and was extended until 1987 under the pretext that the country's social and political situation was not conducive to the resumption of Reform-related activities.

December 1987 marked the official resumption of activities under the supervision of the restructured IPN. The curricula for grade 1 through grade 9 were developed during 1988-89 within this institutional framework.

In March 1989, a Decree was issued making official all of the curricula of the Formal Basic School. This decree provided a legal basis for the activities of the Reform and, at the same time, ordered the progressive implementation of the modernized programs in all of the schools of the Republic.

The new curriculum is an indispensable instructional tool for achieving the unity and uniqueness of the New Haitian School, which strives to be at once National, Democratic and Scientific.

#### → **The constraints encountered**

The introduction since 1988 of the modernized programs into public and private schools has not been satisfactory and they have been applied in a modified manner. This semi-traditional, semi-reform application of the programs is due to several factors, the most important of which are:

- the absence of real political will on the part of the governments to reform the Haitian education system.
- the lack of training for school principals and teachers. The majority have neither academic nor professional training enabling them to use the programs properly.
- the shortage of books corresponding to the programs.
- the reticence of private school principals (accounting for 83% of the educational sector).
- the instability caused by the lack of continuity in the management of political and administrative dossiers in Haiti. Each change of government, not to mention that of Minister, provokes changes in educational and administrative orientations.
- the lack of resources and departmental structures in the field.
- the total absence of input such as supporting materials, libraries, laboratories, etc. in the majority of the schools.
- the lack of means and of personnel in the structures designed for educational supervision.

It must be mentioned that efforts were undertaken from 1991 to 1995 to take responsibility for the Reform at the administrative and educational levels. However, the programs have not been fully applied to date in the schools, because the majority of supportive measures required for an effective and efficient application have not been taken.

In spite of all of the social, political, structural and educational difficulties, it can be said that educational reform has gained and continues to gain ground. Unfortunately, since its inception, it has run into obstacles linked to financial constraints and to the socio-political context of the 1980s and 1990s.

The absence of a real national debate on this project to modernize the system, the ignorance of the public at large regarding the validity of the innovations carried out, the inertia of the field agents responsible for ensuring the application of MENJS guidelines and the reticence of the parents regarding the use of Creole as a language of instruction have contributed to slowing this dynamic of change toward national development.

#### → **Formal Basic School: a new approach**

Formal basic school is defined as a level of education covering a period of nine years of compulsory schooling that is divided into three cycles:

- a first cycle of 4 years.

- a second cycle of 2 years.
- a third cycle of 3 years.

It replaces the traditional system of stratified education (primary and secondary).

The programs are developed in accordance with modern curricular principles and are adapted to the needs and aspirations of Haitian pupils. While favoring the integration of the Haitian pupil within his or her culture and history, they provide a window on the world. They also aim at the preparation of a new type of citizen more apt at participating in national development.

At the end of grade 9, the pupil holding a diploma for the completion of basic studies can go on to modernized Secondary Education by choosing the branch corresponding to his/her aptitudes.

#### → Characteristics of the Formal Basic School

It has the following characteristics:

- homogeneity: successive programs that progress along a common core of syllabus basic training for all pupils.
- flexibility: possible option for vocational training at the end of each cycle, with the possibility of reintegration into the formal academic program of studies.
- cost-effectiveness: acquisition of a minimum core education by a large number of pupils facilitated by a flexible system of promotion, and the acquisition of knowledge and skills useful in everyday life at the end of each cycle.
- democratization: access for a larger number of young people to a basic education of 9 years of schooling by reducing the drop-out and repetition rates.
- reinforcement: reinforcement of general knowledge and skills required for socio-economic development.
- modernization: education modernized through the use of flexible and more highly adapted teaching methods. Establishment of a close link between what is learned at school and the social, cultural and economic environment of the child and adolescent.

It constitutes a continued basis for enrichment for the learners and satisfies the need for continuing education for target development.

#### → Innovations introduced by the Reform

- Use of goal-oriented pedagogy.
- Use of Creole as a subject language and a teaching tool.
- Learning of spoken French from grade 1 onward.
- Active participation of the pupil in the learning process.
- Automatic promotion from grade 1 to grade 2 and from grade 3 to grade 4.
- Introduction of a pre-learning program.
- Introduction of developmental disciplines and of introductory elements for an initiation to technology and productive activities.

The innovation of the education system, initiated in Haiti during the 1970s with the new value given to the Creole language, laid the foundations for adapting education to the economic, cultural and social realities of the nation. Today, there is practically not a single school in the Republic that does not apply the new programs, even if only partially. The system has entered into a process of educational change that should continue with the democratic transformation of the Haitian state.

#### • *The National Plan for Education and Training (PNEF)*

Launched in 1993 by the creation of the “National Education Commission 2004,” *the national plan for education was born of the recognition of the failure of the Haitian*

education system and of the imperative to make proposals aimed at remedying this situation.<sup>4</sup>

This will to modernize the Haitian education system is a direct continuation of the Jomtien conference, as specified in the introduction to the “proceedings from the seminar on the PNEF:”

*“Moreover, given the Jomtien Declaration (1990) recommending equal opportunities in education, the majority of the signatory countries to this document had made the commitment to rethink and modernize their education system in order to allow for its accessibility to all and in order to offer basic education to each and every citizen.”*

The development of the Plan was carried out on the basis of a participatory approach involving all partners in the educational field. It was in 1996 that the first version of what would in 1998 become the PNEF was published.

The strategy of the PNEF, designed over a period of 10 to 15 years, consists of four broad orientations and ten specific objectives:

**Review of the 4 major fields of intervention**

- Field 1: improvement in the quality of education
- Field 2: expansion of the provision of education
- Field 3: increase in external efficiency
- Field 4: reinforcement of the governance of the sector

**Review of the 10 objectives**

- Objective 1: improvement in the quality of education, notably in basic education
- Objective 2: promotion of a sound policy for developing learning resources
- Objective 3: growth and rationalization of the provision of schooling at the basic education level
- Objective 4: academic reform and rationalization of the provision of secondary education services
- Objective 5: coordination of the mechanisms of support for overall early childhood development
- Objective 6: revival of technical and vocational training
- Objective 7: restructuring of the State University of Haiti and establishment of a diversified and quality university system open to scientific research
- Objective 8: rationalization and improvement of the provision of non-formal education services and programs of distance education
- Objective 9: reinforcement of the institutional capacities of the MENJS in the domains of administrative and educational management
- Objective 10: reaffirmation of the teaching profession

The military coup (1991)—which brought a period of institutional instability, a drying up of international aid and a heavy embargo until the restoration of constitutional order

<sup>4</sup> Proceedings from the seminar to develop a strategy for the national plan of education – April 29-30, 1994.

(1994)—and the organization of new elections in 1995/96 were not favorable to the full and effective implementation of the National Plan for Education and Training. It was only in 1996 that reorganization of the educational apparatus permitted the renewed application of the Plan, although with difficulties due to Parliament's non-ratification of significant international financing.

