

**EDUCATION FOR ALL IN THE CARIBBEAN: ASSESSMENT 2000  
MONOGRAPH SERIES 18**

**Series Editor: Lynda Quamina-Aiyejina**

**Education for All in Haiti Over the Last 20 Years  
Assessment and Perspectives**

**Bernard Hadjadj**

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## FOREWORD

*Education for All in the Caribbean: Assessment 2000* is a remarkable output, which is the culmination of intensive collaborative efforts between the countries of the Caribbean sub-region, the Regional Advisory Technical Group and the EFA Forum Secretariat, and relevant agencies and institutions.

The Country Reports, Monograph Series, and Case Studies highlight and pinpoint, in an extremely effective manner, some of the issues and concerns that drive education policy and action in the Caribbean. At the same time, the documentation presents a balanced and informed overview of the rich and varied educational and cultural experience of the sub-region; a knowledge which is critical to the understanding of the unfolding social and economic developments.

UNESCO is pleased to have been associated with this endeavour, particularly through our regional office in Kingston, Jamaica which, as co-ordinator of the Regional Advisory Group for the Caribbean Sub-region, was integrally involved in every aspect of the exercise. We look forward to continued collaboration with the Caribbean on activities of a mutually rewarding nature as the consequences and implications of the EFA Assessment become manifest.

Colin Power  
Deputy Director-General for Education

## SERIES INTRODUCTION

At Jomtien in 1990, member states of the United Nations adopted the *Framework for Action to Meet Basic Learning Needs* and created the International Consultative Forum on Education for All (EFA Forum). One decade later, the EFA Forum embarked on an assessment of this initiative, intended to assist member states in examining their education provisions to inform the formulation of policy.

Once the Caribbean EFA Regional Advisory Group had embarked seriously on the assessment, it was quickly realised that it would be difficult to capture, in any one place, an assessment of all that had transpired in education in the Caribbean during the period 1990-1999. Moreover, the technical guidelines constrained assessors to specifics within quantitative and qualitative frames. However, because it was felt that education in the Caribbean is too dynamic to be circumscribed, the idea of a more wide-ranging monograph series was conceived.

Researchers, education practitioners, and other stakeholders in education were invited to contribute to the series. Our expectations were that the response would be quite moderate, given the short time-frame within which we had to work. Instead, we were overwhelmed by the response, both in terms of the number of enthusiastic contributors and the range of topics represented.

Caribbean governments and peoples have invested in the *hardware* for education--buildings, furniture, equipment; in the *software*, in terms of parent support and counselling services; and they have attended to *inputs* like books and other teaching/learning resources. They have wrestled with ways to evaluate, having gone through rounds of different national examinations, and modifications of ways to assess both primary and secondary education.

But, as the efforts to complete the country reports show, it has been more difficult to assess the impacts, if we take the eventual aim of education as improving the quality of life--we have had mixed successes. That the sub-region has maintained relative peace despite its violent past and contemporary upheavals may be cited as a measure of success; that the environment is threatened in several ways may be one of the indicators of how chequered the success has been.

Writers in the monograph/case study series have been able to document, in descriptive and analytic modes, some of the attempts, and to capture several of the impacts. That this series of monographs on Education for All in the Caribbean has been written, edited, and published in nine months (from first call for papers to issue of the published titles) is itself an indication of the impact of education, in terms of human capability and capacity.

It reflects, too, the interest in education of a number of stakeholders without whom the series would not have been possible. Firstly, the work of the writers is acknowledged. All worked willingly, hard, well, and, in most cases, without material reward. The sterling contribution of the editor, who identified writers and stayed with them to the end of the process, is also recognised, as is the work of the printer, who came through on time despite the severe time constraints. The financial contribution of the following agencies also made the EFA assessment process and the publication of the monograph/case study series possible: Caribbean Development Bank (CDB), Commonwealth of Learning (COL), Department for International Development (DFID), International Labour Organization (ILO), Sub-Regional Headquarters for the Caribbean of the United Nations Economic Commission for Latin America and the Caribbean (UNECLAC), United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), The University of the West Indies, Cave Hill; the World Bank, and the UN country teams based in Barbados, Guyana, Haiti, Jamaica, and Trinidad and Tobago.

We invite you to peruse individual titles or the entire series as, together, we assess Caribbean progress in education to date, and determine strategies to correct imbalances and sustain positive impacts, as we move towards and through the first decade of the new millennium.

Claudia Harvey  
UNESCO Representative and Coordinator, Regional Technical Advisory Group (RTAG)  
EFA in the Caribbean: Assessment 2000

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## LIST OF ACRONYMS AND ABBREVIATIONS

CEEC	Episcopal Commission on Catholic Schools
CEFEP	Formal Basic Education Training Centres
CFCE	Training Centres for Educational Staff
CINEC	Integrated Community Education and Nutrition Centres
CONFEPH	Haitian Confederation of Independent Private Schools
EFACAP	Ecole Fondamentale d'Application Centres d'Appui Pédagogique
ENI	National Teacher Training Institute
EXENP	Expansion of Teacher Formation and Primary School Education
EU	European Union
FEPH	Federation of Haitian Protestant Schools
FONHEP	Haitian Foundation of Private Schools
GDP	Gross Domestic Product
IDB	Inter-American Development Bank
IHSI	Haitian Institute of Statistics
IPN	National Pedagogical Institute
LAC	Latin American and Caribbean
MENJS	Ministry of National Education, Youth and Sports
NGO	Non-Governmental Organization
OAS	Organization of American States
ONAAC	National Office for Literacy and Community Action
ONEC	National Office for Community Education
ONECA	National Office for Adult Community Education
ONPE	National Office for Participation and Popular Education
OPEP	Organization of Petroleum Exporting Countries
PAENA	Support Project for the New School
PAHO/WHO	Pan-American Health Organization/World Health Organization
PEB	Basic Education Project
PNEF	National Plan for Education and Training
PRI	Institutional Reinforcement Project
PROBED	Projet Bilatéral d'Education/Incentives to Improve Basic Education Project
PROMEDLAC	Major Project in the Field of Education for Latin America and the Caribbean
SEA	Secretariat of State for Literacy
SOE	Ecumenical Service of Assistance
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development
WFP	World Food Programme

## **About the Author**

Bernard Hadjadj, who was born in Tunisia in 1948, holds a Ph.D. in Socio-Economics in the field of Human Resources. He worked for 10 years in the field of educational research in Paris, France. As Director of French Cooperation for nine years in several African countries and in Haiti, he produced studies in social and cultural development. His most recent book *Les Parias de la Mondialisation (The Pariah of Globalization)* was published in 1999 by Presence Africaine in Paris. He is presently the UNESCO Representative in Haiti.

## **ABSTRACT**

In a context where 80% of the population live below the poverty level, and where the political situation is characterized by instability, the Haitian educational system is one of the weakest in the region. In spite of a significant increase in the number of schools over the last 20 years, mainly due to the contribution of the private sector (80% of the primary schools), the net rate of schooling only approximates 65% and the rate of illiteracy is almost 60%. A decade after Jomtien, Education for All (EFA) remains an urgent priority for Haiti and there are still many challenges to face. This monograph shows the evolution observed in the various components of EFA (basic education, preschool, and literacy programmes) over the last 20 years. It also provides a diagnosis of the situation and some suggestions for the future.

