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HONDURAS PROPOSAL FOR THE FAST TRACK INITIATIVE EDUCATION FOR ALL

INTRODUCTION

“Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full of primary school.”

Goal #2, Millennium Development Goals *

“Improve the level of schooling of the Honduran population by means of a greater quality, efficiency and equity of education at the pre-basic, basic and high school; guaranteeing an improvement of the labor force profile and promoting a greater efficiency of the higher and non-formal education.”

Objective of the RPS* in the Sector of Education

“Turn education into the principal factor to overcome poverty and the fundamental element for social integration, promoting the training of values and the strengthening of the national identity for the qualitative improvement of the Honduran, with a focus on equal opportunities and equity of gender in the access to education.”

Government Plan* 2002-2006, Sector of Education

In the year 1990, and subsequently in 2000, the international community agreed on an Action Plan called Education for All (EFA) to achieve six education goals worldwide. Notwithstanding significant progress, many countries have not fulfilled these goals. During 2002, two of these six objectives were reiterated for achievement by the years 2015: (i) universal Primary Education completion (graduation of at least 6th grade for all school age population); and, (ii) gender equity in education opportunities (by 2005). The international community has committed support to these goals, to ensure that no country with a viable strategy was left in disadvantage due to lack of resources.

Honduras is one of the first set of countries applying to the Education For All Fast Track Initiative (EFA-FTI). Honduras was included in this first group because of: (i) significant progress in EFA objectives, but risking non-compliance by 2015 due to lack of technical and financial support; (ii) existence of viable strategic plans for educational development, including the Poverty Reduction Strategy and the Government Plans for the Development of the Educational Sector; (iii) the existing coordination between international cooperating entities in education and their sustainable and flexible commitment; and, (iv) the development of a viable and credible proposal to achieve universal completion of primary education in the country.

The **Reduction of Poverty Strategy (RPS)** is a long-term commitment for the development of six programmatic areas, in which human capital strengthening quality and efficiency is key. Honduran civil society, through the RPS, emphasized goals for the education sector¹: (i) improving the quality and efficiency of education at all levels; (ii) orienting the technical and productive contributions of the education sector; (iii) supporting decentralization and community participation in education management; (iv) offering scholarships based on merits and economic

* Dakar Education For All Forum, 2000.

* Government of the Republic of Honduras, April 2001.

* Government of the Republic of Honduras, July 2002.

¹ Government of Honduras; Reduction of Poverty Strategy, August 2001; page no.6.

needs; (v) guaranteeing teachers' performance and supporting programs to improve their training; (vi) promoting PROHECO (a Community-managed education program in rural areas) and intercultural bilingual education; and (vii) expanding the opportunities for a higher education.

The Honduran government, in the year 2002, reflected the RPS in its Government Plan 2002-2006, with a high priority on the following education objectives: **modernization** of the structure of the education system; the improvement of **coverage, relevance and quality** of education; strengthening of **community participation**; **strengthening of education decentralization** processes; promotion of **efficiency** in higher education and support to **innovation** processes in the non-formal education.

The Honduras' EFA-FTI proposal builds upon the strategic orientation of RPS and sector Development Goals. It defines specifically the obstacles to achieve Universal Completion of Primary Education by 2015, identifying the strategic, investment and financial gaps. It proposes five strategies to accelerate the Honduran efforts to fulfill the Millenium Goals and those of Education for All:

- Improve the **efficiency of the flow of primary education**. (strategy 1)
- Improve the quality of **pre-school education** to preparation, promotion and retention of students who will enter primary education. (strategy 2)
- Support **the quality and efficiency of teacher performance** (strategy 3)
- Improve **the education demand and participation of disadvantage communities**: for **Intercultural and Bilingual Communities** (strategy 4) and **dispersed rural communities** (strategy 5).

CHAPTER I

MAJOR ACHIEVEMENTS AND EXISTING GAPS IN PRIMARY EDUCATION

A. EDUCATION FOR ALL PROGRESS

Even if Honduras is at risk of not complying with the goal of graduating all children from Primary Education by the year 2015, the education sector has registered a sustained progress in many of its key education indicators. Illiteracy was reduced by nearly 8 percentage points, to 19.5% in 1999; schooling average has increased by one year every decade, registering 4.8 years in 1999; and enrollment at the pre-preschool and Primary levels has significantly expanded. In each one of these aspects, the rural population has shown substantial improvements and the education gap between sexes has decreased, education differences due to income gaps still need to be reduced (see Table No.1)

Table No.1						
EDUCATION INDICATORS, 1990 AND 1999						
	1990			1999		
	Male	Female	Total	Male	Female	Total
Average School Years for Population Aged 10 years and Over						
Global National	3.9	3.7	3.9	4.9	4.7	4.8
Central District	8	6.9	7.4	8.2	7.5	7.8
San Pedro Sula	6.9	6	6.5	7.9	7.3	7.6
Rural	2.3	2.1	2.2	3	3.1	3
Urban	6.3	5.6	5.9	6.9	6.5	6.7
Illiteracy Rates for Population Aged 10 Years and Over (%)						
Global National	26	28.6	27.3	18.6	19.8	19.5
Rural	35.1	38.8	36.9	26.8	27.6	27.2
Urban	11.4	14.7	13.2	9.0	11.8	10.5

Source: Households Permanent Survey for Multiple Purposes, 1990 and 1999.

These average education accomplishments improved in the past decade due to an increase in access opportunities for children to Primary education.² Notwithstanding the efforts in Primary education, future impacts seem limited. (see Table No.2).

Table No. 2			
ENROLLMENT GROSS RATES PER LEVEL, 1990, 1995 and 1999 (%)			
Level	1990	1995	1999
Pre-school	17.1	29.7	38.8
Primary	94.5	97.4	97.3
High School	27.6	31.3	34.7
Tertiary	7.6	8.2	9.1
Note: The rates are the relation between total enrollment and school population at the age school groups: 4 to 6, 7 to 12, 13 to 18 and 19 to 24.			
Source: Table 9, PREAL			

² It is estimated that currently 94% to 95% of children 8 years of age are enrolled in the Primary Education. Calculations estimate that only 12,250 children have no initial access to Primary education.

The evidence of increasing opportunities in the access to the educational system is that today 97% of school age children attend primary school. Among children aged 6 and 7, 90% enter first grade and continue attending 6 years or more than those required to be at school. According to statistics registered at the onset of the school year, the total initial enrollment for first grade as a first time entries was 194,894 for 1990. Being the corresponding gross coverage rate: 135%, resulted from an increase in access to primary school. During the 90s, first grade enrollment continued to increase from 212,076 students in 1995 to 218,512 students in 1999. As a contrast gross coverage rate followed a decreasing tendency changing from 136% in 1995 to 122% in 1999, resulting from an improvement in first grade entries, overage reductions and a gradual improvement in the educational system's efficiency. At the present, the challenging problem for Honduras is not coverage but improving quality for retention and 6th grade primary completion.

Regarding to overall primary education, the gross coverage rate increased from 89% in 1985 to 110% in 1990, as a result of a great increase in access during the 80s. During the 90s, the gross coverage rate descended from 110 to 104% in 2000, as a consequence of reductions in overage and additional improvements in educational system efficiency.

Ministry of Education statistics show that student's promotion by grade at primary education has improved during the last decade (see Table No. 3). However, it is obvious that current flow rates do not guarantee graduating 100% of students from 6th grade, due to repetition and dropping out. Therefore, Honduras requires innovations based on current successful programs for improving student flow rates at the primary school.

Years	Grades					
	1	2	3	4	5	6
1990-91	61.3	75.4	76.3	60.8	83.9	81.6
1997-98	69.8	79.8	80.9	83.9	87.0	94.5

From the previous analysis it must be concluded that gross primary coverage rates are not good indicators for a deep comprehension of primary educational problems in Honduras and that they hide structural deficiencies that are strong obstacles for attaining at least six years of schooling. At the present, only 31.9% of children attending primary school achieve primary completion after the corresponding 6 years and 53.9% of all children at school age need an average of 9.4 years for finishing primary school.

Table No. 4 shows Primary Completion Rates for 1988-2000 considering 6th grade graduates of all ages and population of 12 years old in all of the country. The number of graduates from 6th grade,³ increased by 63%, from 1988 to 2000, and their respective Primary Completion Rate (PCR)³, changed from 60.2% to 68.5% for the same period. By looking at the Honduran PCR time series, it reached a maximum of 70.3% in 1994 and declined (and has been maintained) at

³ The Rate of Completion of the 6th grade (that is, for primary in the case of Honduras) is calculated by relating all ages graduates at the upper grade of primary with the 12 year-old population (the official age for finishing primary, if there is not repetition).

nearly 68% up to date. In spite of this, the overall number of graduates has systematically increased at a rate of 4.1% per year, higher than the 12 year-old population growth.

Table No.4
12 YEAR OLD POPULATION AND NUMBER OF STUDENTS COMPLETING 6TH GRADE

Year	12 Year-Old Population	6 th Grade Graduates	Percentage Completing 6 th Grade
1988	115200	69338	60.2
1989	118650	75080	63.3
1990	122800	74639	60.8
1991	127100	83013	65.3
1992	130830	86484	66.1
1993	135400	90614	66.9
1994	140140	98566	70.3
1995	145050	100800	69.5
1996	148760	102101	68.6
1997	152780	103403	67.7
1998	156905	106568	67.9
1999	160969	107620	67.0
2000	165140	113078	68.5

Source: Calculations based on information from the Computer Services Department, Ministry of Education.

Social Inequalities

Access of first grade entries to primary education is not a gender problem at a national level. However, when observing gross enrollment rates by gender and area some differences arise. At urban area's the gross primary enrollment rate was 138% for both girls and boys in 2000. Whereas, gross primary enrollment rate by gender for the rural area was 156% for boys and 162% for girls, in 1999. These figures must indicate a reverse tendency in enrollment that could favor girls more than boys.

Gross primary enrollment rates for sixth grade show that disparities between rural and urban areas remain. In 1999, the figures were 77% for boys and 85% for girls attending urban schools, whereas in rural schools the same indicators were only 59% for boys and 60% for girls. Student's Flow Rates for primary education have also showed that girls are having a better performance than boys as a consequence of higher opportunity costs for boys in keeping themselves at school as they grow up.

Family Income differences regarding primary completion are a subject of high concern because only 40% of children from families in the lower quintile 6th grade, meanwhile, at the highest quintile, 86% of children achieved primary completion. When the same indicators are calculated for the adult population similar results arise. People with less income in the country hardly report a rate of 39% completed primary education, in comparison with those with higher income that

show a rate of 87%. It has been estimated that by the year 2005, among the young labor force belonging to the age group between 23 and 29, there will be nearly 610,000⁴ not having completed primary education.

Education Indicators mentioned above show that the current performance of primary education is far away from fulfilling the demands required for the country's transformation, thus the support of initiatives such as the EFA-FTI Plan are of a high priority for Honduras.⁵

Education Reform Policies

Several educational reforms were undertaken by the Ministry of Education in the last years in order to achieve EFA goals. During the 90's, the school calendar was extended from 135 to 200 days, due to the fact that it was important to keep children at school in order to improve their academic performance. A regional study has indicated that by extending the official school calendar in a significant amount of time, the students' average academic scores could raise by 10 points.

The Ministry of Education is transforming schools with one teacher (40% of total schools) into schools with two teachers so as to increase the time that the teacher is available for students in rural schools where repetition and dropout rates are higher. Schools with less than six grades have also been reduced by 55% since 1980 to permit that rural children may have access to the upper grades of primary school.

Community participation in primary school management has increased in the last years. Parents are more involved in school activities, students are showing a better academic performance and the Ministry of Education is programming some institutional reforms for fostering community involvement in the next years. Academic standards that are being developed by the Ministry of Education at the current year will be applied at a national level in 2003, and it is expected that this new teaching tool will be very important in improving students' learning. Moreover, some reforms have been undertaken towards systematically applying academic standardized tests at primary schools.

Non-Traditional programs for delivering basic education has been another innovation adopted by the Ministry of Education in order to expand coverage. These programs play an important role for achieving EFA goals, because they allow the young population to work and complete primary education at the same time. Non-traditional primary education programs also provide opportunities for rescuing young adults and parents that were excluded from traditional primary education programs in the past. Now, they are able to finish primary education, continue to secondary school and help their children with their studies at primary schools.

⁴ This total was calculated summing up those at age 12 who finished their sixth grade in each year between 1988 and 2000.

⁵ Several studies have determined completed primary education contributions to high rates of return (see Psacharopoulos and Patrinos, 2001), economic development (see Azariadis, Costas and Allan Drazen, 1990) and democratic development (see Barro, 1999). Additionally, one recommendation from the *Bureau for Global Programs* of Washington D.C. is that 90% of the young population entering the labor force must finish their primary education.

B. DETERMINANT FACTORS THAT ARE OBSTACLES TO UNIVERSAL GRADUATION FROM PRIMARY EDUCATION (see attachment No.1)

Inefficient Flow of Student Cohorts in Primary Education

Age of Admission and Inadequate Preparation for Primary Education. In 1999, according to data from the Household Survey of that same year, nearly 90% of the Primary pupils enroll on time at ages 6 and 7. Only 50% of the 6 year-old population enrolls in the first grade, 20% in pre-school, and 30% does not enroll. From the 7 year-old population, (the official age for admission), 88% have been enrolled in first and second grades and only 12% were not enrolled. From the 8 year-old population, 93% (174,873 children) were enrolled in any grade of Primary education.