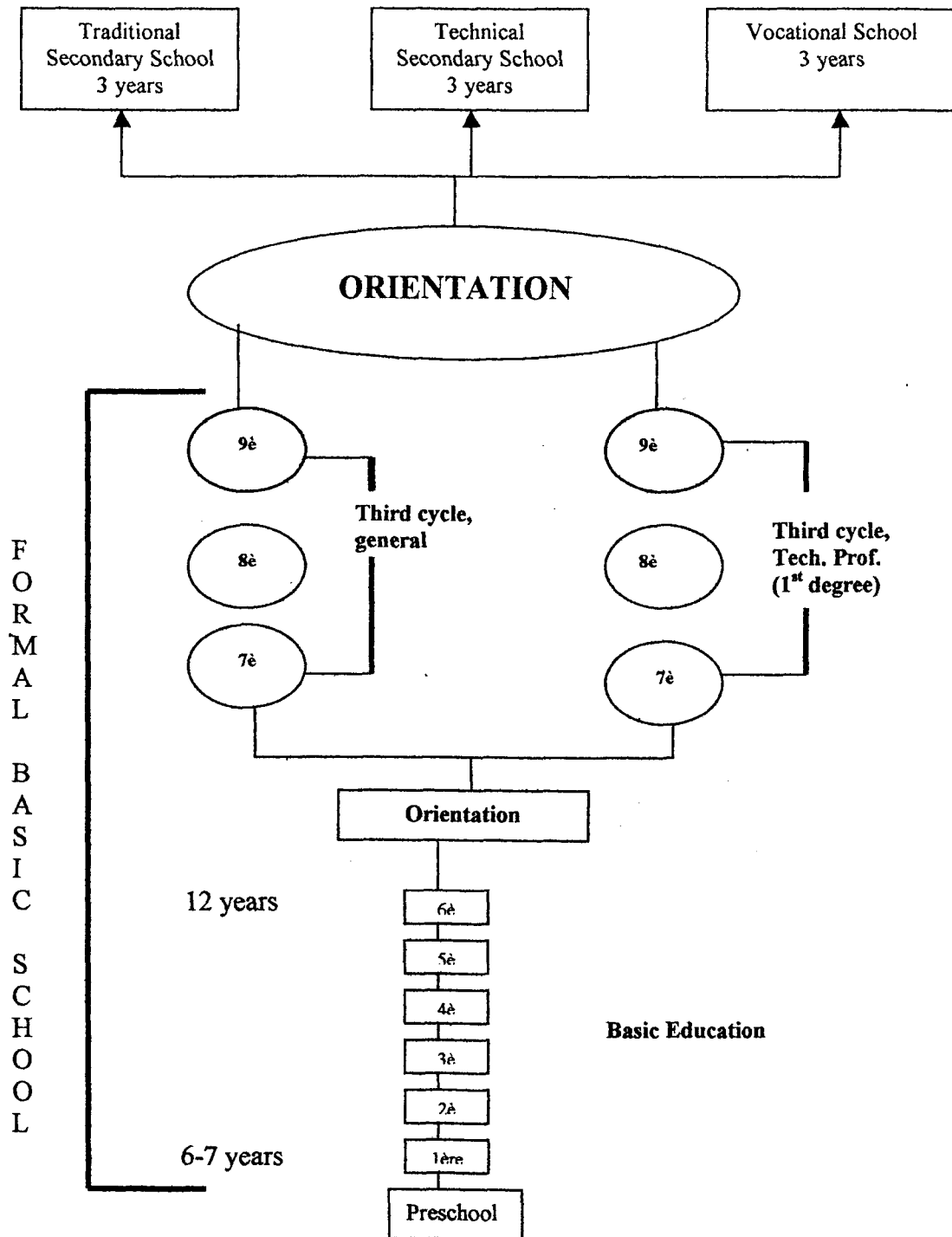
It should be noted, however, that work was launched on several fronts: the development of new curricula, the reorganization of the Ministry and the rehabilitation of the information system, the creation of the Training Centers for Educational Staff (CFCE) and of a CEFEEF, the establishment of indicators for monitoring the quality of educational achievement. Several domains are being studied thoroughly: standardization of school buildings and furniture, distance education, etc.

### **2.15 Diagram of the organizational structure of the education system**

(see the next page)

[non-formatted text in English follows below]

### Organization of the education system



## 2.2 Literacy education

The estimation of the prevalence of illiteracy is not at all easy given the absence of recent statistical information. The only reliable data date back to the 1982 census of the population, which reported the percentage of illiterate individuals in the population aged 15 years and older as follows:

- men: 62.9%
- women: 67.5%
- overall: 65.3%

Since that date, all that is available are estimates placing the proportion of illiterate individuals in 1998 within a range of 50 to 60%.

A 1995 USAID report estimated that during the last decade, the proportion of illiterate individuals decreased by 15 points, thus situating the illiterate population at roughly 80%.<sup>5</sup>

Whatever the case may be, these rates remain extremely high compared to the situation prevailing in the Latin American/Caribbean Sub-Region.

In 1996, the National Plan for Education and Training set the following target in the field of literacy training: "the rationalization and the structuring of literacy and non-formal education programs for young people and adults."

Since the 1940s, numerous experiments with literacy training have been attempted in Haiti and there is a rather varied material intended for learning how to read and write. Haiti remains, nevertheless, one of the four countries in the world with the highest illiteracy rate (rate estimated at 60%).

To illustrate rapidly the numerous attempts initiated, one may cite the successive creation of government agencies working at the national level and supposedly responsible for the problem of illiteracy and basic adult education: ONEC, ONAAC, ONECA, ONPE and, more recently, the Secretariat of State for Literacy (SEA, 1994).

Literacy projects (or projects including a literacy component) were also implemented by the MENJS, NGOs, religious agencies linked to the Catholic Church (Mission Alpha, SOE) or to the Protestant sector and international organizations (UNESCO, PAHO/WHO, WFP, etc.). Several national literacy campaigns have been launched, the most recent (1995) organized by the SEA and financed by the OAS. All of these actions have obtained temporary results but no real impact on the national situation.

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<sup>5</sup> "Evaluation of incentives to improve Basic Education Project," Office of Human Resources and Development, USAID/HAITI, May-June 1995.

One can cite the example of the literacy campaign supported by UNESCO in 1979. It was based on 7,180 literacy centers and reached 96,000 individuals. One year later, in 1980, only 5,000 were reached.