## 1. General Framework of Development of the Education System

This monograph analyzes the condition of the Haitian education system at the close of the second millennium, 20 years after the adoption of the Mexico Declaration by the Ministers of Education of Latin America and the Caribbean, and 10 years after the Conference on Education for All in Jomtien in 1990. Note must be taken of the huge disparities existing between the targets set by the international community and the reality of the Haitian situation.

### 1.1. Review of the Objectives

Before analyzing the development and the existing condition of the education system, it is useful to set some reference points, beginning with the recommendations adopted both at the regional (Major Project in the Field of Education for Latin America and the Caribbean (PROMEDLAC) - 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 (1990-2000)	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 8-10 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 and 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 students 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 brief elements for understanding the development of the socio-economic and political context that prevailed during the period under consideration. The following table summarizes these major elements:

**Table 1. Socio-Economic and Political Context – Haiti, 1980-1999**

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/ Nerette	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

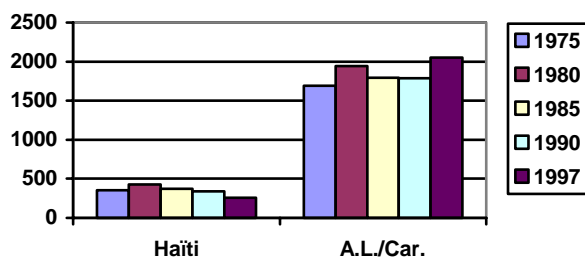
This summary illustrates the extremely difficult context which has prevailed in Haiti since 1980. This situation has hampered the application of the various recommendations relative to the improvement and universal access to basic education. At the level of political stability, to begin with, there was 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 a partial drying up of foreign aid (particularly the loans requiring the ratification of the Parliament), the Ministry 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 Centres (CEFEF), the construction of schools with its own funds, etc.). Moreover, significant efforts were made to improve conditions for school access for students 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 were living below the poverty level. In addition, the rate of growth of the Gross Domestic Product (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% respectively (UNDP, 1999, 2000; World Bank, 1998).

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 shown in the following graph:

**Figure 1. Comparative evolution of per capita GDP (1987 USD).**



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 American and Caribbean countries.

**Table 2. Human Development Indicators – Comparative Analysis**

	Haiti	Latin America and Caribbean	Developing Countries
Life expectancy at birth (1997)	53,7	69,5	64,4
Adult literacy rate (1997)	54,2	12,8	28,4
Consolidated primary and secondary enrolment rates	29,0	69,0	66,0
% population living in rural areas	67	26	
GNP per capita (1987, US \$) (year 1997)	300	2049	908

### 1.3. Chronology of 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 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 America and the Caribbean (PROMEDLAC) and the World Conference on Education for All (Jomtien, 1990). 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, the PNEF makes the following reference to 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). (Haiti. Ministry of National Education, Youth and Sports, 1998, p. 28)

It should be noted, moreover, that Minister Joseph C. Bernard was Vice-Chairman of the Meeting of Education Ministers in Mexico in 1979, which resulted in the recommendations known as the “Mexico Declaration.” Between Mexico (1979) and 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.

Together, 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 PNEF 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. (Haiti, 1998, p. 42)

What is new, in comparison to the Bernard Reform, is the continuity given to PNEF implementation by the five successive Education Ministers since it was launched. This is particularly noteworthy 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. (Alexandre, 1999)

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, pp. 28-29) 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).

In concluding this short overview of the general context in which the education system has evolved, the heavy burden inherited from the past should be noted. 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.



**Figure 3. Increase in the number of schools.**

## 2. Main Evolutionary Trends, 1980-2000

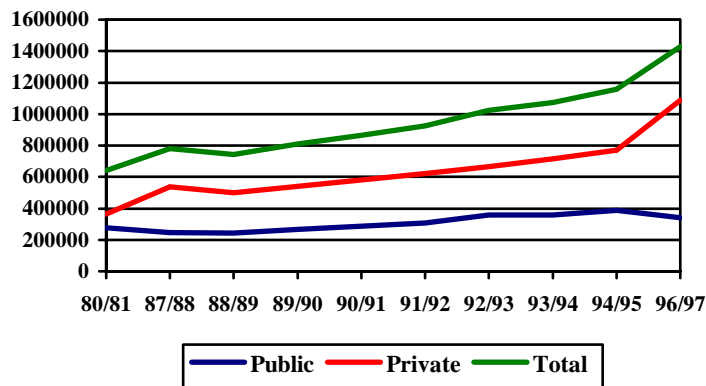
### 2.1. Basic Education (First and Second Cycles)

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

#### 2.1.1. An explosion in school enrolment

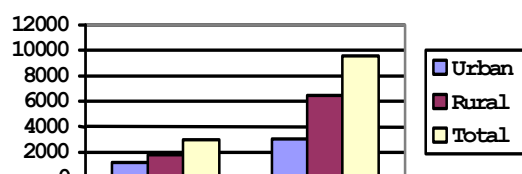
Starting from a very low level of enrolment at the beginning of the period, the most important characteristic in the evolution of the Haitian school system during the period 1980-2000 was the growth in enrolment, at an average annual rate of 7.6%, due mainly to the private sector. The following graph illustrates this trend for primary education (the first six grades).

**Figure 2. Trends in evolution of primary school enrolment.**



The rate of growth in enrolment was markedly greater during the second decade: 3.5% during the period 1980-1990, as compared with 11% during the period 1990-1997 (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 development: 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.

Despite the substantial increase in total enrolment, Haiti is far from attaining universal schooling, and several thousand school-aged children were still excluded from the system on the eve of the year 2000, as shown by the development 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:



**Figure 4. Increase in the number of teachers (1980/81 = 100).**

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 programme of the first six grades has decreased markedly, given that only 50% of these establishments offer the complete first and second cycles of basic education. Despite an improvement over the period, the rural areas remain disadvantaged, given that only 43% of the schools offer complete cycles.

**Table 3. 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.

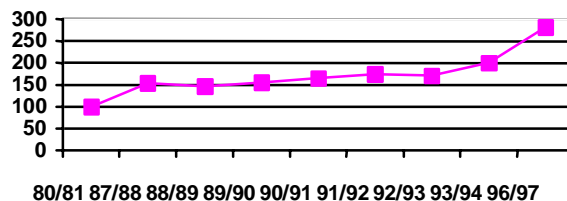
### 2.1.2. The quality of education

The quality of education may be assessed through several factors: the material conditions (school buildings, materials, and services) and teacher qualifications. According to the available indicators, and in spite of the absence of data on learning achievement, a certain deterioration can be observed or, at the very least, the persistence of a mediocre quality. An evaluation of the material conditions as perceived through certain elements indicates 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. The data for 1996/97 show that 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 1990-1997, has been accomplished to the detriment of quality.



Teacher competence and experience, the foundation of a quality education, still leaves much to be desired. Indeed, if the core criteria illustrating teacher competence are considered, 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 1996/97.