The above shows that the issue of access to the school system is not a great problem in the country. Nevertheless, there is the need to regulate the access on time in the system, especially when taking into account that Honduras is structuring its basic education in order to include one year of pre-school (grade 0). Thus, Honduras needs to reassess its access policy and that of the official age for school admission to guarantee an opportune entry to a pre-basic grade (grade 0) at age 5 and the official age at 6 for enrollment into first grade. It is expected that access on time and a year of pre-school will have positive impacts in pupil flows at primary education (Grades: 1st to 6th).

Coverage at the pre-school level is still insufficient for at least one year of pre-school (grade 0). The rate of net enrollment into pre-school among children (4 to 5 years of age) is only 38.8%, increasing from 17.1% in 1990 (See Table No.5).⁶ Honduras requires support to continue increasing coverage at this level, since research at the international level has shown that one of the best strategies to prepare a pupil for first grade is pre-school education.

Table No. 5

PRE-SCHOOL AGE CHILDREN ATTENDING SCHOOL BY QUINTILES OF INCOME							
	Population	Attending	1	2	3	4	5
Pre-School	350,216	133,837	23,687	34,655	29,536	27,210	18,749

Source: EPHPM May 2001

Multiple Repetition. Primary Education in Honduras has among its principal characteristics the low terminal efficiency with many students repeating several grades. According to data from 1996/97, only 31.9% of pupils who enter first grade graduate from 6th grade without repeating. Today, nearly 8% of pupils in Primary education are repeaters, who have repeated at least two grades mainly at urban-deprived and rural areas.

⁶ The increase concentrated in non-formal modalities that function mainly in the rural area and whose duration is much less than the formal modality (2 to 10 months instead of 2 to 3 years) in the formal. In the formal pre-school area, the number of boys and girls taken care of in the kindergartens has maintained itself at a constant growth. During the decade of the 90's the national enrollment experienced an average increase of 6.8% per year that surpasses more than twice the population's growth. Nevertheless, it hardly covered 8% of the population concentrated in the rural area.

The Ministry of Education has calculated that in 1999, an average of 9.4 years-pupil were needed to have a graduate from the sixth grade and 1.5 years to be promoted between grades. More than 80% of repeaters in Primary education are in the first three grades. The rates of repetition reported by the Ministry of Education for 1999 are: 18.54% for the 1st grade, 10.78% for the 2nd grade, 8.1% for the 3rd grade, 5.2% for the 4th grade, 3.56% for the 5th grade and 1.0 for the 6th grade. Cohort simulations made for the preparation of this proposal and other sources found that rates of repetition may be even higher than those reported, possibly reaching up to 30% in first grade. Furthermore, according to the Household Survey carried out in March 1999, 30% of children at age 9 in the lower quintile of income had not completed the first year of Primary education, compared to only 9% of children in the highest quintile.

Despite the effort that has been made up to date for lowering repetition rates, the impact has been slow. The ratio of years pupil take for enrollment in Primary were 10.2 years in 1990, 9.4 in 1993, 9.12 in 1996 and 9.4 at the end of the decade. This continues being an endemic problem that becomes an obstacle for universal graduation from Primary in a 6-year period.

Absence, Temporary and Total Dropping Out. Low rates of completion of the Primary cycle are reflected, additionally to multiple repeating, in high dropout rates. During 1999, an average dropout rate of 3.3% (See Table No.6) was observed, an official figure that could be underestimated since it only includes dropouts during the school year and not pupils who do not return to school the following year.

Table No. 6

PRIMARY EDUCATION: DROPOUT RATES				
	1980	1990	1997	1999
Rate of Dropouts (%)	4.9	3.7	3.5	3.3

Source: Table 14, PREAL FEREMA.

The attendance of children between the ages of 7 to 11 in Primary education is high in average (90%) and does not vary according to income differences. However, for children aged 12, which is the official graduation age from Primary, the average attending rate lowers to 61%, since dropout rates for students aged 12 and over increase significantly. By looking through attendance by single and older ages, children belonging to the lowest quintile of income tend to attend school less than those at the upper quintile of income (see Table No.7). Likewise, low income students have the highest rates of overage (populations from 13 to 17 years of age), indicating both a higher repetition rate as well as *temporary dropping out*. This temporary abandonment and return to school eventually turns into a total dropping out (mainly between children aged 10 to 14 and among those in the upper years of primary school). The total dropping out, in part, occurs when the pupil is reinserted into school and finds out he/she cannot participate in class due to lack of knowledge of the subjects taught and after some time decides to remove him/herself completely. On the other hand, there is a strong tendency among students to abandon school when they reach 13 years of age, without taking into consideration whether or not they have completed primary education. Consequently, once the child lags behind, there is a high probability that he/she will not complete Primary education at all.

Table No. 7

RATES OF ATTENDANCE IN PRIMARY SCHOOL (%)											
By Age and Geographical Area and Quintile of Income											
Age	7	8	9	10	11	12	Average 7-12	13	14	15	16
Total	88	93	94	94	90	61	87	39	20	9	4
Tegucigalpa	96	98	96	99	93	56	90	27	13	4	5
San Pedro Sula	97	96	98	98	91	62	90	34	14	11	8
Rest of Urban	87	96	95	98	92	59	88	37	19	5	1
Rural	85	91	92	91	88	63	85	42	22	11	4
Quintile 1	84	89	90	92	90	66	85	48	22	16	7
Quintile 2	87	93	94	94	93	58	86	46	23	10	3
Quintile 3	86	94	94	93	84	62	85	35	25	9	4
Quintile 4	91	99	97	98	92	58	89	27	13	5	1
Quintile 5	96	97	97	98	88	54	88	25	11	1	3

Source: EPHPM, MARCH 1999

Incomplete Schools

Pupils also abandon their studies since the schools they attend do not count with more grades than those they have already completed. This is the case of rural primary schools with a single teacher, since they represent 44% of total schools in the country and only 66% of the rest cover all six grades.(see Table No.8).

Table No. 8		
SCHOOLS ACCORDING TO NUMBER OF TEACHERS AND COVERAGE OF GRADES		
N° of Teachers	% of Schools	% Covering 6 Grades
1	44	66
2	27	96
3 to 6	17	99
7 to 10	3	100
11 to 20	5	100
21 to 25	2	100
>25	2	
Total	100	84

Source: World Bank, 2001, Honduras, Public Expenditure Management for Poverty Reduction and Fiscal Sustainability, Report No. 22070

Quality and Management of Teachers

Teachers and their key role in the teaching-learning process are fundamental in order to achieve the universal completion of Primary. Support to guarantee their efficient and qualitative performance ranks from salary incentives for teachers to labor obligations that include school year calendars and class schedules, and also training for improving quality in teachers' knowledge and pedagogical methodologies.

Quality of Teachers

Compliance of Calendars and Schedules. In order to achieve results, first of all a school must be open and the teacher must teach. Several studies have shown that the productivity level of Honduran teachers is not high and there is considerable proof that closing of schools leads to low numbers of schooldays during the year. For example, the assessment of FHIS 2 examined a sample of 24 Primary schools in the entire nation and discovered that in average they had been closed during 1.25 days (25% of the time) in the past week. Half of the closings were attributed to staff absences for one or another reason (see table 10). The study also discovered that 44% of children had been absent one or more days. Nearly half of those days were due to reasons related to like, children being sick, traveling or working. The other half was due to supply reasons, such as school closings or absence of teachers (see table 10).

Table 9
Incidence and Cause of Closings in a Sample of 24 Primary Schools, 1998

Days open during the last week (average)	3.75
Reasons for Closing	%
Sickness of Staff	11
Staff Training	18
Staff Vacations or Leave Permits	25
Holiday	22
Parent Strike	25

Source: Survey of 24 schools programmed for support from FHIS, with a total of 7.600 pupils and 249 staff members, ESA Consultants, 1998

Table 10

Days Lost in Primary Schools: Household Survey

No. of days lost during the past week		Reasons why not attending school			
	% of children		% of children		% of children
0	56	Related to Demand	48	Related to Offer	46
1	17	Child Sick	17	School Holiday	11
2	10	Child Away from Home	5	Teacher Absent	13
3	6	Child Working	9	School Closed due to other Cause	22
4	3	Children Helping at Home	2	Intimidation	1
5	9	Child Refused to Go	9	Other Causes	6
		Child Removed from School	6		

Source: Sample of 806 children at Primary Schools chosen to receive investment from FHIS. ESA Consultants, 1998

The situation described above contrasts with the official school calendar that establishes a minimum of 200 schooldays, including days devoted to special activities or festivities. Additionally, the study program (schedules) stipulates 30 class/hours per week for the first four grades and 31 for the last two, indicating that each hour of class will have a minimum duration of 40 minutes and recesses have a maximum duration of 20 minutes. Nevertheless, the effective calendar is of only 110 schooldays per year⁷ and a maximum of 3 effective hours per day (class/hours of 40 minutes each), meaning 330 annual hours. The situation is most alarming

⁷ Ministry of Education, Transformation of the Education System in Honduras, January 2000, Tegucigalpa.

when one considers that the number of class hours per annum in Honduras is way below the average in Latin America (640 hours of class annually) and with a wide margin far away from the average of OECD countries (818 class hours per year).

Deficient Training of Teachers. Beginning the decade of the 90's, teaching empiricism was eradicated from the Primary level in Honduras. Nevertheless, plans and programs of the pre-service training of teachers were overloaded with subjects without offering a solid academic base and pedagogical methods were generally outdated. Additionally, there are deficiencies in the teacher training institutions, such as training of their own instructors, their pedagogical equipment, inadequate teaching methodology and partially also their infrastructure. Subsequently, teachers are not trained to create learning situations: they dictate from their chair, they address to average pupils and promote the artisan-intuitive teacher profile. The teachers' professional profile in this training is not organized around its role: facilitating the learning process, orientation, promotion and research. Additionally, another relevant aspect is that teachers at the pre-service practicum are not sufficiently exposed to teaching in multi-grade classrooms, although the majority of schools are single-teacher schools with multi-grade classrooms. All the above, as a whole, determine the low results of the education system.

In-Service Training has not been Systematic. To compensate the deficient pre-service training of teachers, the country has developed different programs throughout the past twenty years (for example, those promoted by the Teaching Profession's Updating Center, the Institute for Research and Education Training and the In-Service Teacher Training Program). Nevertheless, these initiatives have not formed part of a comprehensive and sustainable training effort; additionally, there have been no monitoring and evaluation mechanisms for impact in results. The majority of the in-service training efforts have not had incentives to motivate the efficient use of what has been learned and availability of teachers in the isolated rural sectors has been very limited.

Little Knowledge and Poor Application of Learning Objectives for Subjects. Since the beginning of the ninety's decade, primary education is officially governed by a set of Learning Objectives (Rendimientos Básicos), that were established for each one of the four basic subjects and for each grade of the Primary education with performance criteria for the assessment of pupils. The Learning Objectives help teachers in planning their education with the purpose of improving pupils' achievements based on assessments through standardized tests. Together with Learning Objectives, textbooks and educational materials should be distributed properly once they have been evaluated. In reality, very few teachers got to know the Learning Objectives and could not put them into practice.

Tests applied to teachers show that their average achievement in mathematics hardly reaches the third grade level. According to Verdisco's analysis (2001:10), teachers with no training reached 33.4% of the Learning Objectives for the primary level and those who were trained with current methods only achieved 44.2%. Among the teachers that were trained, 65.7% did not show difficulties with natural numbers; nevertheless, only 22% has command of key concepts in Geometry and 28.5% understood fractions.

Inadequate Use of Pedagogical Materials and Pedagogical Practices. Although authorities have massively distributed textbooks and materials and have trained teachers for their use, it has been observed that the time use of these materials in the classroom is minimal – about one or one and a half hours out of the three to five hours of daily learning, especially in the subjects of mathematics, natural sciences and social studies.⁸ Two are the factors identified as determinants for the scarce use of these materials: weak command or little understanding of the contents included in the texts, and the lack of knowledge of pedagogical practices that use the material as an instrument to support active and participative learning of the pupil.

In Conclusion. The existing limitation in relation to pedagogical knowledge and practices by the primary teacher has repercussions in pupils' learning. Evidence of the above includes the low reading comprehension level of a very simple text shown by the pupils. Only 20% of third, fourth and sixth grade pupils can identify the central idea of a simple text or can reason when involving simple arithmetical operations. The absence of minimal skills among pupils leads not only to grade repetition but also affects learning other curricular subjects.

According to tests applied by the Education Quality Measuring Unit (EQMU), difficulties in Reading and Mathematics are concentrated in pupils from the rural areas where schools with one or two teachers predominate, and among children from families under poverty conditions. Student sex is not a determinant factor for performance. Performance tests applied (see Table No.11) indicate that the country's Primary pupils hardly learn a third part of what should be learned. The national test results from 2000 show an average score of 44% in Spanish and 41% in Mathematics for grades 3rd and 6th, although with a positive tendency with respect to achievements of 1997. These results were confirmed by an international comparative study made by UNESCO/OREALC (see Table No.12). In this study the best results were obtained by Cuba, whereas Honduras occupied the last place in Spanish and penultimate in Mathematics for the third grade, as well as in penultimate place for performance in both subjects in the fourth grade.