The current condition of the literacy sector is characterized by the following:

- A diversity of institutional actors, the majority of whom target a particular population in relation to a specific field of intervention. The explosion of initiatives, the absence of statistics and the non-existence of a coordinating structure make it difficult to estimate the work actually accomplished in the field. There is no authority that can currently specify the number, location and operating conditions of the centers in the country. There are also no statistics on the number of individuals having received literacy training by Institution or those having completed a post-literacy course.
- The lack of continuity in the actions undertaken by the government authorities. A new national literacy campaign is in the process of being planned by the SEA. What were the achievement of the 1995 campaign? Were the objectives set at the time of the Institution's creation (literacy education for 2,100,000 individuals in 3 years) achieved?
- The scattered nature of efforts. The majority of the programs operate concurrently, with neither collaboration nor consultation regarding methodology, evaluation, or use of literacy and post-literacy materials.  
The educational radio station of the MENJS, created in 1972, and Radio Soleil (the Catholic Church) have broadcast literacy programs within the framework of experimentation with distance education, but the results have not been subject to any monitoring.  
In general, the teaching aids exist, but they are not gathered together.

This rapid and incomplete assessment highlights the necessity for the SEA to undertake, before any new literacy campaign, an in-depth evaluation of its activities and of those carried out by the numerous partners in the field. This work will prevent the repetition of strategic errors made during prior campaigns and will inspire successful experiences for the future.

It would be advisable, moreover, for Haiti to benefit from the experience of other countries which have implemented effective literacy strategies linked to development and poverty reduction.

### **2.3 Preschool education**

Part of the program of educational reform initiated in 1976 and established during 1982 involved the MENJS taking responsibility for the preschool sector. Although not integrated explicitly into the reform's core texts and objectives, the necessity for minimal preschool training became evident when the primary school programs were tested. A survey carried out in 1981-82 on the condition of preschools had revealed widespread anarchy (in terms of programs, contents, and physical and educational standards). In

March of 1992, a statutory order was issued creating preschool as a category of instruction and setting certain targets and modes of operation for preschools.

It should be pointed out that in 1976 CARE had set up a project of Integrated Community Education and Nutrition Centers (CINEC) aimed at improving the physical, social and intellectual conditions of disadvantaged young children.

### 2.3.1 Evolution of preschool coverage

The preschool sector is largely catered to by the private sector (80%), represented by different types of institutions: nursery schools/ kindergartens, religious agencies, NGOs, private schools applying basic education with preschool classes called playschool, and international organizations.

The MENJS intervenes in the formal public sector via the preschool classes of the formal basic schools. The large number of these actors makes it difficult to determine precisely the rate of preschool coverage.

According to UNESCO statistics, the gross rate of preschool enrolment went from 1% in 1980 to 2.2% in 1985 and 3.5% in 1989.<sup>6</sup>

In 1990, preschool coverage was still very limited. Official data from a census carried out in 1990 by the MENJS revealed that, out of a population of 1,340,000 children aged 0 to 6, only 100,000, or 6%, attended a preschool establishment.

According to these sources, of the 1,000 centers inventoried, 800 were supervised by the private sector and 200 by the public sector, i.e. a participation rate of 80% for the private sector.<sup>7</sup>

Given the very difficult conditions existing for data collection in a country as lacking in the means of communication as Haiti, these figures should be considered as underestimated. In fact, it was found that several preschool establishments housed in FONHEP's primary schools were not inventoried. The following table presents the main institutions providing educational services to children aged 0 to 6.

INSTITUTIONS ATTENDED BY CHILDREN UNDER 6 YEARS OF AGE

INSTITUTION	STATUS	SERVICES	APPROACH	NAME of PROGRAM	NUMBER of children	AGE
MENJS and UNICEF	Public	Educational services and integrated development	Formal and non-formal	MENJS preschool classes and Basic Services	10,000	5-6
					3,600	3-6
CES	Semi-private	Educational services	Non-formal	(Timoun byen vini)	12,200	0-6

<sup>6</sup> UNESCO/UNICEF, "Preschool and primary education in Latin America and the Caribbean," 1993.

<sup>7</sup> FONHEP, "Overview of Preschool Education in Haiti," 1993.



FOHNEP	Private	Educational services	Formal	Incentives to Improve Basic Education Project (PROBED) and Pre-primary Education Program (PEP)	15,625	3-6
SOS VILLAGE D'ENFANTS	Private	Integrated development	Formal and non-formal	SOS Village d'Enfants	250	0-6
Fonds Chretien pour l'enfance	Private	Educational services	Formal and non-formal	Fonds Chretien pour l'Enfance	1,000	18 m - 6 yrs
PLAN DE PARRAINAGE International	Private	Integrated development	Formal and non-formal	Foster Plan International	n.d.	0-6
Kindergartens	Private	Educational services	Formal		80,000	2-6

Source: FONHEP, Overview of preschool education in Haiti, September 1993

UNESCO statistics assessed the number of pupils enrolled in preschool centers for the year 1990-91 at 230,391.<sup>8</sup>

In 1991-1992, data obtained from the Haitian Institute for Statistics reveal that 230,898 pupils were attending preschool centers. After the addition of playschool children from primary schools, the total number of children catered for was 384,143.<sup>9</sup> Given the significant number of over-aged pupils that characterizes the system and the preschool sector, it is difficult to calculate precisely the real rate of coverage.

Beginning in 1990, initiatives were taken by the MENJS to establish a strategy for collaboration amongst all actors operating in the field: the organization of seminars in the 9 geographic departments of the country and the distribution of preschool curriculum.

In June of 1993, FOHNEP organized a survey which allowed for an evaluation of the impact of the process initiated by the MENJS in 1990. The following are some of the characteristics identified for the sector:

- poor working conditions in the schools (2 classes housed in the same classroom),
- a pupil/teacher ratio equal to 52,
- a pupil/classroom ratio equal to 46 (ranging from 9 to 129 pupils),
- significant proportions of over-aged pupils (13% at level 1 and 46% at level 3).

The technical diagnosis of the education system developed in 1995 by the MENJS shows that:

- preschool establishments barely apply the official curriculum because of the poor level of teacher qualification.
- 210 public preschool centers are attached to public schools and financed in part by UNICEF. There are approximately 1,018 private centers throughout the country. 107 non-formal humanitarian action centers address the needs of the disadvantaged areas of Port-au-Prince, Léogâne and Grand-Goâve.

<sup>8</sup> UNESCO, "Statistical Yearbook," 1998.

<sup>9</sup> MENJS, "Evaluation of Education for All," March 1999.

- In 1993/1994, it was estimated that 14% of preschool-aged children and an equal percentage of over-aged children attended private preschool establishments. The overall attendance rate for preschool is less than 25%, given the reduced number of public preschool centers.<sup>10</sup>

### 2.32 Current situation

According to the data from the 1997 census, the total number of children aged 3 to 5 enrolled in public and private preschool establishments was 418,561 in 1997-1998, out of a population estimated at approximately 663,000 children.

In 1999, the population of children aged 0 to 5 was estimated at 1,347,000. In 1990, the IHSI numbered the population of children aged 0 to 6 at 1,340,000; it increased to 1,426,762 and rose to 1,547,000 children in 1999.

The findings of the 1993 survey and those of the technical diagnosis are still valid. The preschool sector is heavily dominated by the private sector, which is not subjected to any serious regulation in terms of teaching or infrastructure. In most schools, the objective that children are encouraged to achieve is reduced to learning how to read and write in order to move on to primary school. The teaching of basic pre-learning and developmental activities are abandoned. The preschools, under pressure from parents and primary school principals, are slowly losing their primary vocation. This orientation provides job security for the instructors, whose level of training is generally unsatisfactory.