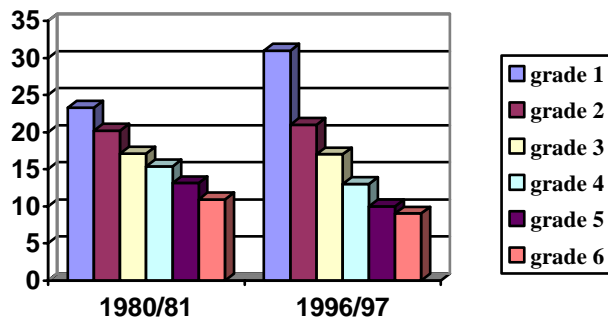
Thus, in spite of a slight improvement, 74% of the teachers have neither the required academic qualifications nor teacher training. As for length of service, over the entire period, approximately 50% of teachers had less than 5 years of professional service.

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

### 2.1.3. Efficiency of the school system

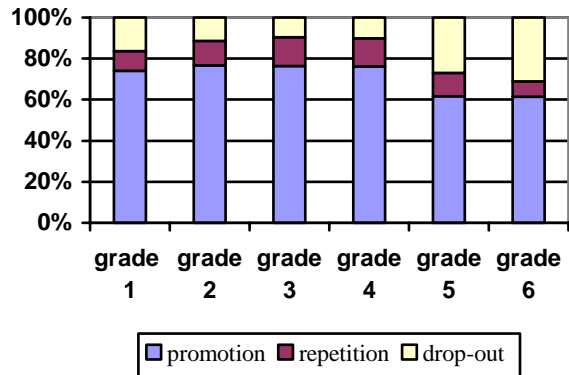
The comparison of the distribution of students by grade between 1980/81 and 1996/97 illustrates the high dropout rate, which seems to have increased at the end of the period:

**Figure 5. Distribution of students by grade, 1980/81 and 1996/97.**



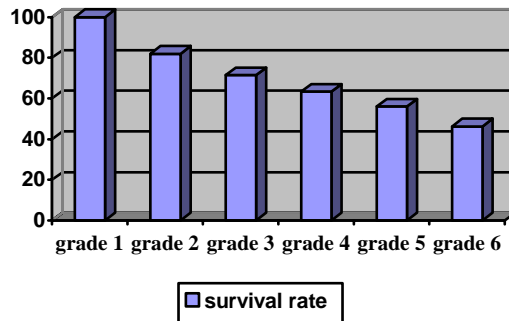
The following graph presents the significant number of repetitions and dropouts by grade (1990/91 figures):

**Figure 6. Repetitions and dropouts by grade, 1990/91.**



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

**Figure 7. Survival rates.**



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

#### **2.1.4. The reform policies**

- *The Bernard Reform*

As pointed out earlier, 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 programmes 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 first 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 three cycles of Formal Basic School.

**March 1989:** Promulgation of the Statutory Order declaring as official the curricula for the three 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 under-development to one centred 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 programmes in 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 programmes 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 to enable them to use the programmes properly.
- the shortage of books corresponding to the programmes.
- the reluctance 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 issues 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, and so forth, in the majority of schools.
- the lack of means and 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 programmes have not been fully applied, to date, in the schools, because the majority of supportive measures required for effective and efficient application have not been taken.

In spite of all 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 reluctance of parents regarding the use of Creole as a language of instruction have contributed to slowing this dynamic of change towards 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 programmes are developed in accordance with modern curricular principles and are adapted to the needs and aspirations of Haitian students. While favouring the integration of the Haitian student 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 skilled at participating in national development. At the end of Grade 9, the student who obtains 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 programmes that progress along a common core of syllabus basic training for all students.
- Flexibility: possible option for vocational training at the end of each cycle, with the possibility of reintegration into the formal academic programme of studies.
- Cost-effectiveness: acquisition of a minimum core education by a large number of students 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 student in the learning process.
- Automatic promotion from Grade 1 to Grade 2 and from Grade 3 to Grade 4.
- Introduction of a pre-learning programme.
- 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 programmes, 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" (Haiti, 1994, p. 15). 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. (p. 15)

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

The strategy of the PNEF, designed over a period of 10-15 years, consists of 4 broad orientations and 10 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 programmes 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 (1994)--and the organization of new elections in 1995/96 were not favourable to the full and effective implementation of the PNEF. 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.

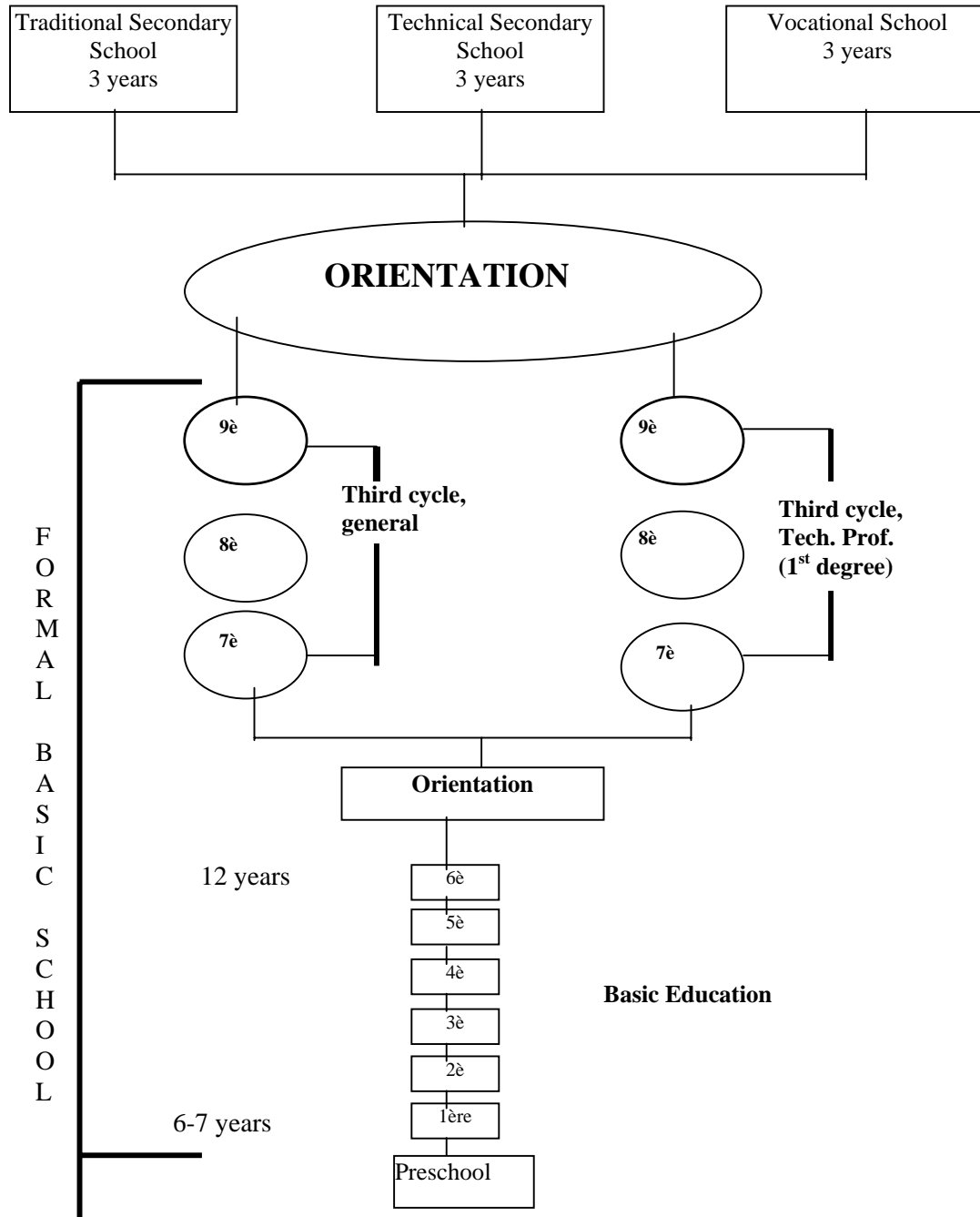
It should be noted, however, that work was launched on several fronts: the development of new curricula, the reorganization of the Ministry and the rehabilitation of the information system, the creation of the Training Centers for Educational Staff (CFCE) and of a CEFEF, and the establishment of indicators