PUPIL ACHIEVEMENT SCORES SPANISH AND MATHEMATICS BY GRADE AND YEAR OF ASSESSMENT								
In %	1997		1998		1999		2000	
	Third Grade	Sixth Grade						
Spanish	40	46	41	47	42	N.D.	41	46
Mathematics	36	35	43	40	43		43	39

Source: Ministry of Education (UPNFM-UMCE), 2000, Report on Global Achievement in Spanish and Mathematics, Tegucigalpa

⁸ Ministry of Education, 1997, Education and Development, Sector Study-Ten-Year Plan, November, Tegucigalpa.

Table No. 12				
PUPIL ACHIEVEMENT IN THE FIRST INTERNATIONAL COMPARATIVE STUDY, 1998				
	LANGUAGE		MATHEMATICS	
	Third Grade	Fourth Grade	Third Grade	Fourth Grade
Honduras	216	238	218	231
Cuba	343	349	351	353
Mexico	224	252	236	252
Bolivia	232	233	240	245

Source: UNESCO/OREALC, 2000, Latin American Laboratory of Education Quality Assessment 1998

Note: The Language test was applied to 3,746 pupils, while the Mathematics test was applied to 3,801. Data corresponds to each country standardized median to a regional average of 250. The data represents each countries median standardized to a regional average of 250, with the following ranks: Mathematics (53,492), Languages (65,397).

Finally, there is a lack of consensus among teachers regarding criteria for the assessment of their pupils and for the decision making as to the promotion or failure of the same. It is common for teachers to reduce their level of demands in order to promote to another grade when they suppose failure is not the result of pupils' performance, but that of the didactic methods or the lack of good learning guides. In studies made in 1992 and 1999, pupils who failed were found to have an acceptable academic achievement to be promoted to the following grade. In 1997 another study discovered that repeaters who returned to the same grade they were before without a need to do so, did it at a cost for the Ministry of Education of approximately L50 million (US\$ 3.8 million).⁹

Teacher Management

Centralized and Weak Management. The Ministry of Education in 1997 began a decentralization process implying the transfer of duties and functions to the local offices.¹⁰ Nevertheless, regarding teacher management, a centralized form still persists. Notwithstanding the efforts for decentralization, local supervision and assessment of the education system is an unknown practice. It is thus that those who benefit from the education services practically do not count with school management. For example, it is a fact that school principals have no decision power over teachers' hiring and assessment with regards to their schools; teachers are not consulted nor do they have influence on the substantial pedagogical decisions.

Supervision, Evaluation and Information Systems. The management of teachers as human resources is plagued with difficulties regarding the hiring, evaluating and assigning positions and work places.¹¹ The weak information system regarding teachers does not allow a better

⁹ Ministry of Education, *Schools with Success*, (Ministry of Education and USAID, 1999).

¹⁰ The principal obstacle for resource transfer, their management and deciding about important matters and processes has been the lack of qualified staff for the effective management with knowledge and skills corresponding to the new management desired. Consequently, in the majority of cases there is lack of will to assume non-concentrated obligations and it is preferable to act referring to the higher level of decision makers.

¹¹ In 1997 the Teacher's Statute was approved, but to date there are no respective manuals. From the Statute only the economic clauses have been applied, in detriment of other aspects related to an efficient management of the human resource. From the staff managed by the Ministry of Education nearly 48.5% is under the regime of the Teacher's Statute. Teaching staff total 46,020, of which 31,954 or 69% corresponds to Primary and 14,066 or 31% for High School. The number for High School refers to the total number of contracts and not individual persons since in High School class hours are accounted and not full-time jobs.

management of teachers. The greatest problems of the education system in this dimension are: the lack of correspondence between the place of the position that is hired and the effective location of the teacher and attendance (only 86%) to the assigned teaching positions' locations. The lack of an efficient information system for the Teaching Staff management does not allow prompt information for tracking positive results of the teaching practice as well as aspects in need of strengthening. For example, a staff tracking survey, financed by the World Bank in the year 2002, had the following results, which should be monitored continuously with the support of information systems in the country:

- **Positive Results:** (a) There was a low proportion of "missing persons". Among the teachers surveyed (44,048 persons), the study calculates that only 5.9% do not work at the surveyed workplace, only 3% has been transferred to another place but continue to be registered as if they still worked there in the previous place, and only 2.9% were completely unknown; (b) the inequality of aptitudes in the teaching staff and their real functions is a small problem. In general terms, 90 percent of the staff at the Ministry of Education work corresponding to their nominal position and 83 percent work according to their training; and (c) 99.6% of the employees in the ME possess an official Agreement (permanent Position).
- **Problems to Overcome:** (a) Sixty percent of the education staff has moved to another position since their appointment was issued. Only 9% of the central staff at the Ministry and only 50% of the current staff at Departmental Education Offices has a teaching position; (b) approximately 20 per cent of Primary teachers have another paid job, that can contribute to not complying with teaching calendars and schedules in any of the educational centers that he or she works for; and (c) absenteeism (authorized or not) and few real working hours are a general problem in the system, causing the low productivity and a deficient optimization of resources when providing education services.¹²

Organization and Assignment of Teachers. There is an apparent exceeding over supply¹³ of teachers for Primary Education, since only 25% of those graduated from the teacher training centers¹⁴ enter the education system. Notwithstanding, rural areas lack qualified teachers, since very few teachers want to work in these zones and in many cases these zones have high rates of labor absenteeism. Nearly 70% of Primary schools have only one or two teachers and a high percentage of single-teacher schools do not offer complete Primary education.

The Statute stipulates an increase of 69% base salary for all Primary teachers and the majority of those for High School (those with a university degree, totaling nearly half) to be effective during a 4-year period (10% in 1998, 19% in 1999, 20% in 2000 and 20% in 2001).

¹² The average rate of attendance among people really employed at the workplace in the past five years was 86 percent. Vacations represent 23 percent and sicknesses 18 percent. Strikes represented 12 percent of absentees, and non-paid leaves 15 percent. The proportion of absentees not accounted is 15 percent in total.

¹³ The pre-service training of teachers take place at 12 Colleges located in different regions in the country and at two colleges specialized in music and art. These colleges qualify only Primary teachers, while pre-school teachers, high school teachers, and those for special education, Principals and supervisors and counselors and Education Administrators are qualified at a university level. In 2001, 573 teachers worked at these colleges, 43% of whom had no university degree. Teachers have a contract commitment of 36 hours a week of which 28 to 30 must be devoted to classroom work. Likewise there is an enrollment of nearly 8,000 pupils, with a graduation of 2,000 teachers per year. The waiting period is calculated at 7 years in order to aspire to a teaching position.

¹⁴ In Honduras Primary teachers' training is at the level of High School education, the teacher having 12 years of schooling when beginning at his first post. Teacher training from Primary to a higher level per se does not guarantee an automatic improvement of quality, mostly when considering that the same higher education of the country does not count with very good quality.

Nevertheless, the option of increasing the number of teachers in order to eliminate schools with only one teacher is hindered in the short and medium term due to the impact that such increase may have in the fiscal framework, and due to the difficulty in attracting and retaining teachers in remote zones, where schools with a single teacher tend to be concentrated. Subsequently, policies that regulate and apply incentives to attract and retain teachers in the most vulnerable and needy zones is required, in addition to training teachers in the use of multi-grade textbooks available for teaching third to sixth grades. Alternately, the reassigning of teachers who are currently employed in administrative activities without teaching duties may be considered.

C. POVERTY AND LOW DEMAND FOR EDUCATION

The Education Quality Measuring Unit (EQMU), assigned to the National Pedagogical University and supported by the World Bank, studied the factors associated to academic achievement in the third and sixth grades (in course) in 568 schools, discovering that the socio-economic factors associated with pupils' attitudes are decisive determinants of such results. Among these factors are the low-income homes and the direct cost implied in maintaining a child at school (school utensils and clothing or uniforms); malnutrition or other health problems and special pupil's needs; and, the need to work (child labor). These socio-economic problems affect vulnerable communities in the urban-deprived sector, rural communities and indigenous communities.

Low-Income and Vulnerable Populations (Including Urban-Deprived)

Poverty Level and Low School Attendance

According to the Household Survey, at the national level, 17% of children between 7 and 15 years of age do not attend basic school (1-9 grades), the rate for non-attendance being twice as much in the rural areas (21.7%) compared to urban ones (10.1%). Of these, 75% (236,807) are poor children, the great majority in extreme poverty. These children either never enrolled or dropped out of school. Considering only poor children at official ages for Primary education (7-12 years), 75,791 do not attend school, the 92% of non-attendance at a national level belongs in these ages (see Table No.13).

Level	Total Children			Children not Attending			Percentages		
	National	Urban	Rural	National	Urban	Rural	National	Urban	Rural
Total	1,092,486	451,445	641,041	82,660	17,128	65,532	7.6	3.8	10.2
Poor	870,228	324,588	545,640	75,791	14,319	61,472	8.7	4.4	11.3
Extreme	694,805	233,193	461,612	66,603	11,971	54,632	9.6	5.1	11.8
Relative	175,423	91,395	84,028	9,188	2,348	6,840	5.2	2.6	8.1
Not Poor	222,258	126,857	95,401	6,869	2,809	4,060	3.1	2.2	4.3

Source: Special EPHPM Tabulation, May 2001, prepared by the National Statistics Institute (INE).

For poor children and in the rural zones, non-attendance to an education center dramatically increases in ages between 13 to 15 years (42.2% or 161,016 adolescents), in comparison to

children between 7 and 12 years (8.7%). Noteworthy is that half (51.9%) of children in this age group in extreme poverty in the rural areas do not attend school (see Table No.14).

Level	Total Children			Children not Attending			Percentages		
	National	Urban	Rural	National	Urban	Rural	National	Urban	Rural
Total	501,636	216,332	285,304	186,368	50,565	135,803	37.2	23.4	47.6
Poor	381,299	142,713	238,586	161,016	40,046	120,970	42.2	28.1	50.7
Extreme	297,864	98,238	199,626	134,775	31,198	103,577	45.2	31.8	51.9
Relative	83,434	44,474	38,960	26,241	8,848	17,393	31.5	19.9	44.6
Not Poor	120,337	73,619	46,718	25,352	10,520	14,833	21.1	14.3	31.7

Source: Special EPHPM Tabulation, May 2001, prepared by the National Statistics Institute (INE).

Cost of Education. Although by definition, Primary education is free, pupils and their families contribute towards education costs by paying for enrollment and contributions for maintaining education centers functioning and spending on uniforms, textbooks, school tools, transportation and others. Additionally, during the year, parents contribute with money or pay in kind. For many parents, these expenses mean an important proportion of their income that in a determining manner influences the decision for keeping or not their child in school. The family of an average child in Primary school spends approximately an amount ranging from L1,400.00 to L1,800.00 per year, according to gross calculations (see Table No.15).

	5-10 years	10-15 years
Direct Costs (Lempiras)		
Enrollment and others (per year)	60.00	120.00
Books (per year)	450.00	550.00
Uniforms and materials	410.00	500.00
Other costs, including transportation	500.00	650.00
Total	1420.00	1820.00

Source: Estimates for 2002.

To compensate expenses for attending school for low-income families, many of them in rural areas, Honduras promotes programs with compensation components such as PRAF (Program of Family Assistance) and PROHECO (Honduran Program of Community Education) that provide direct resources to families and/or communities for the purchasing of educational materials and other inputs necessary for attending school.

Health, Malnutrition and Other Special Needs. Malnutrition among school-aged children (defined by height and age of at least 2 standard deviations below the international median) has various manifestations. Among these, is the delaying the age of entry of malnourished children

into school, which lead to repetition and a high probability of dropping out.¹⁵ According to figures from 2001, the incidence of malnutrition is much higher in rural areas (37.1%) than for urban ones (24.5%). When examining rates of malnutrition among students in the first grade, a greater rate of malnutrition was found in overage students (see Table No.16). These statistics reflect a relation between malnutrition, delayed entry and repetition¹⁶. Likewise, It is very probable that disabled children are among the first to drop out of the regular formal education since it is not possible to provide them with the special attention they require.

	Years of Age				
	6	7	8	9	Total
1986	25.1	36.7	47.2	56.0	39.8
1991	24.1	33.9	42.7	50.2	34.9
1993	26.7	36.6	44.8	52.6	35.5
1994	27.5	39.8	50.0	59.0	38.1
1995	27.5	41.2	50.9	58.8	38.6
1996	28.2	40.7	50.9	59.0	38.0
1997	31.6	43.2	52.4	62.3	40.6

Source: National Census on Height, corresponding years.

Child Labor. The Dropping out that is mainly generated principally due to economic reasons really begins with the 12 year-old children, when nearly 14% of this age group drop out. These children should have completed their Primary education, but due to high rates of repetition and even temporary dropping out, they are removed without completing this level of studies. Although school dropping out is determined greatly by education's quality, many low-income pupils somehow need to be connected to the labor market in order to complement their family's income. The probability to continue studying while working is only 34% for boys in the urban area and 6% in the rural area. For girls, it is 7% in the urban area and 6% in the rural area (World Bank, 2001, Honduras Poverty Diagnostic).