The MENJS does not have a body of supervisors capable of performing regular monitoring in its public centers.

Certain non-formal programs which were financed by the donors have not been taken over by the MENJS, and experimentation with the non-conventional approach of early stimulation and nutrition for children from disadvantaged areas has not been able to be expanded for lack of material resources and for shortage of infrastructures.

We are now witnessing a proliferation of nursery schools, of day care centers and of preschool education training centers over which the MENJS exercises no control.

The needs in the field of early childhood care and preschool education are enormous, because it is children who are the most affected by poverty and its consequences: malnutrition, shortage, abuse, abandonment, illness, an elevated mortality rate, etc.

In summary, a truly national policy in favor of preschool-aged children has yet to be developed.

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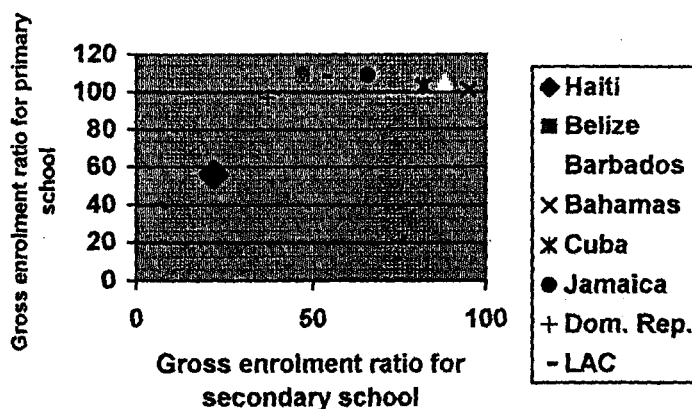
<sup>10</sup> RTI, "Technical Diagnosis of the Haitian Education system," September 1995.

### 3. The situation of basic education on the eve of the year 2000

#### 3.1 An enormous delay within the Latin American and Caribbean Sub-Region

The disparities between Haiti and the LAC region are even more striking and equally worrisome for the future given the importance of education in the fight against poverty and in intercultural dialogue and the construction of a State of Law.

The lowest enrolment ratios in the Region



Reinforced by low survival rates

Apparent survival rates to grade 5  
(LAC: 1994-95; Haiti: 1996-97)

	Grade 1	G 2	G 3	G 4	G 5
<b>Latin America/ Caribbean</b> Enrolment ratio: 90%	100	83	77	71	67
<b>Haiti</b> Enrolment ratio: 64.8%	100	80.8	69.3	60.9	49.9

### 3.2 The private sector is dominant with a majority of religious schools

The provision of education is mostly private in origin: out of 9,528 schools, 89% are private. Indeed, the private sector educated almost 76% of pupils in 1996/97.

If we pay particular attention to the status of the structures for primary education, independently of the distinction between public and private, the following characteristics are observed:

- **53.3% of all pupils attended a religious institution.**
- **Protestant institutions provide schooling for 42% of young Haitian pupils.**
- **In contrast, district or community schools remain**

Status	No. Schools	%
Lay	3,389	35.6
District/community	997	10.4
Catholic	1,076	11.3
Protestant	3,997	42.0
Others	69	0.7
Total	9,528	100.0

### 3.3 Poor Working Conditions

#### Poorly adapted buildings

**The majority of school buildings (58%) were not designed for educational purposes as shown by this table:**

Type of construction	%
Built for a school	42
Dwelling house	33
Church	15
Under a simple roof	7
Others	2
No answer	2
Total	100

#### Few amenities

The school environment leaves much to be desired from the perspective of sanitary conditions, but also in terms of tools facilitating childhood development (libraries and playing fields) as shown by the following table:

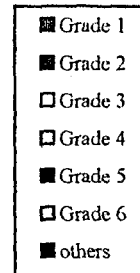
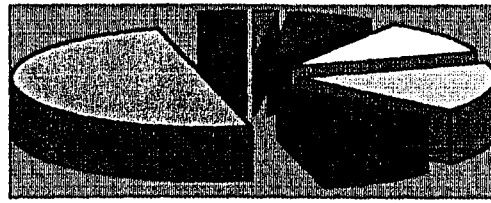
Amenities	%
Electricity	21
Latrines	67
Playground	75
Playing field	12
Library	8
Running water	42

#### Incomplete program of studies

**Only 50% of the schools offer the full 2 cycles of basic education.**

[graph text as follows:]

### distribution of schools by final grade offered



### 3.4 Poor and delayed access

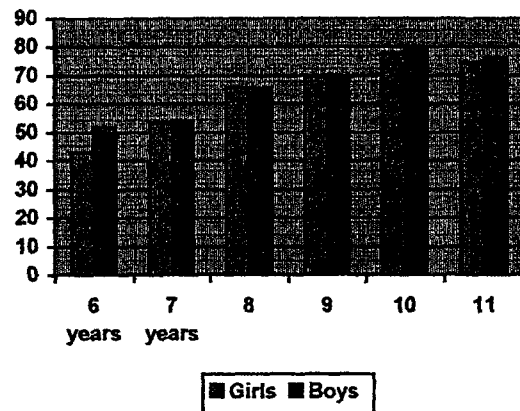
- **Relatively poor access to grade 1**

6 year olds attending school represent 47.5% of the total number of children of their age.

- **Fewer than one out of every two 6 year old enters primary school**
- **Delayed access**

With respect, this time, to the population aged 6 to 12, the net enrolment ratio improves, reaching 67% for the country as a whole. This indicates that children enroll in the 1<sup>st</sup> and 2<sup>nd</sup> cycles of formal basic education at higher ages.

### Net enrolment ratios



### 3.5 Little gender discrimination

The enrolment of girls is not significantly different from that of boys, regardless of the grade considered. Overall, 48% of all pupils are females. However, there are disparities concerning the age of enrolment. In fact, the net enrolment rate of 6 years of age is, respectively, 51.8% for boys and 43.0% for girls.

### 3.6 Reduced expectations regarding length of schooling

A child entering formal basic school may expect to spend 3.9 years there. If she is a girl, this expectancy would be 3.84 years and if he is a boy, it would be extended to 3.96 years.

### 3.7 Almost one out of every two pupils is 3 years behind in his/her schooling

Overall, 48% of all pupils are over 3 years behind with respect to specific ages (6-11 year olds). This represents a total number of 680,168 pupils.

The average lag for each grade varies from 2.7 years to 4.1 years.

No matter which grade completed, the number of pupils aged 14 and over represent 418,000 adolescents (54% boys and 46% girls), i.e. 29% of the population enrolled in the first and second cycles of formal basic school.

By area, once again rural areas are at a disadvantage, whereby 30% of all pupils are aged 14 and older, as compared with 25% in urban areas.