for monitoring the quality of educational achievement. Several domains are being studied thoroughly: standardization of school buildings and furniture, distance education, and so forth.

### 2.1.5. Organizational structure of the education system

Figure 8. 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 50-60%. A 1995 USAID report estimated that during the 1990s, the proportion of illiterate individuals decreased by 15 points, thus situating the illiterate population at roughly 80%. 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 PNEF set the following target in the field of literacy training: “the rationalization and the structuring of literacy and non-formal education programmes for young people and adults” (p. 66). Since the 1940s, numerous experiments with literacy training have been attempted in Haiti, and there is a variety of material intended for learning how to read and write. However, Haiti remains one of the four countries in the world with the highest illiteracy rate (rate estimated at 60%).

To rapidly illustrate 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: National Office for Community Education (ONEC), National Office for Literacy and Community Action (ONAAC), National Office for Adult Community Education (ONECA), National Office for Participation and Popular Education (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, non-governmental organizations (NGOs), religious agencies linked to the Catholic Church (Mission Alpha, Ecumenical Service of Assistance (SOE)) or to the Protestant sector, and international organizations (UNESCO, Pan-American Health Organization/World Health Organization (PAHO/WHO), World Food Programme (WFP), etc.). Several national literacy campaigns have been launched, the most recent (1995) organized by the SEA and financed by the Organization of American States (OAS). All of these initiatives have obtained temporary results but have made no real impact on the national situation. One can cite the example of the literacy campaign supported by UNESCO in 1979. It was based on 7,180 literacy centres 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 centres 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 achievements 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 programmes 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 programmes within the framework of experimentation with distance education, but the results have not been subject to any evaluation. 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 programme 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 programmes were tested. A survey, carried out in 1981-82, on the condition of preschools had revealed widespread anarchy (in terms of programmes, 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 for 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 (1993) statistics, the gross rate of preschool enrolment went from 1% in 1980 to 2.2% in 1985 and 3.5% in 1989. 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 0-6, only 100,000, or 6%, attended a preschool establishment. According to these sources, of the 1,000 centres inventoried, 800 were supervised by the private sector and 200 by the public sector, that is, a participation rate of 80% for the private sector (Haitian Foundation of Private Schools (FONHEP), 1993).

Given the very difficult conditions existing for data collection in a country as deficient in communication infrastructure as Haiti, these figures should be considered an underestimation. 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 0-6:

**Table 4. Institutions Attended by Children Under 6 Years of Age**

Institution	Status	Services	Approach	Name of Programme	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 3,600	5-6 3-6
CES	Semi-private	Educational services	Non-formal	(Timoun byen vini)	12,200	0-6
FONHEP	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 (1998) statistics assessed the number of students enrolled in preschool centres for the year 1990-91 at 230,391. In 1991-1992, data obtained from the Haitian Institute for Statistics revealed that 230,898 students were attending preschool centers. After the addition of playschool children from primary schools, the total number of children catered for was 384,143 (MENJS, 1999). Given the significant number of over-aged students 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 nine geographic departments of the country and the distribution of preschool curriculum. In June of 1993, FONHEP 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 students),
- significant proportions of over-aged students (13% at Level 1 and 46% at Level 3).

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

- preschool establishments barely apply the official curriculum because of the poor level of teacher qualification.
- 210 public preschool centres are attached to public schools and financed, in part, by UNICEF. There are approximately 1,018 private centres throughout the country. A total of 107 non-formal humanitarian action centres address the needs of the disadvantaged areas of Port-au-Prince, Léogâne, and Grand-Goâve.
- 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 (Research Triangle Institute, 1995).

### **2.3.2. Current situation**

According to the data from the 1997 census, the total number of children aged 3-5 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 0-5 was estimated at 1,347,000. In 1990, the Haitian Institute of Statistics (IHSI) numbered the population of children aged 0-6 at 1,340,000; it increased to 1,426,762 in 1993 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 is 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 centres. Certain non-formal programmes 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 because of lack of material resources and shortage of infrastructure. The country is witnessing a proliferation of nursery schools, day care centres, and preschool education training centres 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, and so forth. In summary, a truly national policy in favour of preschool-aged children has yet to be developed.

### 3. The Situation of Basic Education on the Eve of the Year 2000

#### 3.1. The Latin American and Caribbean Sub-Region

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

Figure 9. Enrolment ratios.

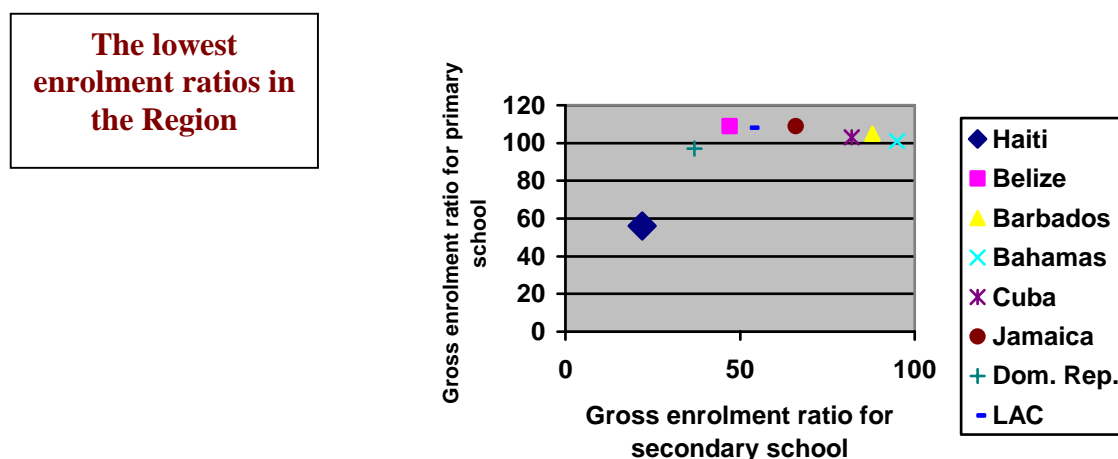


Table 5. Apparent Survival Rates to Grade 5  
(LA/C: 1994-95; Haiti: 1996-97)

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

### 3.2. Role of the Private Sector

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 students in 1996/97. If particular attention is paid 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 students attended a religious institution.
- Protestant institutions provide schooling for 42% of young Haitian students.
- In contrast, district or community schools remain poorly developed.