In 2001, 872,154 children under the age of 14 years were included in the labor force. From these, nearly 113,000 children were really working; the rest worked in non-accounted for jobs in labor statistics, such as support in family economic activities and domestic work.

Intergenerational Vicious Cycle. According to what is observed in the Epidemiology and Family Health Survey for 2001, the greatest percentage of children enrolled in first grade is in accordance to a higher level of schooling in the mother. Sixty-eight percent of mothers (See Table No.17) with schooling greater than 7 years tend to send their children to school earlier (at ages below 7 years), whereas mothers without any schooling hardly reach 26%. In general, it is

¹⁵ Several studies from the Ministry of Education have shown that overage is associated to students repeating and dropping out. Consult for example, Noel McGin, *op.cit.* and John Edwards, *op.cit.*

¹⁶ One reason could be that parents chose to send first the healthiest children to school, which results in a delayed entry or overage among those having suffered malnutrition at an early age and consequently having their height hindered.

observed that those mothers with the lowest level of schooling tend to wait for their children to become older to enroll them in school, contributing thus to late enrollment and coverage.

Mother's Level of Education	Age at which The Child Was Enrolled into 1 st Grade			
	-7	7	8	9 or older
None	26	38	12	10
1-3	34	46	10	5
4-6	51	40	6	2
7+	68	30	0.8	0.3

Source: Epidemiology and Family Health Survey 2001

Studies carried out by the Ministry of Education have shown that basic education programs for parents with low schooling levels increase the probability of enrolling their children at the appropriate age. This reduces their children's failure and repetition cases, increases their academic achievement and allows parents to assist their children with their homework and in other school activities.¹⁷

Rural Populations

Coverage, Dropping Out and Repetition

Rural populations exhibit the nation wide problems displayed before, but with more acute indexes. For example, a considerable proportion of rural schools (34%) does not possess all of Primary's six grades, so it becomes impossible for children to complete their Primary education. In the national scope, 16 percent of Primary schools do not offer total coverage of six grades and, additionally, almost all of them only count with one teacher. Schools with only one teacher were concentrated in the departments of Olancho, El Paraíso, Francisco Morazán, Yoro, Comayagua, Lempira, Copán and Santa Bárbara.

In departments such as Comayagua, Gracias a Dios, Copán, Intibucá and Olancho, which are departments (See Table No.18) with a high percentage of rural population, rates of dropouts during the school year are a 5%, higher than the national mean of 3%. Likewise, repetition rates in these same departments tend to be higher than the national mean; among them, Gracias a Dios exhibits the highest rates of repetition in the country (19.4% global and 28.3% in first grade).

¹⁷ Ministry of Education, *Women in the Program EDUCATODOS* (1998) and *Graduates from Sixth Grade of EDUCATODOS: 1998-2001* (2001).

Table No.18

Rates of Repetition								
		Totals	First	Second	Third	Fourth	Fifth	Sixth
1	Gracias a Dios	19.42	28.3	22.37	17.17	15.44	9.34	8.61
2	Comayagua	13.71	29.91	12.58	10.08	6.28	3.5	0.49
3	Copán	13.39	24.28	14.06	11.05	6.3	2.96	0.28
4	Intibucá	10.27	19.44	12.78	8.43	4.33	2.82	0.76
5	Olancho	9.01	18.44	9.5	5.8	3.77	2.36	0.47

Source: School Census, 2000

Teaching Staff. Teachers in schools with only one teacher generally do not have adequate materials, neither are they trained to teach in that environment, nor do they count with a regular supervision. Therefore, it is very probable that pupils graduate with a minimum level of reading-writing literacy skills and the capability of critical thought. Methodological difficulties in the multi-grade classroom are evident due to the inadequate pre-service training received by the teacher. The training process did not prepare him/her for curricular management in a multi-grade classroom, for instance in official programs and textbooks that are homogenous for all schools. Teachers tend to follow the sequence presented in such textbooks in each one of the grades and subjects, as if they were in charge of only one grade. In the rural schools with only one teacher, the rate of failure doubles that of multi-teacher urban schools: 25% versus 12%, respectively.

Lack of Curricular Relevance. The teacher prepares his classroom curricular programming without taking into consideration the orienting elements of curricular content development such as: the purpose of education, the objectives and the pupil's profile. In the rural sector (and in the intercultural and bilingual), the teacher does not adjust teaching in the classroom to the pupil's profile and the rural context. The pupil stops attending school because of low pertinence of what is taught and the lack of application of active teaching methodologies. In a study about the reasons for not attending school, 30.7% of responses indicated the child "does not want or does not like" school. This result can be considered as a sample of low education quality or its pertinence, especially for children and parents in the rural area. When analyzing the results of tests made by the QEMU, Schiefelbein (2001:11) suggests that poor family pupils have little usefulness for the Primary school since children learn very little, even after they complete their Primary education. All it indicates is that contents as well as pedagogical strategies must be updated with the purpose of capturing and maintaining the attention and interest of pupils, preparing them for a productive life in the 21st Century, and improving the quality and efficiency of Primary education at a national level.

Extra-Age

Additionally, many of the places corresponding to children who for the first time enter school (between 6.5 and 7 years of age) in the rural sector, are occupied by older pupils. Nearly 20% of pupils in first grade and 12% in the second grade are not promoted and when retaining the place, they become an obstacle for the entry of the second generation, but with the application of strategies for the reduction of failing pupils, this problem could be significantly reduced.

Indigenous Populations¹⁸ of Honduras

Honduras is a country with a multi-ethnic, multi-lingual and multi-cultural important component. According to one study,¹⁹ in the country there are nine (9) ethnic groups: Garífuna, Islander or Isleño (black people from the Bay Islands), Lenca, Miskito, Tolupan, Chorti, Pech, Tawahka and Nahoas. These people as a whole, total nearly half a million persons (490,553) equivalent to more than 8% of the total country population.²⁰ It is calculated that nearly 50% of this population is in school age and nearly 36% do not attend any education center.

Notwithstanding the Honduran Government efforts to provide pre-school and Primary Education to the nine indigenous groups, many limitations that do not allow these people to reach the same education levels as the rest of the population are recognized. It is known, additionally, that it is imperative to count with differentiated education programs considering culture, worldview, environmental surroundings or habitat of boys and girls in a school age. With the exception of the Lencas, Chortis and Nahoas, the greatest part of children entering pre-school speak their maternal tongue and it is easier for them to communicate in their own language. Their entrance into the education system, therefore, is more natural in that language and the transition to Spanish becomes a gradual effort in the education process.

Late School Initiation. Late school initiation and overage are common, especially in the remote rural communities, particularly in La Mosquitia, and in the least developed regions of Yoro, the Patuca River, Montaña de la Flor and Copán, among others. In La Mosquitia, overage problem could be higher than 50%. The reasons for both problems are: (i) lack of access to local education centers, forcing children to walk 3 kilometers to the nearest school; then, parents prefer to wait for the child to be 8 years old to send him/her that distance; (ii) agricultural seasonal migration forces the family to move to another working place; (iii) parents do not wish to send their monolingual children to school, since the teacher is a Spanish-speaking white. In remote zones overage is not identified by families to be a problem, it is simply a natural fact.

Repetition and Dropping Out. The real rates of repetition, especially in the first grade could be superior to 25% in ethnic regions. The principal causes are: (i) linguistic, the child does not understand the teacher if the latter does not speak in his/her native tongue, or if the teacher punishes the child for not speaking Spanish, there is a conflict of self-esteem; (ii) children do not pass exams in Spanish principally because they are not prepared or do not understand their content. Dropouts are intimately linked to continuous repetition, to the lack of economic income for buying shoes and uniforms, to seasonal migration, and to the poor quality of education.

D. PRESSURES AND EXPANSION OF POST-PRIMARY LEVELS

Even when the present proposal is to guarantee the universality of Primary education, a fact is that this goal will have repercussions in pressures for expansion of the post-Primary levels. Therefore, coverage expansion of the first cycle of High School is the next principal challenge for

¹⁸ Indigenous population includes the native and Afro-Antilles population.

¹⁹ Indigenous Profile, 2001

²⁰ The majority group would be the Garífuna with 200,000 (41%), followed by the Lencas with 110,000 persons (22%), the islanders, (16%), the Miskitos (13%) and another five minor groups (8%).

the Education Policy in Honduras. The strategy must include the formal system's expansion as well as the development of distance vocational and education delivery options. From the view of the public sector resource management, the government faces the dilemma of how to increase financing for High School without displacing private high schools already established.

High Rate of Dropouts in the First Year of High School. Even if a third from the population aged 13 to 18 enters high school (on different levels of delay), many of them briefly pass through this level and later drop out. Only half of the group into the first year of high school continue to the following grade. Once this drastic selection has taken place, which is closely related to the levels of poverty, students advance without greater problems into the following grades and, eventually, 80% of pupils who entered into third grade of high school graduate from Secondary, and in turn, half of them continue on to a higher level.

Quality of Learning. Even with a high selection level at the entrance and retention in the high school system, many pupils have "serious deficiencies in their knowledge of Mathematics and Spanish, as well as their ability to express themselves (Llarzabal and Rodríguez 2001, 47). An increase in the access to the first grade of high school (without changing the learning levels in Primary education) would only generate an increase in dropouts between that grade and the second grade. On the other hand, an increase in the quality of education offered in the first grade of high school would permit providing better attention to students from families in the second quintile of greater income (whose families have incomes above the national average). Both solutions lack equity. In other words, if a greater equitable opportunity is to be offered by means of previously expanding coverage and quality in high school, the fundamental problems of efficiency and quality in the Primary level would have to be solved. This is the purpose of the EFA-FTI proposal and the other Honduran Government programs as well as those of cooperation community.

Teachers as Human Resources, Teaching Methods and Educational Materials. High school teachers can work up to 72 hours a week and tend to dictate great part of their lessons (as has been traditionally done in the country). This combination of a highly overloaded schedule and frontal teaching methodology limit the self-reflection, creativity and student-involvement processes, whatever the size of the class. In this case, it is even more important than in the Primary level to count with learning material that ensures students' participation in interesting learning situations in which they gradually acquire a way of learning that allows them to develop the capacity of continuous learning by themselves. Also important is the appropriate material that offers opportunities for decision making in increasingly complex situations and with specific criteria, thus preparing them for their roles as citizens, consumers and producers.

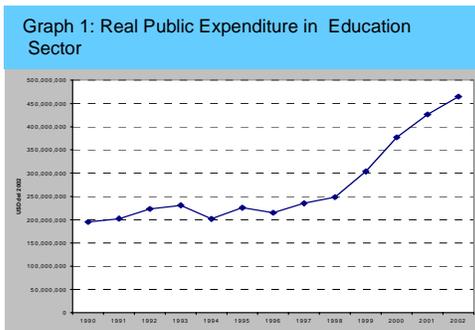
Strengthening and Expansion of Post-Primary Public Education. It is not a problem for 50% of the high school level enrollment to be in private schools, according to the extent in which students from families with incomes above the national average reach this level. In the future, when problems in Primary education are solved and the demand for high school level education increases from lower-income families, there will be a need to increase public education supply. The Government of Honduras, with the support of the Inter-American Development Bank, has an ongoing project with the purpose of increasing education places and the quality of the third cycle of basic education (grades 7 to 9). Likewise, studies are being prepared to increase coverage and quality of superior high school education.

CHAPTER II

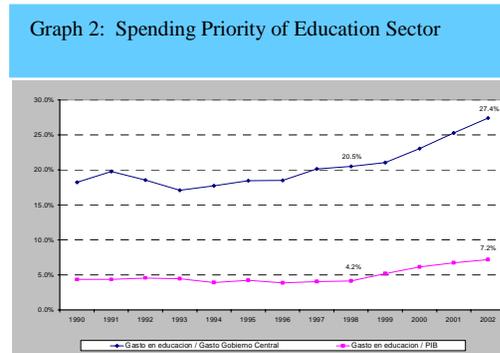
FINANCING NEEDS FOR PRIMARY

Financing for Primary Education. From 1998, Honduras has had a substantial increase in public education expenditures. During 2001, the Government of Honduras spent in education 7.2% of its GDP and 26.7% of the central government's total expenditures. For the year 2002, the same indicators are: 7.2% and 27.4%, respectively²¹, reflecting the importance of education with regards to the economic capacity of the country and in relation to other sectors.

Between 1990 and 1997, the real public education expenditures surpassed US\$195.1 million to US\$235.1 million (an annual increase of 3.1%). Between 1997 and 2002, expenditures duplicated, from US\$235.1 million to US\$464.7 million (an annual growth rate of 14.8%).