### 3.8 An average of almost 14 years to complete the first two cycles of formal basic school.

Out of 1,000 new entrants to grade 1, only 355 (i.e. 35.5%) complete the first two cycles. It requires on average 2.3 times more schooling for a pupil to become fully certified in basic education than is normally the case.

#### *With a significant number of drop-outs*

If we consider a cohort of 1,000 pupils newly entering grade 1, we observe that 355 enter the 3<sup>rd</sup> cycle of formal basic school, and that almost 500 pupils drop out before grade 5.

### 3.9 A teaching staff that is young, poorly qualified and inexperienced

#### • *the age of the teachers*

Out of the 41.170 teachers questioned in 1996/97, 46.1% were less than thirty years old, as shown by the following table:

Age bracket	Women	Men	Overall
Less than 20 years old	3	4	3.5
20 to 30 years old	40	44	42.6
30 to 40 years old	36	36	36.2
40 to 50 years old	14	11	11.8
50 to 60 years old	4	3	3.2
60 years and older	1	1	0.7
Age unknown	2	2	2.0
Total	100	100	100

#### • *length of service for teachers*

The low level of professional experience on the part of the teachers is expressed by the low number of years in the profession: 72% of them have less than 10 years of service. It is inevitably in the private sector, given its weight, that this proportion is the highest: 77%, as compared with 47% in the public sector.

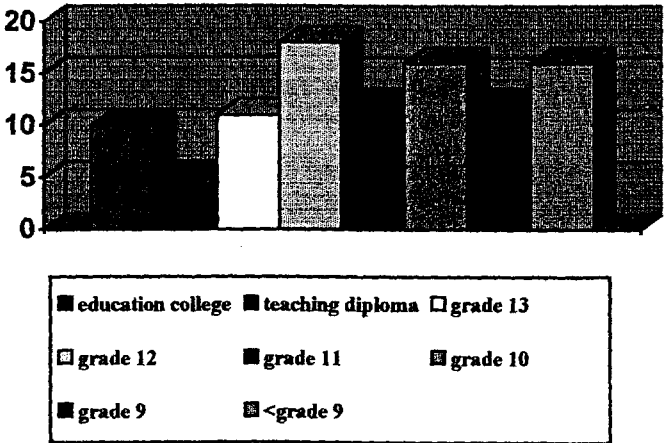
Length of service	Public	Private	Total
> 5 years	28%	51%	47%
5 to 10 years	19%	26%	25%
10 to 15 years	23%	12%	14%
15 to 20 years	16%	%	7%
20 to 25 years	8%	2%	3%
25+ years	4%	2%	2%
Unknown	3%	2%	2%
Total	100%	100%	100%

• *a majority of unqualified teachers*

Teacher qualification is generally very poor. Indeed, if one considers from a normative standpoint that the graduates from teacher training institutes and holders of teaching diplomas are adequately qualified, it can be noted that:

- 47% of public sector teachers are qualified,
- 8% of private sector teachers are qualified.

It should be noted that almost 11,500 teachers (i.e. a quarter of the total) have a level of education less than or equal to the ninth grade.

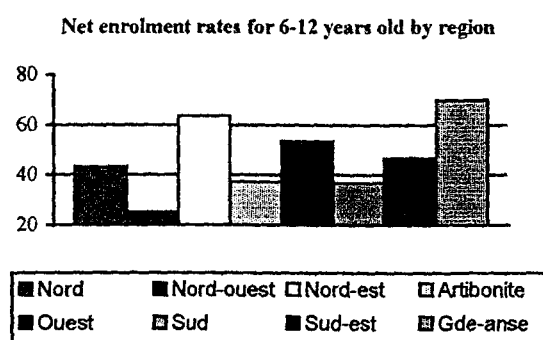


### 3.10 Serious geographic disparities

These geographic disparities are expressed in two manners: by geographic Department and by area.

- *at the Departmental level*

If one considers net enrolment ratios, the most favorably endowed departments are the Grand Anse, the Northeast, and then the West, whereas the most lacking is the Northwest, followed by the South, the Artibonite and the North.



- *By area*

The rural area remains the most disadvantaged. Indeed, although there was an increase in the number of schools, these are far from offering the full first two cycles of formal basic schooling. Thus, 43% of the institutions in the countryside provide 6 grades of study, as compared with 66% in urban areas. Moreover, it is in the rural area that the shortage of seating in the classrooms is also the highest: there is a shortage of more than 10 seats in 35% of the classrooms, as compared with 24% in urban areas.

In addition, late entrants are more prevalent in rural areas than in urban areas.

Percentage of children entering grade 1 at the required age (6 years)

Area	Urban	Rural	Aggregate
Girls	26%	17%	20%
Boys	33%	17%	22%

### 3.11 High family expenditure

Government expenditure rose from 1.3% to 1.7% of GDP between 1990 and 1996. In comparison, the percentage of the GDP allocated for education by the countries with the lowest income was 3.9% in 1996. At current prices, public expenditure for education



increased by approximately 2.5 times during the period under consideration, i.e. an increase slightly greater than the inflation rate (2.2%).

**To the extent that private education at the primary and secondary levels represents between 80% and 90% of the total enrolment, the strain on households is enormous.** In an estimation of household expenditure in 1991, the average expenditure by household was 2,620 gourdes annually. Based on 1,200,000 households in 1994/95, 85% of which pay for education, the total amount approaches 3,400,000 thousand gourdes, similar to the government expenditure for the same year which totaled 405,151 thousand gourdes.

On the whole, it is estimated that the overall volume (public + private) of expenditure allocated for education is close to 14% of the GDP.

- *A waste of resources*

The significant number of drop-outs and repetitions constitute a waste of financial resources, which was even more serious due to the fact that families make sacrifices to the detriment of other categories of expenditure in order to send their children to school. A 1987 USAID study made the following observation: *"parents and children accept considerable personal and financial sacrifices, as much as 40% of the family income in certain cases."*<sup>11</sup>

A brief evaluation of this disorder shows that it approaches **US \$6 million annually**. This is supported by the following assumption:

- the cost of drop-outs: it is acknowledged that less than 4 years of school attendance will hardly permit sustainable literacy, yet the total number of drop-outs during the first three years is almost 139,000 pupils. On the basis of an annual expenditure of US \$43, this cost would be almost US \$6 million annually.
- the cost of repetition on the basis of approximately 230,000 repeaters annually would reach close to US \$10 million annually.

This waste of precious financial resources is not insignificant, given that a total of almost US \$16.8 in international aid was disbursed for education during fiscal year 1997/98.