**Table 6. Schools by Management Authority**

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. Working Conditions

- Poorly adapted buildings

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

**Table 7. School Buildings by Type of Construction**

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:

**Table 8. School Environment by Amenities**

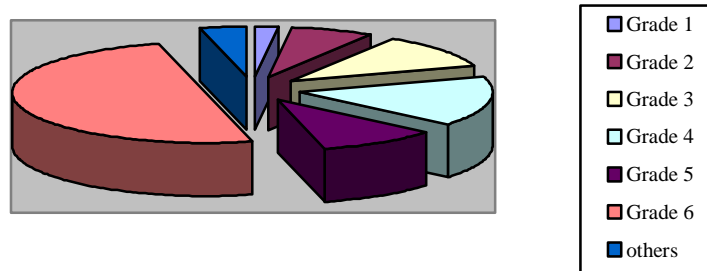
Amenities	%
Electricity	21
Latrines	67
Playground	75
Playing field	12
Library	8
Running water	42

- Incomplete programme of studies

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



**Figure 10. Distribution of schools by final grade offered.**



### 3.4. Access

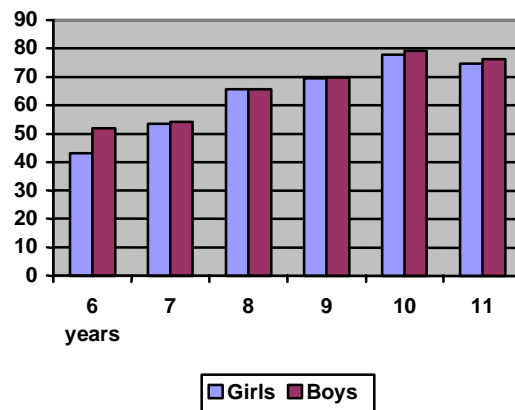
- **Relatively poor access to Grade 1**

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 to the population aged 6-12, the net enrolment ratio improves, reaching 67% for the country as a whole. This indicates that children enroll in the first and second cycles of formal basic education at higher ages.

**Figure 11. Net enrolment ratios.**



### 3.5. Gender Discrimination

The enrolment of girls is not significantly different from that of boys, regardless of the grade considered. Overall, 48% of all students 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. 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. Schooling Lags

Almost one out of every two students is 3 years behind in his/her schooling. Overall, 48% of all students are over 3 years behind with respect to specific ages (6-11 year olds). This represents a total number of 680,168 students. The average lag for each grade varies from 2.7 years to 4.1 years. No matter which grade completed, the number of students *aged 14 and over* represent 418,000 adolescents (54% boys and 46% girls), that is, 29% of the population enrolled in the first and second cycles of formal basic school. By geographical area, once again rural areas are at a disadvantage, whereby 30% of all students are aged 14 and older, as compared with 25% in urban areas.

### 3.8. Completion Rates

It takes 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 student to become fully certified in basic education than is normally the case. There is a also significant number of dropouts. In a cohort of 1,000 students newly entering Grade 1, 355 enter the third cycle of formal basic school, and almost 500 students drop out before Grade 5.

### 3.9. Characteristics of Teaching Staff

- **Age of the teachers**

Out of the 41,170 teachers questioned in 1996/97, 46.1% were less than 30 years old, as shown in Table 9.

**Table 9. Teachers by Age, 1996/97**

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 of 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 the extent of its participation, that this proportion is the highest: 77%, as compared with 47% in the public sector.

**Table 10. Teachers by Length of Service**

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%

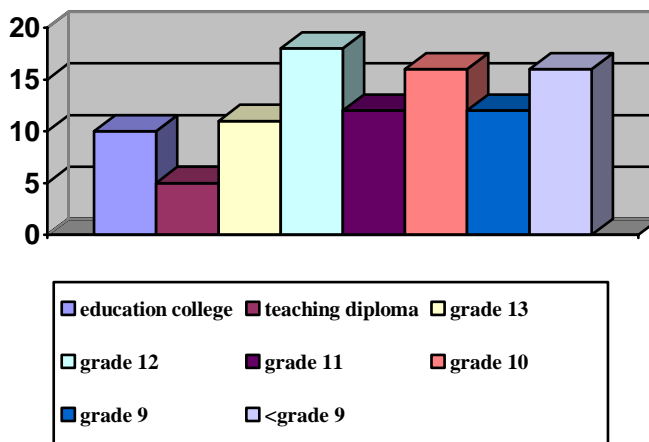
- **A majority of unqualified teachers**

Teacher qualification is generally very poor. Indeed, if one considers from a normative standpoint that 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.*

**Figure 12. Teachers by qualification.**



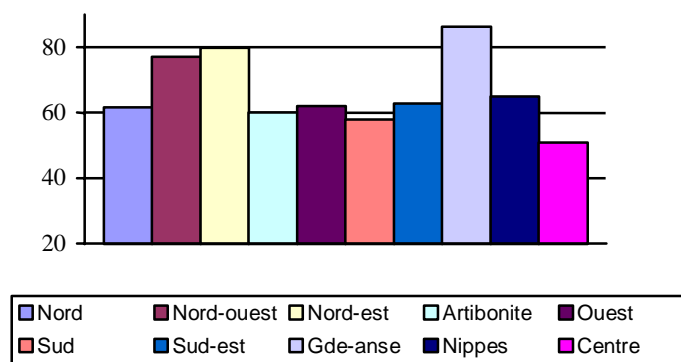
### 3.10. Geographic Disparities

Geographic disparities are expressed in two ways: by geographic Department and by area.

- **By Department**

If net enrolment ratios are considered, the most favourably endowed Departments are the Grand-Anse (86.3%), the North-East (79.9%), the North-West (77.1%), and then the West (62.1%), whereas the most lacking is the Centre (50.9%), followed by the South (58%), and the Artibonite (60%).

Figure 13. Net enrolment rates for 6-11 year olds by region.



- **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 six 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.

Table 11. Percentage of Children Entering Grade 1 at the Required Age (6 Years)

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

### 3.11. 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, that is, 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 dropouts and repetitions constitutes a waste of financial resources, which is 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” (p. 23)

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

- the cost of dropouts: it is acknowledged that less than 4 years of school attendance will hardly permit sustainable literacy, yet the total number of dropouts during the first three years is almost 139,000 students. 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*.

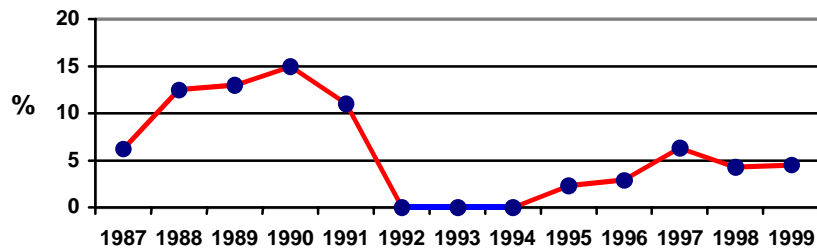
This waste of precious financial resources is not insignificant, given that a total of almost US \$16.8 million in international aid was disbursed for education during fiscal year 1997/98.