Source: The World Bank. August, 2002

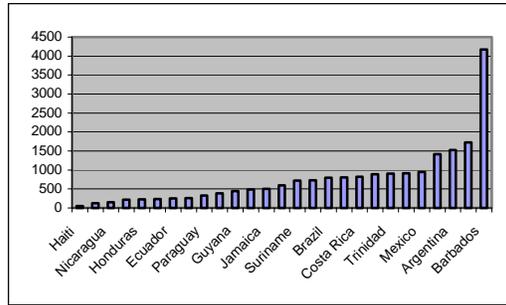


Source: The World Bank. August, 2002

Notwithstanding greater government allocations to the education sector in Honduras, three criteria confirm existing financial gaps to guarantee the Development Goals of the Millennium, starting with the universal completion of primary education. First, Honduras GDP per capita is the third lowest in Latin America (after Nicaragua and Haiti), representing approximately 36 percent of the Latin American mean. Consequently, education expenditures in terms of US\$ are relatively low. Second, the percentage of the school age population in Honduras is the third largest in Latin America: 41 percent of its population (after Nicaragua and Guatemala). Thus, Graph 3 shows that, in 1998, the education expenditure per student in US\$ (corrected by parity of purchase power) was one of the lowest in Latin America and the Caribbean (the 4th lowest after Haiti, Nicaragua and Guatemala).

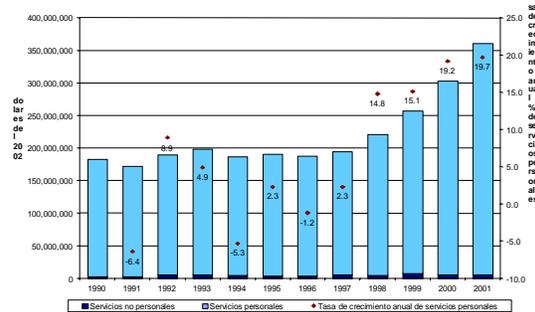
²¹ The education sector budget in 2002 includes, a budget line for overall allocation of resources as a prevention for salary payments according to a signed agreement with teachers to increase their salary.

Graph 3: Public spending per Student 1998 (US\$ PPP)



Source: Calculated based on data of the WDI.

Graph 4: Salary Spending and Non-Salary Spending Ministry of Education



Third, the recent increments in education expenditures as % of GDP reflect the Government's effort to guarantee better remuneration for teachers, as one of the key inputs to improve the quality of the education sector. In turn, during 2001, non-salary recurrent expenditure by the Ministry of Education was only 1.5 per cent of total recurrent expense (See Graph 4).

To reverse stagnation of teacher salaries during 1991-97 (0.8% growth rate during the period), the annual rate of growth of salary expenditures during the last four years has been 17.2% (see Graph No. 4). During 2002, the salary increase for the Teaching Profession is 12 percent.²² The policy of compensating teacher salaries has impacted public finances, since wages and salaries in the central government today are nearly 10.3% of the GDP and 65% of tax revenues. Thus, the government has negotiated the sustainability of such increments with teachers, limiting subsequent increases after 2005 based only on inflation adjustments.

The Government has made great financial efforts to contribute to EFA goals, especially to guarantee important salary incentives for the teaching profession. However, the required quality and efficient education improvements for fast tracking universal primary education completion requires further investments for a very large school age population. Thus, the EFA-FTI proposal focuses mainly in the availability of financial resources for non-salary sector needs (e.g. education quality methods and materials, teacher pre-service and on-service training and performance, demand-side programs, and education services for disadvantaged communities).

²² The inflation rate expected for 2002 is 8 per cent.

CHAPTER III

DEFINITION AND FINANCING OF THE PLAN EDUCATION FOR ALL 2015 (FTI-EFA)

The Plan Education For All 2015 (FTI-EFA) is designed to guarantee the ***access, retention and graduation of boys and girls, especially those regarded as poor and vulnerable, assuring them completion of their Primary Education under quality terms (6th grade)***. This initiative to support Government efforts made in the framework of the Reduction of Poverty Strategy (RPS) provides continuity to ten points reached by consensus at the National Convergence Forum (FONAC) as related to the Transformation of National Education (year 2000) and articulated with the strategies and actions contemplated in the Government Plan in the Area of Education 2002-2006. Also contemplated are education projects financed by the international cooperation and with the derivation of a series of interventions which, translated into programs with their respective implementation components and activities, will become a strong support in the improvement of education quality, reduce inequity and develop people's skills for life, preparing them to competitively participate in the globalized labor market thus enabling to have access to better and broader opportunities for economic income.

A. GENERAL OBJECTIVE

Honduras, through the carrying out of the **Plan (FTI-EFA)**, has the purpose of ***achieving the universal graduation from sixth grade of boys and girls 12 years of age by 2015***; this objective derives from the graduation average of Primary Education in Honduras. The Rates of Completion of Primary Education (RCP) are 31.9% in the cohort of 12 year-old graduates from 6th grade, 69% of graduates of all ages and less than 60% for the poorest populations. The RCP have been stagnant during the 90's decade experiencing an annual rate of growth of only 0.21% during this period. Notwithstanding the Honduran Government effort in programs oriented towards the access to and coverage of quality education (curricular reforms and provision of educational materials), the diagnostic for the Plan EFA-FTI proposal confirmed that there are still gaps in the education service that are obstacles to the universal graduation from Primary Education: **the inefficient flows of Primary cohorts, the weak quality and management of the teaching human resources, the low education demand in poor and vulnerable communities bolt in the rural as well as in the urban-deprived and indigenous communities.** (See Table No.19)

Table No.19

Existing Gaps and Obstacles to Completion of Primary Education	
Inefficient Flow of Primary Cohorts	Program Proposal
<p>Inadequate admission to and preparation for Primary Education</p> <p>High repetition in first grade, multiple repetition and overage</p>	<p>1. Efficiency of Basic Education</p> <ul style="list-style-type: none"> • Admission to First Grade (6 years) • Academic standards and support materials • Efficient promotion • Levels for over-aged pupils • Monitoring and assessment of internal efficiency <p>2. Teaching Human Resources with Quality and Efficiency</p> <ul style="list-style-type: none"> • Support to the teachers' pre in-service training system • Admission into the teaching practice • In-service teacher training • Teacher performance and incentives • School management and teaching resources • Supervision and monitoring
<p>Weak Quality and Management of Teachers Human Resources</p> <p>Competitive remuneration of the teaching human resources but lack of investment and instruments to support and guarantee the quality of teaching performance</p> <p>Centralized and weak management with organization, assignment and supervision of teachers problems</p> <p>High dropping out (underestimated by the information systems) and high dropping out of 12 year-old pupils</p>	
<p>Poverty, Vulnerability and Low Education Demand</p> <p>Extreme vulnerability and low education demand for boys and girls from low-income populations in the urban-deprived and rural sector and for intercultural and bilingual populations</p>	<p>3. Strengthening of Pre-Basic Education</p> <ul style="list-style-type: none"> • Expansion of coverage • Didactic resources • Training of teachers, volunteers and tutors • Supervision and monitoring <p>4. Equity and Access to Intercultural Bilingual Basic Education</p> <ul style="list-style-type: none"> • Education Information and Statistics System • Institutionalization of intercultural bilingual education • Adequateness of basic national curriculum • Training and performance of teachers • Community involvement <p>5. Rural Education Networks</p> <ul style="list-style-type: none"> • Conformation of rural education networks • Pedagogical model of the rural education network • Vouchers for efficient promotion with quality • Administration and supervision of the network • Network information system and assessment

B. GENERAL GOALS OF THE PLAN FTI-EFA

Table No. 20

Goal Description	Initial Base % Year 2000	2005	2008	2011	2015
1.% of sixth grade graduates of the population at age 12	31.9 *	32.0	35.0	65.0	85
2. % of all ages as sixth grade graduates in the population aged 12	69.0**	75.0	82.5	90.0	100
3. Increased academic achievement of 3 rd and 6 th grade pupils in Mathematics and Spanish	42.0***	50.0	55.0	61.0	70

* Source: Report on Education Progress, PREAL FEREMA. April 2002

** Source: Ministry of Education

*** Source: Ministry of Education/ UPNFM /UMCE/ Year 2000

INTERMEDIATE INDICATORS

Table No. 21

Indicators	Initial Base	2005	2008	2011	2015
Rate of Repetition*					
Grade 1	18.5	13.0	7.8	3.9	0.8
Grade 2	10.8	7.5	4.5	2.3	0.5
Grade 3	8.1	5.6	3.4	1.7	0.3
Grade 4	5.2	3.6	2.2	1.1	0.2
Grade 5	3.5	2.5	1.5	0.7	0.1
Grade 6	1.0	0.7	0.4	0.2	0.0
Rate of Dropping Out*					
Grades 1- 6	3.4	2.2	1.1	0.6	0.0
Rate of Coverage *					
Admission 1 st Grade 7 years	58	65	78	93	100

* Source: Let us Save the First Cycle in Comayagua, USAID No.522-0308

C. DESCRIPTION OF PROGRAMS

Interventions are structured into five programs that, as a whole, include the components with their respective implementation activities (Attachment No.2), whose purpose is to orient the reduction of the current gap of pupils not able to graduate from the 6th grade at the corresponding age, thus benefiting all the urban-deprived, rural and intercultural bilingual populations and those with special needs. The programs, EFFICIENCY OF THE BASIC EDUCATION and THE TEACHING HUMAN RESOURCES WITH QUALITY AND EFFICIENCY will cover all the schools in the country, including those located in the ethnic populations; they are oriented to improve the education cohorts flows, the quality and teaching methodologies and teacher management. The programs, STRENGTHENING OF PRE-BASIC EDUCATION, EQUITY AND ACCESS TO THE BASIC INTERCULTURAL BILINGUAL EDUCATION AND RURAL EDUCATION NETWORKS are oriented to expand the education service for pre-basic and basic education in populations

with greater vulnerability (isolated ethnic and rural along with the potential community participation and the involvement of parents in school management.

EFFICIENCY OF BASIC EDUCATION.

The objective is to guarantee admission of the 6 year-old population into first grade and to achieve its graduation from the sixth grade in 6 years.

The program has five components: **(1) Admission to 1st Grade** (At age 6). The Ministry of Education will receive support in institutionalizing, promoting and legalizing the age (6-7) in which students should be admitted into first grade, including boys and girls with special needs, by means of the promulgation of regulations and publications addressed to parents, local authorities and to the community in general. **(2) Academic Standards and Supporting Materials.** Under this component the quality of pupils' learning will be guaranteed, based on the command of bimonthly journalized standards for each grade and subject; they will be distributed to teachers and to parents. Also programmed is the editing of workbooks in Mathematics and Spanish for pupils in the 1st and 2nd grades. The education in ethical and civic values will be emphasized with the support of posters and materials. **(3) Efficient Promotion.** The fast promotion from first to third grade and the promotion under command of competence from fourth to sixth grade will be introduced. Standardized and censual tests will be applied at department and municipality levels for third and sixth grade with the purpose of counting with the necessary information reflecting the levels of academic achievement pupils are attaining. **(4) Leveling for Pupils Over-Aged.** Alternate programs will be established to level learning and promotion of pupils who are over-aged, having turned 10 or older, who are in the first cycle or those that turned 13 or older, and who are in the second cycle. The program will count with an assessment and special promotion system to achieve graduation by the sixth grade. For this purpose the corresponding regulations will be reviewed and the new established, and innovating methodologies and novel materials will be implemented to ensure quality in the education of pupils. **(5) Monitoring and Assessment of Internal Efficiency.** A monitoring system will be designed and implemented for the flows related to education indicators: enrollment of pupils by their age and gender, data of failure, repetition and dropping out, graduates from the sixth grade by age and gender, amongst others. Periodic reports will be published regarding the progress in goals projected by school, municipality and department with the respective level of achievement that will be the base to create an accreditation system of education centers in terms of efficiency and quality, decision-making and assessment of results. **(6) Rescuing Dropout Students.** This component will undertake non-traditional primary education programs for boys and girls who have dropped out from school. Some successful experiences that have been tested in the country for different projects will be taken into account. Also, the use of interactive methodologies and proper use of didactic materials such as texts and workbooks will be emphasized.

Goals

By the Year 2005

- a. Graduate 32% of the students aged 12 from 6th grade in 6 years without grade repetition.
- b. 75% graduate students of all ages from 6th grade.
- c. Increase to 45% academic average achievement in mathematics and Spanish for 6th grade students
- d. Graduate 34,000 dropouts from primary schools

By the Year 2015

- a. Graduate 85% of the students aged 12 from 6th grade in 6 years without repeating.
- b. Graduate 100% students of all ages from 6th grade.
- c. Increase academic achievement average to the 70% in mathematics and Spanish for 6th grade students

Program Costs

COMPONENTS		Costs per Year US\$			TOTAL
		03	04	05	2003-2005
1.	Admission to First Grade (6 years)	54,312.50	86,900.00	76,037.00	217,250.00
2.	Academic Standards and Supporting Materials	310,012.50	493,220.00	422,817.50	1,208,050.00
3.	Efficient Promotion	5,017,391.5	8,187,426.40	6,689,748.10	18,893,566.00
4.	Levels for Over-aged Pupils	1,875,000.00	3,000,000.00	2,625,000.00	7,500,000.00
5.	Monitoring and Assessment of Internal Efficiency	118,750.00	190,000.00	166,250.00	475,000.00
6.	Rescuing dropout students	706,000.00	970,000.00	1,323,000.00	3,000,000.00
TOTAL PROGRAM EXPENDITURE		8,073,466.50	12,917,546.40	11,302,853.10	32,293.866.00

TEACHERS QUALITY AND EFFICIENCY

The objective is to improve the quality and efficiency of teacher training and performance.