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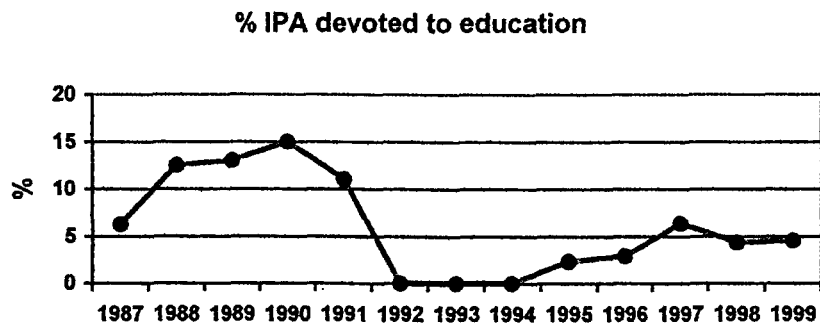
<sup>11</sup> Evaluation of the educational sector and of human resources – IESS/USAID, March 1987

#### 4. Support from the international community

Once again, the NGO sector is so large that it is not easy to evaluate precisely the external contributions in the field of education. Nonetheless, using data from the annual report of the UNDP on external cooperation, one may correctly evaluate this contribution.

Over the last ten years, international aid allocated to education accounted for an annual average of 17.9 million US dollars; it was less than 9 million dollars in 1983. This average excludes the three years (1991-1993) of the interruption of the aid program following the embargo.

As shown in the graph presented below, the portion of international public assistance dedicated to education has ranged from 2.3% to 6.3 % for the past 5 years.



A review of the major projects for the past twenty years shows the same content of the activities undertaken, as well as a certain scattering of efforts for lack of a sound structure of coordination at the Ministry of National Education. The different events which have marked the life of the nation have not been favorable to a progressive and patient accumulation of achievement. This is one of the reasons why the operations conducted have been repetitive. They give the impression of an eternal beginning, comparable to the misfortune of Sisyphus, and of an inability to unleash a real dynamic for change.

A review of the significant projects which have been carried out over the last 20 years aimed at satisfying the objective of "quality basic education for all" will be convincing enough.

#### 4.1 United Nations System Agencies

##### 4.11 UNESCO

→ Support for educational reform and governance

UNESCO, through several sources of financing (its own, the UNDP in large part, USAID, the Netherlands) was mainly engaged over these last 20 years in supporting national efforts for the reform and modernization of the Haitian education system.

Several projects of this orientation were undertaken:

- 1978-82: UNESCO/ UNDP – education for development (I)
- 1982-87: UNESCO/ UNDP – education for development (II) – 2.1 M\$
- 1987-92: UNESCO/ UNDP – education for development (III) – 2.6 M\$
- 1989-91: UNESCO – training of trainers – 0.5 M\$
- 1994-96: UNESCO – development of the PNEF – 0.5 M\$
- 1996-98: UNESCO/ UNDP – institutional reinforcement of the MENJS – 1.360 M\$
- 1998-2000: UNESCO/ Netherlands – institutional reinforcement of the MENJS – 0.6 M\$

This contribution aimed at the establishment of educational policies in accordance with the recommendations of the Major Project in the Field of Education for Latin America and the Caribbean (PROMEDLAC/1980) and to those of the World Conference on Education for All in Jomtien (1990).

Within the framework of this orientation, the privileged fields of intervention were the following:

- Educational planning
- Development, implementation and testing of new curricula
- Organization and management of the education system
- School statistics and chart
- Training of staff and of trainers
- Development of the PNEF

It is always difficult to assess the impact of projects on the development of education, especially because other interventions were carried out simultaneously. If one considers the actions carried out over the period 1978/91, in the wake of the educational reform and despite its difficult implementation, the assessment conducted in 1987 reveals the following results:

- At the end of 1986, 170,000 pupils (i.e. 20% of the school population) were enrolled in reformed classes, as compared with 6% at the beginning of the project;
- More than 50% of the new entrants aged 6-7 were admitted in grade 1;
- Support for the development of teaching aids enabled the production and distribution of 1,320,000 school books and 129,000 teaching guides;
- New educational programs were finalized for the 1<sup>st</sup> and 2<sup>nd</sup> cycles of Formal Basic School.

These results are quite obviously the fruit of the enormous work performed by the Haitian staff at the National Pedagogical Institute, which was also supported by bilateral technical assistance, notably French.

After the three year suspension of international aid following the coup d'état, the projects started up again in 1994.

The activities performed from 1994 to date have permitted:

- the development of the National Plan for Education and Training (PNEF)
- the development of an orientation law for education
- the definition of a new organizational chart for the Ministry of National Education
- the realization of two school censuses
- the new framework for the management of human resources
- the training of staff

#### → **Quality and standardization**

Since 1997, in accordance with the very first priorities of the PNEF, emphasis has also been placed on the factors contributing to an improvement in the quality of basic education. In this respect, reports regarding the standardization of school buildings and furniture have been prepared and testing conducted.

In close collaboration with UNICEF, the project to develop indicators intended to enable the evaluation and monitoring of the quality of education was implemented in 1998.

#### → **The fight against exclusion: trades for young drop-outs**

For three years, as part of the "Special Youth" project, UNESCO has helped to develop a series of Creole and French language films on video entitled, "Learn and work." Twelve trades within the popular economy are available and act as a support for learning these trades, to which are added, according to the profile of the young people, literacy training sessions.

Training activities have been held in a poor urban area (Rivière Froide) and in a rural area (Vallu/ Petit Goâve area) in order to test and refine the method.

### **4.12 UNICEF**

After its intervention at the preschool level during the period 1980-1990, UNICEF—without disregarding the definition of an early childhood policy—prioritized the cohort of 6 to 15 year olds. In recent years, its interventions have been mainly focussed on the quality of education at the preschool and above all at the primary level. Activities have also targeted children in difficult circumstances, as well as towards the establishment of non-formal education with the full participation of local communities.

Recent UNICEF programs in the field of education are as follows:

- 1995/96 program (US \$5 million): improvement in the quality of education / education for children in difficult circumstances:

reduction of the repetition rate by 50% and increase in the completion rate from 39% to 50%;

increase in educational coverage for children in difficult circumstances by providing 500,000 children with a basic education that satisfies their needs (technical skills, income generating activities);

training of basic education agents (Beneficiaries:10,000 teachers / 2,500 principals, inspectors and educational advisors)

1998/99 program (US \$4.3 million):

**Project 1:** improve the quality of basic education (6-15 year olds):

Development of a life-skills curriculum

Innovative teaching methods in multi-aged classes

Development of a national early childhood policy.

**Project 2:** Alternative program for non-formal basic education (6-15 year olds):

Institutional reinforcement at the central and departmental levels

Provision of services

Empowerment of communities.

Without going into detail regarding the different operations, the evaluations regularly conducted between the Organization and the Government reveal certain difficulties. Among them are the lack of availability of the actors involved in the projects, the low level of teacher qualification making it difficult to introduce educational innovations (multi-aged classes) or the definition of a special curriculum aimed at children in difficult circumstances. The lack of coordination is also highlighted.

#### **4.2 USAID: priority to the private sector**

Although having contributed financially to the development of the National Plan for Education, USAID is mainly interested in private sector primary education through the "Incentives to Improve Basic Education" project (PROBED).<sup>12</sup>

The objectives are to improve the quality of education and the administrative efficiency of private schools in disadvantaged rural and urban areas, as well as to provide support for the structuring of the private education sector.