#### 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, this contribution may be evaluated. During the period 1990-1999, international aid allocated to education accounted for an annual average of US \$17.9 million; it was less than US \$9 million in 1983. This average excludes the three years (1991-1993) of the interruption of the aid programme following the embargo.

As shown in Figure 14, the portion of international public assistance dedicated to education ranged between 2.3-6.3 % during the period 1995-1999.

Figure 14. % IPA devoted to education.



A review of the major projects during the period 1980-1999 shows a duplication of the activities undertaken, as well as a certain scattering of efforts because of the absence of a sound coordination mechanism at the Ministry of National Education. The different events which have marked the life of the nation have not been favourable to a progressive and patient accumulation of achievement. This is one of the reasons for the duplication of operations undertaken. 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 were carried out during the period 1990-1999, aimed at satisfying the objective of “quality basic education for all” will be convincing enough.

#### 4.1. United Nations Agencies

##### 4.1.1. 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, during this period, in supporting national efforts for the reform and modernization of the Haitian education system. Several projects of this nature 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 was aimed at the establishment of educational policies in accordance with the recommendations of PROMEDLAC (1980) and the World Conference on Education for All in Jomtien (1990).

Within this framework, the privileged areas 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 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 1978-1991, 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 students (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 schoolbooks and 129,000 teaching guides;
- New educational programmes were finalized for the first and second cycles of Formal Basic School.

These results are quite obviously the fruit of the enormous amount of 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 resumed in 1994. The activities performed from 1994 to date have permitted:

- the development of the PNEF
- the development of an orientation law for education
- the definition of a new organizational chart for the Ministry of National Education
- the accomplishment 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 dropouts*

For three years, as part of the “Special Youth” project, UNESCO helped to develop a series of Creole and French language films on video entitled, “Learn and work.” These videos, which cover 12 trades within the popular economy, are available and act as a support for learning the trades. According to the profile of the young people, literacy training sessions are added. Training activities have been held in a poor urban area (Rivière Froide) and in a rural area (Vallée/ Petit Goâve area) in order to test and refine the method.

#### **4.1.2. UNICEF**

After its intervention at the preschool level during the period 1980-1990, UNICEF--without disregarding the definition of an early childhood policy—gave priority to the cohort of 6-15 year olds. In recent years, its interventions have been mainly focused 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 the establishment of non-formal education with the full participation of local communities.

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

- 1995/96 programme (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 programme (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 programme 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 UNICEF 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 PNEF, USAID is mainly interested in private sector primary education through the “Incentives to Improve Basic Education” project (PROBED). The objectives of this project 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. This 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 Federation 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 areas) representing 60,000 students. 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 giving a slight 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, 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 centred 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” (Research Triangle Institute, 1995, p. 17)

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

The Inter-American Development Bank’s (IDB) “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 infrastructure;
- 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 infrastructure (construction of 65 schools and 3 teacher training institutes, repair/construction of 417 classrooms, construction of latrines) and the provision of school furniture to 74 schools. On the other hand, the objectives related to the production and the distribution of texts for the students and teachers were not attained (6% success rate), and neither was the refresher training for teachers (44%).

In addition, the IDB is about to finance a programme 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 (C \$3.2 million), Canada is backing the “Support Project for the New School” (PAENA) in the Artibonite Department. This project, which covers three districts (Saint-Marc, Marchand-Dessalines, and Gonaïves) 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 three Ecoles Fondamentales d’Application Centres d’Appui Pédagogique (EFACAP).

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

The first phase of a long-term project, the PEB 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 National Teacher Training Institutes (ENIs) into CEFEFs; the establishment of 27 public EFACAPs and 3 private EFACAPs; 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 students), 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 Institutional Reinforcement Project (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. Organization of Petroleum Exporting Countries (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 EFACAPs 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**

French cooperation is responsible for the development of several programmes in the education sector. With respect to the significant projects achieved with the Ministry of Education, US \$6.5 million will be invested between 1987 and 2001. Moreover, this cooperation impacts on other sectors: support to NGOs and religious schools, provision of technical advisors, and granting of scholarships. The project, now in progress (1998-2001) continues these supports and aims to:

- reinforce management and administration;
- improve the teaching quality through: support to formal basic education, revitalization of the secondary level, support to higher education, and reform of vocational training. As can be observed, this cooperation is intervening in the whole educational process.

#### **4.8. European Union**

In 1999, following the PRI of the Ministry of Education, supported by UNESCO with UNDP financing, the European Union (EU) signed "the Support Programme for Reinforcement of Governance in the Education Sector" in the amount of 4.4 million Euros. This project includes the following sections:

- implementation of the new organizational framework;
- implementation of the guiding plan for decentralization;
- strategic management of the Ministry's human resources;
- optimized management of financial resources, equipment, and logistics.

It is noteworthy that this is the first direct intervention of the EU in the education sector.

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 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 anticipation of the 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 at the Dawn of the 21<sup>st</sup> Century

Haiti, in spite of positive developments with respect to participation in education, is experiencing a critical educational situation at the dawn of the 21<sup>st</sup> century. Taking into account the situation prevailing in 1980, Haiti now has two assets:

- the 1987 democratic constitution which particularly clarified the linguistic issue in making Creole (language spoken by all Haitians) the official language of the Republic along with French. However, it must be noted that the use of Creole by the media and the government put an end to the ostracism linked to this language.
- the existence of the PNEF, which offers a clear diagnosis and proposes articulate guidelines aimed at extricating the educational system from its impoverished status.

Aside from the demographic causes and the massive expansion of basic education--a characteristic found in many developing countries--Haiti has had certain aggravating occurrences throughout its history, which has been marked by long periods of dictatorship, leaving the education system adrift. The state, traditionally weak, has often given up on its responsibility of public service, leaving the task of satisfying a growing social demand for education to the private sector. To this may be added the real drain in qualified human resources from which Haiti suffered during the long periods of Duvalierist dictatorship. On its own, the country will not be able to make up for the loss of a large part of its intelligentsia; a resource that is so sorely needed 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 experienced during the period 1990-1999 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 to initiate discussion of the options available to Haiti in view of the enormous challenges that it must face in order to rehabilitate its education system in a sustainable manner.

### 5.1. Universal Access to Education

From a strictly quantitative point of view, it is possible to provide education for all school-aged children.

The 1996/97 educational census estimated the number of students attending the first and second 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.