This program is composed of five components. **(1) Support to the Teacher Pre-In Service Training (TPST program)**. It will be supported by reviewing study plans and programs in order to adequate them to the requirements expressed in the academic standards, the reconversion of themselves and the search for points of encounter between pre-basic and basic academic needs and the curriculum for teacher training. Mechanisms, strategies and actions tending to regulate teacher pre-service training will also be established. During many years, this had been the task of TPST centers, but since the year 2002 has initiated a transformation process which is becoming a function of the National Pedagogical University "Francisco Morazán". Incentive programs will be introduced for pupils with a high graduate achievement from these TPST centers, that wish to become teachers, parting from the application of admission tests. **(2) Admission into the Teaching Practice**. The regulations pertaining to the admission of teachers into the teaching practice will be reviewed, also the demand of teachers entering the system and the mechanisms to redistribute them in case they are being underused; the process through which teaching

positions are distributed will be revised in every department, assigning them according to focalization criteria and in municipalities according to poverty indicators. In this respect, a database will count the registered data and will total in-service teachers by village, municipality and department for decision making. **(3) In-Service Teacher Training.** A local training structure will be developed so as to provide pedagogical support to the teacher, serving as a space for workshops through which teachers can exchange experiences about active and participative methodologies, multi-grade teaching techniques, motivation dynamics, teamwork and other subjects about the dynamic education centers, especially the rural ones. **(4) Teacher Performance and Incentives.** A review and preparation of instruments to regulate teacher performance will take place, especially when associated to the compliance of the 200 schooldays calendar, the management of school registers, the knowledge and application of academic standards, the application of methodologies and assessment of pupils' achievement. With the application of these criteria an incentive system will be developed for teachers who excel in their job performance and there will be a public recognition of the education centers achieving levels of excellence; for this, activities involving the private sector and civil society will take place; **(5) School and Teaching Human Resources Management.** Departmental, district and education center officers will assume control of the school and of the teaching resource management. Administrative functions will not be centralized, training will be given in accountability and result-based areas of management, planning and assessment, spaces will be opened for the participation of parents who will integrate school boards and who will be involved in the preparation of the center's education plan. **(6) Monitoring and Evaluation.** A monitoring and evaluation system will be institutionalized parting from the design of pedagogical and technical compliance indicators, for which there will be an information system per education center, district or department containing data related to education statistics, enrollments, pupil flows and distribution of teachers, amongst others. Local school boards will be a part of monitoring and evaluation tasks, so they will be kept informed and will be the support to the education center.

Goals

By the Year 2005

- a. Achieve the effective compliance of the 200 schooldays calendar established in the Ministry calendar.
- b. Consolidate the structure and functioning of the In-Service Training Program (ITP).
- c. Create 900 centers for pedagogical support. An average of three centers by municipality or district.
- d. Create a school and teacher management system with reliable information systems to ensure the compliance of goals programmed in the EFA Plan.

By the Year 2015

- a. Achieve the effective compliance of the 200 schooldays calendar established by the Ministry calendar as well as the average of one thousand hours of school.
- b. Graduate 3,000 teachers at a university level with the command and the competency for incorporating themselves into the education system.
- c. Create at least 1,500 pedagogical-support centers for teachers in the entire country.

- d. Count with an institutionalized system for school and teacher human resources management that has the capacity of providing information related to achievements.

Program Costs

COMPONENTS		Costs per Year US\$			TOTAL
		03	04	05	2003-2005
1	Support the teacher pre-service training system.	102,750.00	164,400.00	143,850.00	411,000.00
2	Admission into the teaching practice.	7,500.00	12,000.00	10,500.00	30,000.00
3	In-service teacher training.	913,750.00	1.462,000.00	1.279,250.00	3.655.000.00
4	Teacher performance and incentives.	375,000.00	600,000.00	525,000.00	1,500.000.00
5	School and teaching human resources management.	104,600.00	167,360.00	146,440.00	418,400.00
6	Monitoring and Evaluation	92,450.00	147,920.00	129,430.00	369,800.00
TOTAL PROGRAM COSTS		1.596,050.00	2.553,680.00	2.234,470.00	6,384.200.00

STRENGTHENING OF THE PRE-BASIC EDUCATION

The objective is the universality of the pre-basic education for boys and girls 5 years old.

The program is composed of four components: **(1) Coverage expansion.** Without diminishing quality, the formal programs (kindergartens) and the alternate programs will ensure the compliance of the goal intended by means of the use of methodologies fundamented on interactive modalities. In the case of formal modality, the teachers not in charge of a grade will be reassigned in order to create pre-basic education sections for students that are 5 years old, in Primary schools, as long as there is no education service in the community. In kindergartens, the priority will be given to increasing enrollment of 5 year-old children; in special cases, teachers will be transferred as long as their work stability is not jeopardized. There will be a census to define the real demand of pupils for this level and a promotion and motivation campaign will take place; for the alternate programs, several administration models are considered such as those directed by volunteers, tutors, municipalities, NGO's and the private sector. **(2) Didactic Resources.** The project will provide the academic standards and the didactic materials based on the application of interactive methodologies and other support resources such as workbooks and notebooks for pupil registration. **(3) Training of Teachers, Volunteers and Tutors.** There will be two forms of training; the first, by means of self-instruction modules with contents referring to the importance of pre-basic education and the psychological development of 5 year-old children. The second will take place with local training, especially for volunteers. The content will be on the use of the methodological package, the support materials and a manual describing the education standards to be achieved with their respective command levels. **(4) Monitoring and Evaluation.** Pupils' learning and teachers' performance and functioning of the pre-basic centers will be closely monitored and evaluated. Databases will be created so as to control the flow of indicators.

Coordination mechanisms will be established for the ME, municipalities and NGO's and also for the private sector.

Goals

- a. By the Year 2005 having a coverage of 50% of the 5 year-old population.
- b. By the Year 2015 having a coverage of 100% of the 5 year-old population.

Program Costs

COMPONENTS	Costs per Year US\$			TOTAL
	03	04	05	2003-2005
1. Coverage expansion	39,750.00	63,600.00	55,650.00	159,000.00
2. Didactic resources	2,201,250.00	3,522,000.00	3,081,750.00	8,805,000.00
3. Training of teachers, volunteers and tutors	21,375.00	34,200.00	29,925.00	85,500.00
4. Monitoring and Evaluation	33,502.00	53,603.20	46,902.80	134,008.00
TOTAL PROGRAM COSTS	2,295,877.00	3,673,403.20	3,214,227.80	9,183,508.00

EQUITY AND ACCESS TO INTERCULTURAL BILINGUAL BASIC EDUCATION.

The objective is to guarantee the equity and access of the ethnic populations to the Intercultural Bilingual Basic Education.

The Program will develop the following components: **(1) Data Base.** A data base will be created at the Ministry of Education Computing Department for each one of the ethnic populations, reporting data on demand of education services for populations from 5 to 15 years of age, the needs for infrastructure, educational materials and teachers, vouchers for the promotion of quality, (see Program of the Rural Education Networks) and others. **(2) Institutionalization of the Intercultural Bilingual Education.** The institutionalization of Intercultural Bilingual Education will be strengthened, creating departmental Education Office units, issuing the legal instruments and developing promotion campaigns to expand coverage. The education network program will expand to all ethnic populations of boys and girls who will benefit according to what is described in the component related to vouchers for the promotion with quality. **(3) Adjustments to Basic National Curriculum.** The academic standards, prior review and adjustment, will be the official instrument at the ethnic populations' schools. It will be translated into the maternal tongue of each ethnia as well as the educational materials and the school calendar. A compilation of the indigenous culture will be made with the purpose of writing texts and materials to support the educations centers and the community. **(4) Teacher Training and Performance.** Teacher training and performance will be differentiated from the other teachers in the country; for this purpose special programs will be designed and executed based on conceptualizing Intercultural Bilingual Education, multi-grade techniques and participative methodologies; teacher training will be encouraged and promoted for native people of the ethnic populations. **(5) Community Involvement.** This component includes the organization of local education development associations with training, organization and monitoring programs, and the creation of schools for parents, for which guidelines and regulations will be prepared establishing their functioning,

based on characteristics of each ethnic population. These appreciations form part of the Directive Boards of the Rural Education Networks.

Goals

By the Year 2005:

- Provide an obligatory year of pre-basic education for 50% of the 5 year-old population.
- Graduate 32% of the 12 year-old population from 6th Grade.
- Graduate 75% of the multiple-aged population from 6th Grade.
- Increase the academic achievement of pupils in the 3rd and the 6th grades in Mathematics and Spanish to 45%.

By the Year 2015:

- Provide education services for pre-basic education to 100% of the 5 year-old population.
- Graduate 85% of the 12 year-old population from 6th Grade.
- Graduate 100% of the multiple-aged population from 6th Grade.
- Increase the academic achievement of pupils in the 3rd and the 6th grades in Mathematics and Spanish to 70%.

Program Costs

COMPONENTS	Costs per Year US\$			TOTAL
	03	04	05	2003-2005
1. Education Information and Statistics Systems.	8,325.00	13,320.00	11,655.00	33,300.00
2. Institutionalization of the Intercultural Bilingual Education	1,930.00	3,088.00	2,702.00	7,720.00
3. Adequateness of the Basic National Curriculum	463,012.50	740,820.00	648,217.50	1,852,050.00
4. Teacher Training and Performance	14,062.50	22,500.00	19,687.50	56,250.00
5. Community Involvement	84,557.50	135,292.00	118,380.00	338,230.00
TOTAL PROGRAM COSTS	571,887.50	915,020.00	80,642.50	2,287,550.00

RURAL EDUCATION NETWORKS

The purpose is to create rural education networks in order to ensure the access of the 5 to 15 year-old population to education services in the isolated rural areas.

The Program has five components: **(1) Establishment of Rural Education Networks.** A pedagogical and administrative model for the multi-grade rural schools will be created, especially for those located in ethnic populations and in the most isolated communities in the country, consisting in the organization of rural education networks with an average of 10 to 15 schools in each Network. The schools will specialize in certain grades so as to supply education services from pre-basic education, and, if possible through ninth grade. The Network will have a Board of Directors integrated by teachers and parents, and will be responsible for preparing the Network Education Project, managing the financial resources assigned by the ME and deliver the corresponding reports. The organization of school governments will be supported and will be a

part of the Network. The Network will provide technical assistance in the management of resources, transfers, school management, Network education projects, and extracurricular activities. **(2) Network Pedagogical Model.** A model of education management with an integrated vision of the pedagogical processes at classroom level and Network managerial level in the schools; school teachers available for giving attention to pupils with special needs will be provided with differentiated training based on a study that determines the type of special needs to be emphasized. Financing will be provided for educational materials, school maintainance, furniture, equipment, teacher training and some administrative costs. Resource management will be a responsibility of the Board of Directors by means of the creation of a Community Education Association (CEA). **(3) Vouchers for the Promotion with Quality (VPQ).** Vouchers will be issued according to the number of pupils by each Network; transfers will be made to the Network Board of Directors according to the procedure established by the ME. Vouchers will be assigned for transportation, provision of school backpack, mandatory assistance and meals. **(4) Network Management and Supervision.** Networks will count with technical, pedagogical and administrative assistance in calculating needs for new teachers, pupils who require transportation vouchers, educational materials and meals: the design of a project monitoring and self-evaluation system will be supported. **(5) Network Information and Assessment System.** A basic information system that incorporates a register of all pupils by grade will be implemented, the schools' location and distance maps, type of transportation to be used by pupils and preparation and updating of cards concerning the nutritional state and teacher professional performance data; this information system will be managed at the leading school of the Network.

Goals

By the Year 2005:

- a. Ensure the educational access to 50% of the 5 year-old population in the rural zone.
- b. Graduate 32% of the 12 year-old population and 75% of the multiple-aged population from 6th Grade.
- c. Increase academic achievement of pupils in the 3rd and the 6th grades in Mathematics and Spanish to 45%.
- d. Integrate 3,811 rural multi-grade schools into a maximum of 250 networks.

By the Year 2015:

- a. Ensure the access to 100% of the 5 year-old population.
- b. Graduate 100% of the 12 year-old population and 100% of the multiple-aged population from 6th Grade.
- c. Increase the academic achievement of pupils in the 3rd and the 6th grades in Mathematics and Spanish to 70%.
- d. Integrate 7,000 rural multi-grade schools into a maximum of 466 networks.

Program Costs

COMPONENTS	Costs per Year US\$			TOTAL
	03	04	05	2003-2005
1. Establishment of Rural Education Networks.	400,825.00	641,320.00	561,155.00	1.603.300.00
2. Rural Network Pedagogical Model.	3.499,850.00	5.599,760.00	4.899,790.00	13.999,400.00
3. Voucher for the Promotion with Quality.	3.595,000.00	5,752,000.00	5.033,000.00	14.380.000.00
4. Network Management and Supervision.	207,507.75	332,012.40	290,510.85	830,031.00
5. Network Information and Assessment System.	257,675.00	411,320.00	359,905.00	1.028,000.00
TOTAL PROGRAM COSTS	7,960,257.75	12.736,412.40	11.144,360.85	31.841,031.00

STRATEGIC GUIDELINES

Four strategic guidelines orienting the Education for All Plan (EFA-FTI), 2003-2015, emerge as a response to the problems already described, and as a complement to all the initiative and projects supported by the international cooperation and carried out by the Ministry of Education.