The project undoubtedly led to the creation of the Haitian Foundation of Private Schools (FONHEP), which was founded in 1998 by the union of the Haitian Episcopal Commission on Catholic Schools (CEEC) created in 1987 and the Federations of Haitian Protestant Schools (FEPH) created in 1986. In 1989, the nascent FONHEP became the privileged partner of USAID, which entrusted it with the execution of PROBED. In 1993, the Haitian Confederation of Independent Private Schools (CONFEPH) was born and would also, in time, join FONHEP.

The most remarkable outcome has been the organization of the private education sector. In addition, a notable achievement is the support for close to 260 schools (80% in rural

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<sup>12</sup> PROBED: Projet Bilatéral d'Education (Incentives to Improve Basic Education Project)

areas) representing 60,000 pupils. In this pilot framework, 2,275 principals and teachers have benefited from refresher courses and training. This project has also permitted the distribution of teaching materials to these schools, the development of curricula and the collection of statistical data.

Learning from past experiences (PROBED), USAID has changed the orientation of its aid policy via the "Education 2004" project, which gives priority to the private sector while at the same time gives a timid opening to the public sector.

Yet the most dramatic change resides in the exclusive emphasis placed on a network of quality primary schools and not on schools located in the most disadvantaged areas.

This new orientation providing diversified services to 959 schools aims at reinforcing:

- quality rather than access;
- participatory education rather than rote learning;
- community and participatory integration (with other schools) through the following activities:
  - training of teachers and school principals;
  - provision of teaching aids and schoolbooks;
  - provision of basic supplies (exercise books, pencils, paper, etc.);
  - development of distance education.

In fact, and even though the acronym EFACAP is never once mentioned in the project document, what is undertaken here is precisely the strategy chosen by the PNEF through the creation of a network of educational establishments centered around quality.

Another, less important aspect of the project concerns activities related to educational policy: "training, surveys and research aimed at the development, adoption and application of a strategic national education plan and of its norms and standards."

### **4.3 The Inter-American Development Bank**

The IDB's "Expansion of Teacher Formation and Primary School Education" (EXENP) project covered the 1986-1992 period with US \$11,9 million; it was extended (interruption during the coup period) until 1995.

Five objectives were pursued:

- improvement of infrastructures.
- increase in educational coverage.
- improvement in the quality of education from grade 1 to grade 4 through the production and distribution of new texts in Creole.
- improvement in teacher effectiveness through training.
- adaptation of basic education to the changes included in the Bernard reform.

The evaluation of the project notes that the most conclusive outcomes concerned educational infrastructures (construction of 65 schools and 3 teacher training institutes,

repair / construction of 417 classrooms, construction of latrines) and the provisions of school furniture to 74 schools. On the other hand, the objectives related to the production and the distribution of texts for the pupils and teachers were not attained (6% success rate), in addition to the refresher training for the teachers (44%).

In other respects, the IDB is about to finance a program for the reform of vocational training in the amount of US \$22 million, and has already approved its contribution to the "Basic Education Project" (PEB) for a total of US \$19.4 million in addition to that of the World Bank (US \$28.3 million), which has yet to be approved, and to that of the Haitian government (US \$5.1 million)

#### **4.4 Canada**

Through an agreement signed at the beginning of 1997 between the Ministry of National Education and the Gérin-Lajoie Foundation (Canadian \$ 3.2 million), Canada is backing the "Support Project for the New School" (PAENA) in the Artibonite Department.

This project, which covers 3 districts (Saint-Marc, Marchand-Dessalines and Gonaives) and which is officially a part of the PNEF, stresses the quality of education and the reinforcement of decentralized institutional capacities by supporting the creation of 3 EFACAP.

#### **4.5 The Basic Education Project (PEB) – World Bank/IDB**

The first phase of a long term project, it collected close to US \$53 million over 5 years and involves several components:

- **component 1: improvement of access (33% of the budget)**  
The idea is to ensure the expansion of the provision of education through: the rehabilitation of 720 classrooms, the reconstruction of 450 classrooms and the construction of 500 new classrooms.
- **component 2: improvement of quality (48.1%)**  
This includes: the transformation of 6 ENI into CEFEF; the establishment of 27 public EFACAP and 3 private EFACAP; continuing education for 9,000 teachers, 5,000 principals, 300 educational advisors and 400 inspectors; the distribution of teaching aids (teaching kits for 4,200 schools and the distribution of new texts to 400,000 pupils), and the development of teaching contracts with schools.
- **component 3: improvement in the planning and management of the sector**  
This includes: the information system as a continuation of the PRI (UNDP/ UNESCO); the establishment of the school chart, support for personnel management, school inspections and community participation.

This ambitious project requires, as do all loans, the ratification of the Parliament.

#### **4.6 OPEP**

In liaison with UNESCO, the Haitian government signed a loan agreement with OPEP for a total of US \$5 million over 3 years for the implementation of a project entitled: "Project for the Expansion and Improvement of Basic Education." Falling within the priorities of the PNEF, it aims at establishing roughly 20 EFACAP in 5 educational departments: North, Northeast, South, Southeast and Nippes.

The implementation of this project is also subject to the ratification of the Haitian Parliament.

#### **4.7 French cooperation**

(Information not yet available)

**In conclusion**, a certain evolution is apparent in international assistance to the education sector. Scattered during the first decade, with objectives designed on an ad hoc basis, it was dependent on the erratic course of Haiti's socio-political situation. The existence of the PNEF, the continuity of governmental efforts regarding educational policy, and the henceforth real consensus on the prime importance of education offer perspectives for a better synergy between the different actors and a strong mobilization for the development of the sector.

On the other hand, there is general agreement that the first priority should be given to the quality of education, which is also an indispensable element for an increase in universal access.

However, the institutional crisis (absence of a Prime Minister for almost 2 years, the recess of the Parliament in the anticipation of the upcoming elections expected for March 2000) has led to the freezing of external financial resources destined for the educational sector:

- PEB: US \$53 million (WB/IDB)
- Project for the Expansion and Improvement of Basic Education: US \$5 million (OPEP / UNESCO)
- Vocational training: US \$22 million (IDB)

**There is a total of US \$80 million which is potentially available for education and which will become effective once the new Parliament, which should take office in April/May (?) 2000, ratifies these loans.**



## 5. Challenges on the eve of the 21<sup>st</sup> century

Haiti—in spite of positive evolutions with regards to participation in education—is experiencing a critical educational situation on the eve of the 21<sup>st</sup> century.

Today, it has one asset: the existence of a National Plan for Education and Training (PNEF) that provides a clear diagnosis and proposes a methodical approach aimed at extricating the Haitian education system from its state of great destitution.

Since 1993, the Haitian government has committed itself to a willful and ambitious policy to rehabilitate the education system through the implementation of the National Plan for Education and Training. The task is enormous and international solidarity with the Haitian people and its youth—who face with courage and dignity the difficult conditions of everyday life—is an imperative responsibility.