**However, strong measures must be adopted in order to slightly improve the system efficiency in taking care of several issues:**

## **Issue 1**

### **The over-aged**

If one considers the legal (or theoretical) age of enrolment in the first and second grades of basic education, it will be observed that 51% of children are found in this age bracket. Children from the rural area are, from this point of view, disadvantaged, as 50.2% of them are between 6-11, against 54.8% of them in the urban area. If one considers the youngsters aged 15 and over who attend the first two grades of basic education, they represent almost 287,000 persons, one fifth of school enrolment. The future of these youngsters within the formal educational system can be questioned, with reference to the following data:

**Table 12. Achievement age of Students 15 Years and Over**

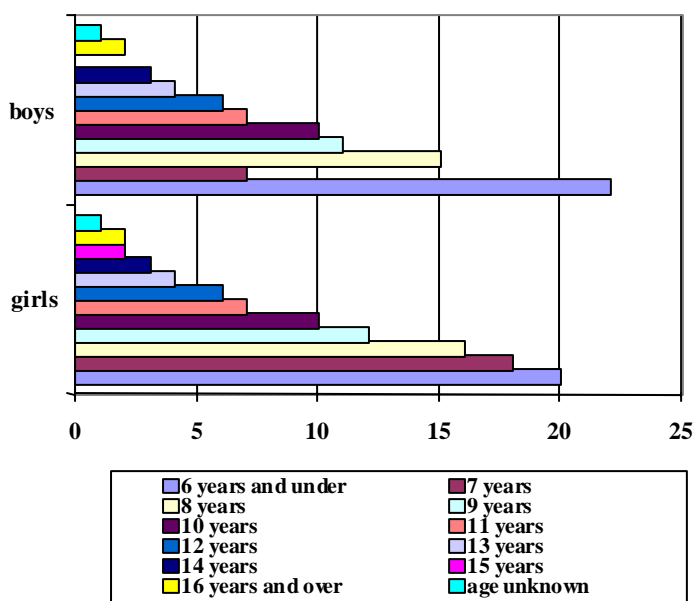
<b>Grades</b>	<b>Students 15 Years and Over</b>	<b>Age of Achievement (Without Repetition)</b>
Grade 1	18 014	20 years and over
Grade 2	30 581	19 years and over
Grade 3	44 847	18 years and over
Grade 4	55 749	17 years and over
Grade 5	61 719	16 years and over
Grade 6	76 051	15 years and over

## **Issue 2**

### **Educational lags and delayed access**

A total of 680,188 students, that is, 47.6% of primary enrolment have more than 3 years lag. As can be seen in Figure 15, 20% of girls and 22% of boys enter the first year of Grade 1 of basic education at the required age.

**Figure 15. Percentage of students entering the first grade of basic education, by age and gender.**



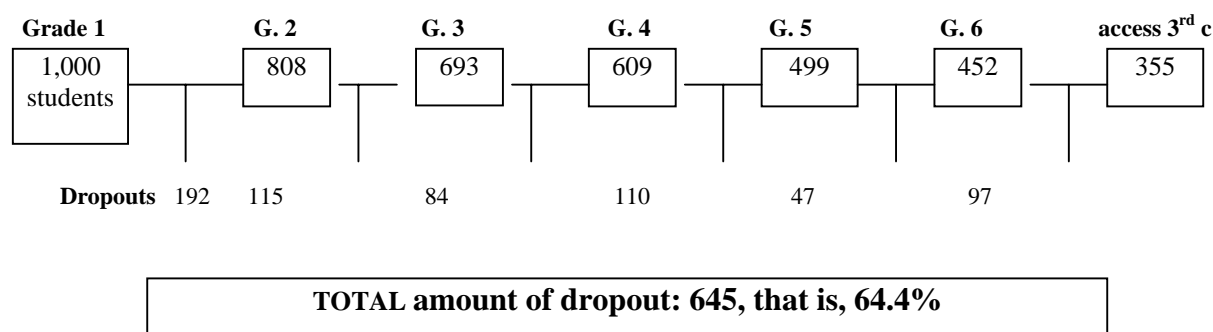
With respect to this issue, a recent survey conducted with 878 families in urban and rural disadvantaged areas revealed that the average access in the first year of basic education was 10.7 in the rural sector and 7.8 in the urban sector respectively. It should also be recalled that repetitions reach significant levels as they represent 24% of public education enrolment and 14% of private education enrolment. This difference between public and private is not necessarily a sign of better performance of the first compared with the second, since the respective policies with respect to automatic promotion would have to be considered.

**Issue 3**

**Dropouts**

The apparent rate of school survival in the fifth grade is 49.9%. It takes an average of almost 14 years to complete the first two grades of basic education. Among 1,000 children entering the first year, only 355 (i.e., 35.5%) finish the first two grades. For a student with a complete basic education, it takes an average 2.3 times more years than what is usually required in a normal situation. An examination of Figure 16 will give an appreciation of the future of a group of 1,000 students entering the first year.

**Figure 16. Dropout rate – Basic education.**



A thorough survey of the expectations and motivations of these over-aged youngsters would allow the identification of ways and means to accomplish their cultural and socio-economic integration, outside the traditional school system which often represents a source of failure for them. Urgent and coherent solutions will have to be implemented to improve the efficiency of basic education in a sustainable manner; in order to minimize the huge waste of resources by the state and, above all, by families, thus creating the conditions for universal basic education for all. Such solutions would include:

- Development of preschool education, which would allow the reduction, or even elimination, of delayed access in basic education while improving the rate of upgrading. The emphasis must be put on the most disadvantaged areas and, more particularly; the countryside. This strategy also implies that a support policy towards the poorest families should be implemented.
- Development of alternative training for the most over-aged who have no future in the present system and who, in fact, are a nuisance to it. Strategies should be adopted to help them to build their life projects on which adapted policies of job learning, literacy, and citizen training could be constructed: This must also include youngsters who never attended school and those who left it too early.
- The reduction of dropouts and repetitions which would also facilitate realistic prospects of universal education.

Initiating solutions to settle these issues would not only provide places for those who are not yet enrolled but would also create conditions for an improvement in the quality of education through the attainment of more homogenous age groups in the classrooms.

## **5.2. Reduction of Inequalities**

This is a fundamental task which must be treated as a first priority. The reduction of the opportunity cost for the poorest families through the financing of school fees is, in fact, a necessary measure which would provide better school coverage in rural areas.

## **5.6. Synergy Between Stakeholders**

Before undertaking the various technical measures (certification of schools, subsidies, etc.), it would be advisable to consider the role and the place of each sector: public, private, and local communities:

- **The public sector**, representing the interest of the national community must, of course, have a normative role of advice, harmonization, and regulation. To legitimize this legal role; the public

sector must be an example and a reference which will influence the education sector through its quality; its competencies, and its seriousness. This is the only condition under which it will be legitimized and its learning respected. In this respect; the proposed strategy must favour a qualitative consolidation of the public sector instead of its quantitative expansion.

- **The private sector**, as is well known, offers the best and the worst. The importance of the religious sector and of the secular private sector leaves a very narrow place for community or local schools. A strategy aimed at assembling, without merging, the various educational efforts inside the same territorial community must be encouraged by creating a joint responsibility and an active partnership of the actors (local administration, private, religious and secular, and parents) which can generate synergies, scale savings, and better efficiency, thanks to a maximum use of often scattered resources, human as well as financial.