Strategic Lines that Contribute to the Completion of Primary Education	
A. Cohort Flows of Pupils Entering the System	<ul style="list-style-type: none"> • Strategies to increase on- time access, years of schooling and completion • Strategies to reduce repetition and dropping out • Strategies to satisfy the needs of boys and girls in vulnerable groups
B. Quality of Content and Teaching Methodologies	<ul style="list-style-type: none"> • Strategies to guarantee pertinence and application of academic standards related to the Basic National Curriculum and active methodologies • Strategies for the efficient provision and use of pertinent materials (increase the ratios of textbooks to pupils) • Improvement and maintenance of school environments and infrastructure
C. Management of the Teaching Human Resources	<ul style="list-style-type: none"> • Strategies to guarantee teachers graduating pupils from higher education with command and capacity of incorporating themselves into the system • Strategies to guarantee the impact of quality in the country's efforts for a better teacher remuneration • Strategies for the selection, assignment and distribution of the human teaching resources • Management of the pedagogical practice in the classroom • School management • Reliable information systems
D. Potentiality of Community Involvement: Reduction of Family Costs and Involvement of Parents	<ul style="list-style-type: none"> • Compensatory strategies to reduce direct and indirect education costs for pupils from low-income-families • Strategies to involve the community in the management and assessment of education quality • Strategies to ensure the community involvement in the organization and administration of rural education networks

BENEFICIARY POPULATION

The Social Cabinet, under the framework of the Government Plan 2002-2006 guidelines, has taken concrete actions to reorient the social policy, with the finality of achieving a greater efficiency and equity in actions, especially those oriented to reducing poverty.²³

One of the actions is oriented to the coordination of efforts, so that they may be focalized according to poverty indicators. Focalizing will permit the generations of an efficient system that will allow the prompt identification of the poor in each geographical area, and also space, consequently an adequate local legislation to guarantee the greater efficiency of actions destined to combat poverty.

Under this context, the guidelines interventions of the Education For All Plan will have a national coverage but will be focalized in those municipalities which according to the study prepared by the Social Cabinet, have been categorized as the poorest.²⁴ Likewise, priority for coverage will be given to the regions and communities reporting the highest index rates of repetition and dropouts and with academic achievement averages of less than 35% will have preference. The main beneficiaries will be the boys and girls between age 5 and 15 and those who are over-aged and still attend school.

The Plan will also provide priority attention to the ethnic population by considering their cultural diversity and their particular education needs. Equal opportunities will be assured under gender equity for the access to and permanence of girls in schools, and likewise, the access of boys and girls with special education needs, guaranteeing their admittance and permanency in the regular school by means of special attention.

²³ Reorganization of the Social Policy, Focalization and Coordination. Ministry of State in the Presidential Offices, September 2002.

²⁴ Honduras has 298 municipalities. The poorest 87 municipalities will be calculated taking as base the superior malnutrition index above 52% and the municipalities with a greater absolute presence of poor according to the Population Census of the Year 2001.

CHAPTER IV

JUSTIFICATION OF THE PROPOSAL AND FEASIBILITY STUDIES

Honduras is fully committed to the education sector and to the MDG/EFA objectives. Thus, it has designed a viable plan for EFA-FTI support, within the framework of its poverty reduction strategy and education development goals. The focus is on the quality, efficiency and equity of education, especially at the primary level, without detriment to the expansion of coverage and access opportunities for isolated communities and vulnerable groups.²⁵ The goal of the EFA-FTI plan is **universal graduation from sixth grade for all 12 year-old boys and girls by 2015**, through the achievement of the following objectives: (i) improved student flows, (ii) quality of the teaching profession, (iii) fostering potential education demand, (iv) improve organization and accountability through out the system, and (v) special concern on ethnical and vulnerable groups strengthening their cultural identity and their full integration to Honduran society. To achieve these objectives, five strategic programs are proposed and will complement other interventions by the Ministry of Education with support from national stakeholders and from the international cooperation community. All these actions are mutually supported and do not compete with each other.

A. AN INTEGRATED FRAMEWORK

This section explains how EFA-FTI Plan is related to the Current Education Plan 2000-2006 and what are the main mechanisms to be used for integrating different project interventions in order to improve education quality and achieve the universalization of primary education for 2015.

The Strategic and Action Plan, "With Education, a Future for Sure" includes three central axes (1) **strategies for improving educational quality will focus on schools**. A fundamental principle of the ongoing education reform is that changes must occur inside the classrooms, so, therefore, pedagogical interventions and investments should be concentrated on classrooms where educational practice take place. (2) **Social Equity is a goal of the educational policy**. At the present, the Honduran population experiences some inequalities in the accessing to the goods and services provided by the educational system, consequently the ME has taken action to solve this problem in order to increase population access to education with quality, as a mean to decrease social disparities. (3) **Education is returning to society**. The educational reform policy is promoting civil society participation. Education is a responsibility that, without diminishing the role of teachers, must be shared by society, taking advantage of the educational potential of families, community, media, civil organizations and private enterprises. The ME is making alliances with all stakeholders in society in order to join efforts for undertaking educational actions.

From the Education Plan 2002-2006 perspective, the Honduras Plan Education for All, 2003-2015 becomes the leading and normative instrument for articulating policies, strategies and general goals for the long term. The Plan also integrates ongoing programs and projects and new ones in order to maximize financial resources of the present administration and to increase educational impact.

²⁵ Targeting will be made based on a Social Cabinet study (Sept. 2002) in which municipalities have a category according to poverty levels. Also it will be taken into account those with a high rate of reprobation, desertion and a low achievement.

At the present, the ME is conducting an analysis on objectives, targets and strategies of all ongoing projects that are being financed with international cooperation funds in order to make the necessary adjustments, and at the same time, they are being developed and assessed. Thus, all of them work for the achievement of the goals established for the short, mid and long term.

The main mechanisms for integrating interventions to programs and components of The Education for All Plan are the following: (1) A commitment encourage participation among institutions, ME Divisions, projects and international agencies involved in the Plan development. (2) A progressive articulation among programs and projects for complementing interventions without affecting their original agreements and target areas, (3) Inclusion of Plan programs into the budget structure so that activities, goals and indicators are reflected in the annual planning and operation, (4) institutionalization of planning activities, supervision, monitoring, evaluation and organization of a national system of indicators for quantifying the progressive fulfillment of the Plan objectives and goals.

Structural Integration: The School Network will be the main mean to integrate operations developed by the ME, as well as those proposed in the Plan programs and components. This will produce an organization and management model that allows Departmental, District and municipality offices to have the availability of the following inputs: motivated, trained and up dated teachers, school infrastructure with adequate pedagogical conditions, educational materials (texts and workbooks) and complementary benefits such as coupons for meals, transportation and students educational tools.

The school networks will take advantage of successful experiences of ongoing projects such as: Let's Save First Cycle of Primary and Let's Learn Mathematics, APREMAT (USAID), Community Education and PROHECO (The World Bank), DECUMH and PRRAC (European Union), FEBLI (GTZ), Let's Save First Grade (AEO) and others.

Efficiency Inputs and Coverage: The Basic Education Efficiency Program included in the EFA-FTI Plan will provide a framework where complementary educational inputs will be added to those already provided by the ME with the support of **international** projects. Some key interventions developed by ongoing projects will be strengthened such as: development of a National Basic Curriculum; measuring of educational quality through The External Unit for Measuring Educational Quality (EQMU); development of formative evaluation tests and educational materials produced by The Primary Education Efficiency Project and Let's Save First Primary Cycle of USAID; institutional capacity and experience for supplying alternate educational services for dropout students as those provided by EDUCATODOS and PRALEBAH. At the same time, the Basic Education Efficiency framework will incorporate institutions and projects that supply educational services for children with special needs.

The Strengthening of The Pre-Basic Education Program proposed by The EFA-FTI Plan will also consider all of the experiences in increasing coverage in preschool education creating kindergarten centers through the national budget and organizing not formal educational centers (CEPENFs) thanks to the support of UNICEF, The World Bank, private enterprises, NGOs and municipalities. The new preschool framework will emphasize quality establishing a mandatory year of preschool and providing a basic package of educational materials for the children.

The Intercultural Bilingual Education Program considered in EFA-FTI Plan will also develop a framework to use and strengthen the on-going activities developed by the ME through PRONEEAAH with a complementary support given by The World Bank. Also, the program will take advantage of interventions developed with the Tawakas ethnic group by The Spanish International Cooperation Agency (SICA).

A Framework for improving teachers efficiency. The Teachers with Quality and Efficiency Program will strengthen the achievements reached by the ongoing projects: Teachers' Pre-Service Training Program (TPST) and In-Service Training Program (ITP) that are executed by the Francisco Morazan National Pedagogical University with national funds, and external financing provided by The German Cooperation Agency (GTZ, KfW), the World Bank and the Spanish Cooperation Agency. Moreover, the Teachers' Efficiency Program will give continuity to the evaluation of teacher performance and a strategy supported by the World Bank to improve quality and efficiency of teachers through a system that includes incentives, supervision and an evaluation mechanism to determine accountability.

An In-Service teacher training program that includes supervision and follow-up will use successful experiences developed in the past or yet in progress, specially those related to students motivation and self esteem that produce a greater impact on academic achievements. The ME will introduce a training strategy that provides a permanent technical support for principals and teachers, thus, institutional leadership at the school level can be strengthened and students will be able to get better services at the national level.

Efficient Follow-up and Information Systems. Within the EFA-FTI Plan a national follow-up and information system will be developed in order to support decision making and accountability, and for tracking progress on educational indicators and towards achieving goals. All of the initiatives and financial resources included in different on-going projects will be integrated in order to organize the use of technical assistance, resources and indicators. The Plan EFA-FTI information system will take into account applications designed inside The Integrated System of Teachers as Human Resources (ISTAHR), which includes several components as: budget, accounting, statistics and school mapping.

Overcoming Existing Obstacles. The most important challenge to be faced for the ME is the existing gap between national education indicators related to regional averages. This means overcoming the existing obstacles for universalizing primary education graduation.

The obstacles have been characterized under various structural shortcomings such as: (a) lack of a general framework for the educational system, (b) weak institutional management capacity, particularly at the operative levels and inconsistent statistical information reported by educational centers. These limitations have not allowed that interventions undertaken by the ME solve the educational problems that are reflected on the high rates of failure and repetition, low academic achievement and an endemic and unmotivated attitude of teachers in their daily practice.

Through the EFA-FTI Plan several mechanisms as those previously mentioned, specially those related with annual planning, budget formulation, rational use of resources, tracking, use of

common educational indicators and integrated participation of stakeholders through national, subnational and community instances will be adopted by the ME in order to overcome traditional educational barriers.

B. FINANCIAL FRAMEWORK

The internal effort to finance the education program for primary education (grades 1-6) considers maintaining an allocation of 7.2% of the GDP, and 45% of the Ministry of Education budget. For the period 2003-2015, the overall estimated cost for government development strategies in primary education is of US\$4,610.0 million, an average of US\$355 million per year. Government financial efforts are in the order of 84.1% for the period mentioned above and represent annually approximately US\$ 298.3 million. The use of external debt alleviation resources are considered to the order of US\$11.4 million annually and of non-reimbursable assistance in the order of US\$26 million during the period. Even with the allocation of 100% of debt alleviation resources to the compliance of the Education for All goals, these would result insufficient. Furthermore, the already existing external financing is committed to projects already in execution and, thus, the effort is to identify resources destined to fast track the achievement of the Education for All goals, including assuming new commitments with the international community, in the form of donations as well as concessionary loans.

Table No.22

**COST AND FINANCING OF THE GOVERNMENT STRATEGY
FOR PRESCHOOL AND PRIMARY EDUCATION
(TWO FIRST BASIC CYCLES: Grades 1-6) 2003-2015**

DESCRIPTION	IN MILLIONS OF US \$	%
A. TOTAL COST	4,610	
1. Resources required for the educational strategy, including FTI-EFA	4,610	
B. FINANCING	4,610	100
1. Internal Resources Required	3,878	84
2. External Resources Required	732	16
Projects in Execution	60	8
External Debt Alleviation	149	20
Current Reimbursable Assistance	129	18
Expected Non Reimbursable Assistance	26	4
Additional to be negotiated under FTI-EFA	368	50

Source: Special Estimates for EFA Plan

The expected financial allocation destined to achieve the goal of universal completion of sixth grade at the appropriate age by the year 2015 is established within a macro-economic context that assumes greater GDP growth, a one-digit inflation, and prudent and sustainable public expenditures in the medium and long term. However, in case that economic growth and resource availability expectations are not fulfilled, it will be necessary to re-examine the intra-sector allocations and the benefit derived from an efficient promotion when graduation students in 6 years and not the 9.4 years required as of now.