Aside from the demographic causes and the massive expansion of basic education—a characteristic found in many developing countries—Haiti has had certain aggravating specificities throughout its history. Its history has been marked by long periods of dictatorship, leaving the education system adrift. The State, traditionally weak, has often given up in the face of its mission of public service, leaving to the private sector the task of satisfying a growing social demand for education. To this may be added the real drain in qualified human resources from which Haiti has suffered during the long periods of Duvalierist dictatorship. This is to say that the country will not on its own be able to make up for the loss of a large part of its intelligentsia that is so sorely lacking for the sustainable support of its cultural, economic and social development. Haiti has, de facto, put a large part of its skills at the disposal of other countries. The political and social instability that the country has experienced during these last ten years has aggravated this situation, thus preventing it from making use of all of its skilled professionals who have remained abroad.

Although the needs are enormous in all fields, the cornerstone of the reconstruction of the Haitian education system remains undoubtedly the crucial lack of the qualified human resources essential for its recovery.

Several questions will help initiate discussion of the options in the face of the enormous challenges that Haiti must take on in order to rehabilitate in sustainable manner its education system.

### 5.1 Can universal access to education be achieved quickly?

The 1996/97 educational census estimated the number of pupils attending the 1<sup>st</sup> and 2<sup>nd</sup> cycles of formal basic education (basic education) to be 1,429,280. If one refers to the school-aged population (6-11 years old), it reached 1,279,480 children in 1999. **From a strictly quantitative point of view, it is possible to provide education for all school-aged children.** The question of how to deal with over-aged children is the key for access

for all children between the ages of 6-11. Indeed, we should recall that 680,168 pupils, representing 48% of the total enrolment, are more than 3 years behind schedule.

An in-depth study of the aspirations and the motivations of these young, over-aged pupils would help identify the ways and means for their socio-economic and cultural integration using schemes that are outside of the traditional education system that often constitutes a failure for them.

The reduction of drop-outs and repeaters will also facilitate real perspectives for universal education.

Furthermore, the development of preschool education will permit a reduction, and even an elimination, in late starters in formal basic education, while at the same time improving the promotion rates from one grade to the next.

Initiating solutions to resolve this set of problems would not only free up places for out-of-school children, but would also create the conditions for an improvement in the quality of education by the composition of more homogeneous age groups in the classroom.

## **5.2 The quality of education: an acute lack of human resources**

**The needs are enormous at all levels and one must satisfy the needs for qualified personnel throughout the entire educational chain and within the governance of the system.** The target of quality basic education for all implies competent teachers who have received quality instruction in secondary schools by competent professors who have in turn received their degree in higher education.

**For example,** let us consider the satisfaction of the priority needs for a quality basic education for all. If one considers the need to replace the existing teachers who clearly do not have the initial training required, there will be a need for close to 11,000 teachers. As for the stock of potential human resources from which it would be necessary to draw the candidates liable to become qualified teachers, it was 3,933 *baccalaureat* graduates in 1998. If one retains the following favorable premise: a quarter of these graduates intend to enter the teaching profession, i.e. 1,000 individuals, it would take 11 years to achieve quality education for all. This very typical example shows clearly that it will be necessary, in order to accelerate the process, for secondary education to increase the number of *baccalaureat* graduates. There will also be a need for a sufficient number of qualified new professors and trainers of trainers having completed higher education.

### **The priority needs in education**

In the framework of the objectives of the National Plan for Education and Training (PNEF), the improvement in the quality of education and the expansion of the provision of education constitute priority lines of action. In order to progressively satisfy these objectives, the needs are found at the following two levels:

- Trainers for the Formal Basic School Training Centers (CEFEF);
- Training of qualified teachers for the 133 Ecole Fondamentale d'application Centres d'appui pédagogique (EFACAP).

• **Trainers for the CEFEF**

The CEFEF have the mission of training the teachers for the three cycles of basic education. Over the period 1999-2000 / 2003-2004, the establishment of the first 6 Centers is planned. At the rate of 30 trainers per center, it will be necessary to recruit 180 trainers according to the following schedule:

	1999-2000	2000-01	2001-02	2002-03	2003-04
CEFEF (cumulative needs)	60	90	180	180	180

Do the university channels in Haiti provide the necessary range of training? For what capacity? Or is it necessary to envision training abroad?

• **Trainers needed for the EFACAP**

It was decided that 20 EFACAP would be created annually. On this basis, the number of trainers for the future teachers needed comes to 1,680, according to the following schedule:

	1999-2000	2000-01	2001-02	2002-03	2003-04
EFACAP (cumulative needs)	300	600	900	1200	1500

**Other needs**

The various levels of an education system are closely overlapping and should operate in synergy. Contrary to simplistic logic, which is widespread, the priority justifiably given to basic education implies actions in the other areas of education. This approach, seemingly evident, is not easy to translate into deeds. In this respect, it suffices to list the amounts of international aid which are allocated for secondary or higher education.

Haiti, more than any other country in the region, has several needs that should be fulfilled in order not to fail in its attempt to provide a quality education for all.

Therefore:

- The modernization of the system of **secondary education** will necessitate the recruitment of new teachers. Moreover, approximately 20 selective secondary schools for enrolling the best students provided with effective management will be created. The number of required personnel from all disciplines is estimated at 300 professors for the next five years.
- Within the framework of reinforcing **governance**, the National Ministry of Education has established the Training Center for Educational Personnel (CFCE), which will

require training personnel from the following domains: data processing, educational sciences, planning, law and management. Another branch of training involves the inspection service.

### **5.3 Need for a long-term contract-plan between the government and the international community.**

As has been noted, the relatively limited financial resources coming from the international community, in addition to the small portion of public funds allocated to education, do not permit a significant and sustainable rehabilitation of Haiti's educational system. In addition, the scattered nature of interventions, the limited effectiveness of coordination within the education system has led to outcomes that were not adequately significant given the depth of the crisis. And even if progress has been made here or there, it remains fragile, temporary and incapable of unleashing in a sustainable manner the irreversible process of a quality education for all young Haitians.

In this respect, a series of questions comes to mind:

- What critical mass of financial resources (external and internal) would be necessary for the sustainable rehabilitation of the Haitian education system?
- What are the institutional and socio-economic conditions for the success of such rehabilitation
- What multiplier role can be played by the use of communication techniques applied to education?
- What are practical and realistic modes of implementation?

The education system both depends and acts upon all the general conditions in the country: economic, social and cultural. At the macro-economic level, sustained growth will facilitate the mobilization of internal resources for education. In exchange, the improvement in the level of education of the population will have an impact upon the growth and the living conditions (health care, population, culture of dialogue, etc.) and therefore constitutes a powerful lever in the fight against poverty and for the participation of the citizenry.

Three preliminary conditions are indispensable in order to meet the challenge of education in Haiti:

- the existence of a framework of educational policy which is consensual, clear, and expressed in terms of action plans (PNEF);
- sustainability and continuity in the implementation of the actions;
- stability and availability of both internal and external financial resources at a sufficient level.

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