As a matter of fact, this is an orientation worth considering when it is known that only 10% of basic schools depend on a community or a district. *To centre schools in the district will contribute to reinforcing proximity management while being in consonance with the prescriptions of the Constitution.*

#### **5.4. Quality of Education**

The needs are enormous at all levels and the need for qualified personnel throughout the entire educational chain and within the governance of the system must be satisfied. The target of quality basic education for all implies competent teachers who have received quality instruction in secondary schools by competent teachers who have, in turn, received their degrees in higher education. For example, consider the satisfaction of the priority needs for quality basic education for all. If the need to replace the existing teachers who clearly do not have the initial training required is considered, there will be a need for close to 11,000 teachers. The stock of potential human resources from which it would be necessary to draw the candidates likely to become qualified teachers was 3,933 *baccalaureat* graduates in 1998. If one assumes the favourable premise that a quarter of these graduates intend to enter the teaching profession, that is, 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 lecturers and trainers of trainers who have completed higher education.

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

Within the framework of the objectives of the 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 Education Training Centres (CEFEB);
- Training of qualified teachers for the 133 Ecole Fondamentale d'Application Centres d'Appui Pédagogique (EFACAP).

- **Trainers needed for the CEFEBs**



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

**Table 13. Trainers Needed for the CEFEFs**

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

The following questions arise: Do the university facilities in Haiti provide the necessary range of training? For what capacity? Is it necessary to envision training abroad?

- **Trainers needed for the EFACAPs**

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

**Table 14. Trainers Needed for the EFACAPs**

	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 is sufficient to list the amount of international aid which is 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 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, provided with effective management, will be created for enrolling the best students. The number of required personnel from all disciplines is estimated at 300 teachers for the period 2000-2005.
- Within the framework of reinforcing *governance*, the National Ministry of Education has established the Training Centre for Educational Staff (CFCE), which will require training personnel from the following domains: data processing, educational sciences, planning, law, and management. Another branch of training involves the inspectorate.

### **5.3. Cooperation 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 and the limited effectiveness of coordination within the education system have led to outcomes that were not significant enough given the depth of the crisis. Even if progress has been made in some areas, it

remains fragile, temporary, and incapable of unleashing, in a sustainable manner, the irreversible process of quality education for all young Haitians.

In this respect, a series of questions can be posed:

- 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.

Once these prerequisites are achieved, why not envision the development of a long term contract-plan for education, associating but not merging the support of the different donors around a common framework of intervention proposed by the government?

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## Annex

### List of the Main Projects Financed by Foreign Aid

<b>Institution</b>	<b>Period</b>	<b>Millions USD</b>	<b>Content</b>
UNDP/ UNESCO "Education for Development" (I)	1978/82		Support for launching of the Bernard Reform: <ul style="list-style-type: none"> <li>• Planning and statistics for education</li> <li>• Development of curricula</li> <li>• Operational finalization of the curricula</li> <li>• Training of staff</li> </ul>
UNDP/ UNESCO "Education for Development" (II)	1982/87	2.1	<ul style="list-style-type: none"> <li>• Technical assistance for the training of educational staff in order to improve the effectiveness of the education system</li> <li>• Reinforcement of planning activities linked to the 3<sup>rd</sup> five year plan</li> <li>• Realization of teaching aids and educational radio broadcasts</li> <li>• Coordination and harmonization of interventions in the field of education</li> </ul>
UNDP/ UNESCO "Education for Development" (III)	1987-92	2.6	<ul style="list-style-type: none"> <li>• Reinforce the organization and management activities of the education system concerning the creation and implementation of the school chart</li> <li>• Development of the curricula and programmes for the 3<sup>rd</sup> cycle, test and evaluate the programme for the 1<sup>st</sup> and 2<sup>nd</sup> cycles</li> <li>• assist in the production of teaching aids</li> </ul>
UNDP/ UNESCO Training of Trainers	1989/91	0.5	Consolidate achievement of the educational reform by: <ul style="list-style-type: none"> <li>• reinforcing the initial training of primary school teachers and 3<sup>rd</sup> cycle teachers</li> <li>• reinforcing the continuing training of primary school teachers and 3<sup>rd</sup> cycle teachers</li> <li>• launching an accelerated training programme in order to make up for current disparities</li> </ul>
UNESCO Development of a National Plan for Education	1994/96	0.5	Development of a national plan for education in order to guarantee the harmonious development of the formal and non-formal Haitian education system
UNDP/ UNESCO Institutional Reinforcement of the MENJS (PRI)	1996/98	1,360	<ul style="list-style-type: none"> <li>• development of an orientation law for education</li> <li>• definition of a new organic framework for the Ministry of National Education</li> <li>• realization of two educational censuses</li> <li>• new framework for human resources management</li> <li>• training of staff</li> </ul>
Netherlands/ UNESCO	1998/2000	0.560	continuation of the PRI
UNICEF Improvement in the quality of education/education for children in difficult circumstances	1995	1.2	Improvement in quality by: <ul style="list-style-type: none"> <li>• reduction by 50% of the repetition rate and the increase in the completion rate from 39% to 50%</li> <li>• the growth in educational coverage for children in difficult circumstances by offering 500,000 children a basic education responding to their needs (technical skills and income generating activities)</li> </ul>
UNICEF	1995/97	5	Training of basic education agents

Improvement in the quality... (II)			Beneficiaries: 10,000 teachers/2,500 principals, inspectors, and educational advisors
UNICEF	1998/99	4.3	<u>Project 1</u> : Improve the quality of basic education for children (6-15 years old) Development of a living skills curriculum Innovative teaching methods in multi-aged classes Development of a national early childhood policy <u>Project 2</u> : Alternative programme for non-formal basic education (6-15 years old) Institutional reinforcement at the central and departmental levels Supply of services Empowerment of communities
World Bank Education Project IV	1985/91	10	Improvement in the quality of education and growth in educational coverage
World Bank COFIDA	1985/92	10.8	Reform of basic education and vocational training
IDB Expansion of Primary and Teacher Education	1986/92	11.9	Help carry out a project to expand and improve education systems at the primary and teacher training levels
IDB Expansion of Education	1996/99	17.6	Improvement in the quality of primary education via: <ul style="list-style-type: none"> <li>• distribution of instructional resources</li> <li>• training of school principals and teachers</li> <li>• training of ENI teachers and principals</li> <li>• reduction in the private school dropout rates</li> <li>• support for the process of finalizing the PNEF</li> <li>• study on linguistic development in the classroom</li> </ul>
USAID Support for the Improvement of Basic Private Education (FONHEP)	1986/98	25.4	Improvement in the quality of instruction and administrative effectiveness
USAID Education 2004	1997/2001	20	Improvement in the quality of private basic education. Assistance in the execution of the PNEF
France French and the Provincial Educational System	1987/94	1.9	<ul style="list-style-type: none"> <li>• Rehabilitate primary education through improvement in the quality of education</li> <li>• Promote popular education by supporting 4 departmental offices</li> <li>• Support for the teaching of French</li> </ul>
France Support for Education in Haiti	1995/97	1.6	<ul style="list-style-type: none"> <li>• Reinforcement of the management capacities of the Ministry</li> <li>• Reinforcement of the head offices of institutions</li> <li>• Support for the development of a policy for higher education</li> </ul>

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