Under this pattern of sector allocation the government commitment is to devote more than 40% of overall public resources to social expenditures, especially basic social services and particularly education services. During 2001, the government spent 7.2% of the GDP and 26.7% of the central government's total spending in education; similar proportions are maintained for 2002. Notwithstanding this high priority, the financial efforts have been restricted by size and rate of growth of the Gross Domestic Product, the government's fiscal income and the diverse demands on public expenditures. Thus, the country continues with financial gaps achieving the development goals of the millennium and the commitment of universal primary education completion.

In the past decade, government efforts successfully expanded education coverage, including infrastructure and basic materials. Education efforts are now focusing on improving the quality of education and the internal efficiency of the system. The effort is two-fold: continuing with the actions agreed to-date with cooperating entities and establish new strategies to fast track the universal completion of primary education. Thus, the Honduras EFA-Plan proposes complementary support to improve student flow indicators (on-time access, promotion, retention and graduation) in the primary education system. (See Annex No.11 referring to the educational situation and the sector Development Plans)

In terms of on-time access, in spite of high primary education enrollment, the proportion of seven-year-old children in first grade is low (58%). The Plan proposes a mandatory year of preschool, creating schools in isolated communities through a network organization of rural schools, deepening the role of community participation, and increasing awareness and parental demand for education services.

Regarding the multiple repetition and overage students in primary education, the interventions are both corrective and preventive programs. The corrective intervention is a special acceleration (leveling) program for overage students. Preventive programs are designed to reduce repetition and dropouts through compliance with effective in-classroom learning schedules, improved pedagogical and administrative management, better pre-service and in-service and training of teachers, supply of pertinent materials and textbooks, the application of school evaluations and feedback, new school management and community participation strategies, and an improved system to assess education results. Retention in rural areas will be strengthened by reducing disparities in student/teacher ratios, the organization of rural school networks, the reduction of one-teacher schools, and the redistribution of teachers.

Promotion is directly linked to learning, and learning to the quality of teaching. Honduras is making considerable efforts to improve the quality of its teaching force. Recently, it improved teachers' salaries so as for them to compare favorably within the Central America region and among different professions in the national environment. The Honduras EFA-FTI Plan's special focus on teacher effectiveness links the improved remuneration to better performance. Salary incentives will be granted according to results accomplished in the classroom and also by the students. Likewise, primary teachers' remunerations will be paid according to an agreement (until 2005) and afterwards will be adjusted in line with the expected inflation (until 2015). In general, the government will continue with a salary policy in the public sector that does not endanger fiscal stability.

Improved teacher training will also benefit from tools to improve classroom management and accountability, including information systems (linking the school with other levels of the system), curriculum delivery strategies, pertinent pedagogical methods, community participation and compliance with the full school year calendar and the required effective hours of teaching and learning.

C. COSTS AND FINANCING FOR 2003-2005

The costs of the first three-year period (2003-2005) of the EFA-FTI program total nearly US\$86.1 million, a yearly average of US\$28.6 million. A summary of the financial programming for the Plan specifying the programs and their components is presented in Attachments 3, 3a and 3b. The first one includes the resources programmed for the first three years, the second and third one show the costs for direct beneficiaries and the spending by program and investment category, respectively. At the same time the programs and components were classified into two groups: one that strengthens educational supply and emphasizes quality, and the other one that supports educational demand. The supply group includes: alternate programs, teacher training, printed didactic materials, standardized tests, basic package of didactic materials for teachers and others. The demands include, basic packages of didactic materials for children, school meals, scholarships, transportation coupons and others. (See Attachment 3c)

The financial resources from other sources that would accompany the amount mentioned above are presented in Table No.23. This financial scenario represents the minimum sums required to initiate in a decisive manner, the reforms and activities of the present educational proposal for elementary education. If the resources do not flow from the identified financial sources and in the required amounts, other financing sources would have to be sought, probably reimbursable ones; that would increase the country's external debt.

DESCRIPTION	IN MILLIONS OF US \$	%
A. TOTAL COST	1,125	
1. Resources required for education strategy, including the FTI-EFA	1,125	
B. FINANCING	1,125	100
1. Internal Resources Required	946	84
2. External Resources Required	179	16
Projects in Execution	43.0	24
External Debt Alleviation	24.2	14
Current Reimbursable Assistance	19.7	11
Expected Reimbursable Assistance	6.0	3
Additional to be negotiated under the FTI-EFA	86.1	48
Source: Special Estimates for EFA-FTI Plan		

D. FINANCIAL SCENARIOS

To achieve the EFA goals, two scenarios for national and external resource demands are presented, assuming similar economic growth rates but different inflation rates. Both scenarios assume the government will continue its high priority in the allocation of public resources to the education sector (7.2% of the GDP as average during the period), and in turn primary education will absorb nearly half (45.5%) of the Ministry of Education budget. Additionally, the reallocation of resources within primary education is expected to achieve efficient use. (See Attachment No.11 'Situation of the Education and Plans for a Sector Development in Relation to the "Indicative Framework" of the Education For All Fast Track Initiative).

Scenario 1: This more conservative scenario was used to project the revenues for the total expansion of preschool education coverage, the reduced levels of repetition and dropout rates, and for achievement of universal primary education. To achieve these goals, there will be an annual increase of 800 teacher positions until the year 2005 and, subsequently teachers will be reassigned, as needed, to priority areas in line with a sustainability policy in the hiring of new teachers. The goal of the EFA-FTI Indicative Framework is to achieve a student-teacher ratio of 37.5 for 2015. The salary policy for teachers, agreed between the government and primary education teacher unions for the years 2002-2005, will be maintained and any annual salaries after this period will be adjusted only according to the estimated annual inflation.

For facing education financial demands for the period 2003-2015, it is assumed that economic growth rates will have the following trend: 2.7% in 2002, 3.5% in 2003, 4% in 2004 and 2005, and 5% from 2006-2015 (the assumed sustainable growth rate stated in the RPS). The annual inflation rate assumptions will be: 10%, from 2002 until 2007 and 8% for the 2008-2015 period.

The expectation is that with a higher rate of growth after 2005 and stable salaries, teacher salaries by 2015 will be reduced in terms of GDP to 3.5-4 times per capita GDP, from their present level of 6 times per capita GDP. Based on an annual economic growth rate of 5%

(assumed after 2005) and an inflation rate of 8% (assumed from the start of 2008), financial resources calculated for Primary Education amount to US\$355 million annually or US\$4.610 million for the period 2003-2015. Of these amounts, 84.1% would be of national origin while the remaining 15.9% would come from external resources. Considering that external flows would continue at their normal levels, complemented by the resources for debt alleviation, a financial gap would result in the order of US\$28.3 million annually and of US\$368 million for the period 2003-2015. This amount would be equivalent to the financial requirements for developing the EFA-FTI Plan's programs and thus fulfilling with the EFA goals (see Table No.22).

Scenario 2. This slightly more optimistic scenario displays a rate of inflation congruent to what is programmed by the IMF. Economic growth rate assumptions are as follows: 2.7% in 2002, 3.5% in 2003, 4% in 2004 and 5% for 2005-2015 period. As to the inflation rate, it was assumed that it will take the following values: 8% for 2002, 7% for 2003, 6% for 2004 and 5% since 2005 to 2015. By assuming an inflation rate of 5% rather than 8% as considered in Scenario 1 for 2005-2015 and an annual economic growth of 5% beginning in 2005 (rather than a year later, as projected in scenario 1), this scenario would induce a new composition of all internal and external resource requirements that would need the reprogramming of more resources for primary education in the framework of the Ministry of Education's Budget and to maintain the level of the contributions to the EFA-FTI goals.

E. Scenarios on Internal Efficiency, Students Flows and Primary Completion Rate

The financial scenarios were complemented with simulations on internal efficiency and students flows using the I-Think Model. The simulations (See Attachment 12) include three tendency analysis from 2000 to 2015: the first one considers Plan EFA reforms, the second one assumes that primary education evolves according to the observed tendency, and the third one considers an intermediate tendency between the two previous simulations. The assumptions in each projection include changes for the following parameters: enrollment by grade and age for the year 2000, repetition rates, dropout rates adjusted by abandonment probabilities related to years of overage, proportions of children at age 6 or 7 that enter first grade and population growth rates by single ages and single years for the 2000--2015 period. (See tables No. 24 and 25).

The data used for the simulation analysis in this proposal come from the current educational statistics available at the ME, however, future analysis for modeling the education system will require the organization and updating an excellent information system integrated with monitoring and evaluation activities, able to produce data for cohort analysis of children entering and leaving the system, for calculating net rates of enrollment and termination rates by grade and for total primary education as the Plan EFA-FTI is implemented.

Simulation with EFA-Fast Track Resources

The simulation with EFA-Fast Track resources assumes very rapid and continuous reductions in repetition and dropout rates, so as to eliminate these inefficiency factors by the year 2015. The proportion of children entering first grade increases continuously for those at age 6 and decreases for children at age 7. The proportion of children that do not enter school is equal to zero at the middle of the projection. The school population growth is assumed to increase at 2.4% by 2005, then it changes to 2.1% by 2010, and finally decreases at 1.8% for the years to come.

As a result of progressive improvements on the internal efficiency of primary education, means that the completion rate increases continuously from 69% in 2000 to reach 100% for 2014. This, in the extent, that basic education efficiency programs develop, the entrance of children to first grade occurs earlier, repeating students and dropouts are reduced and sixth grade graduates increase constantly to reach universal graduation of all children aged 12.

The EFA-FTI Plan simulation shows that enrollment, both total and by grade, decreases in the first projection years and then it marks an increasing tendency for the final year span, following a pace similar to that of school age population growth.

Simulation with Observed Tendency (without EFA-FTI resources)

The assumptions for this estimation consider that repetition and dropout rate reductions follow the tendency observed for the 1995-2000 period and, therefore, these factors will negatively affect the internal efficiency of primary education for 2015. The ratios of children entering first grade are assumed as a constant for the whole period and growth population rates are the same as those considered for the EFA-FTI simulation.

Quality improvements on the recent past are reflected in an increase in completion rates from 69% in 2000 to 74% in 2005. However, due to the increase in primary education demand and to the prevalence of internal inefficiency factors, the completion rate drops to 68% in 2010 and keeps constant for 2015.

The enrollment curve by grade and by total decreases in the first years of the projection, but it raises again due not only to school age population growth but also to repeating students and dropouts that remain in the system. The primary education system is not able to reduce the existing inefficiencies, and consequently universal sixth grade graduation becomes hard to achieve for 2015.

Simulation of an Intermediate Tendency (With Partial Resources from EFA-FTI)

The intermediate projection attempts to incorporate present initiatives of the ME for improving primary education quality with existing resources that include a high proportion of national funds. Repetition and dropout rates in the first grades (1-3) are reduced relatively in 2015, ratios for first grade entries are assumed almost as a constant and rates for school age population are the same as those included in the two previous simulations.

A better use of existing financial resources and the implementation of a set of strategies for improving organization and management in primary schools are reflected in an increase in the completion rate from 69% in 2000 to 75% in 2005. Nevertheless, due to a lack of additional resources destined for expenses such as supervision, didactic materials, educational campaigns and demand incentives, the completion rate will reach 73% in 2006, but it will descend and diminish the initial impulse due to lack of resources, until reaching a level of 75% for 2015.

Similar to the simulations described in the intermediate projection above, enrollment, both by total and by grade, descends at the beginning of the projection and then returns to continuously increase until the final 2015 horizon, due to school age population growth and also because of repeating students and dropouts that still remain in primary school. The target of graduating 100% of children in sixth grade, therefore, can not be reached.

Table No. 24

	Rate of Completion of Sixth Grade Students (%)												
	Base Line	2005			2008			2011			2015		
		EFA-FTI Target	Observed Tendency	Intermediate	EFA-FTI Target	Observed Tendency	Intermediate Tendency	EFA-FTI Target	Observed Tendency	Intermediate Tendency	EFA-FTI Target	Observed Tendency	Intermediate Tendency
Ratio of Sixth grade graduates related to population aged 12 .	68.5	75	74	76	82	68	70	90	68	70	100	68	70

Note: Sixth grade graduates include children of all ages.

Table No. 25													
Internal Efficiency Indicators (%)													
Grade	Base Line	2005			2008			2011			2015		
		EFA-FTI Target	Observed Tendency	Intermediate									
Rates of Repetition													
Grade 1	19	13	18	18	7.8	17	15	5.4	17	12	4	15	10
Grade 2	11	7.5	10	9	4.5	9	8	3.5	8	7	3	7	5
Grade 3	8	5.6	7	7	3.4	7	5	3.0	6	4	2	5	4
Grade 4	5	3.6	5	5	2.2	5	5	2.1	5	5	2	5	5
Grade 5	4	2.5	4	4	1.5	4	4	1	4	4	1	4	4
Grade 6	1	1	1	1	1.0	1	1	1	1	1	1	1	1
Dropout Rates	3.4	2.2	3.4	3	1.1	3.4	3	0.6	3.4	3	0	3.4	2

Note: The dropout rates were adjusted upwards based on abandonment probabilities according to years of overage.

CHAPTER V

IMPLEMENTATION STRATEGY AND MONITORING AND EVALUATION SYSTEM

A. IMPLEMENTATION STRATEGY

The implementation, follow-up and evaluation of the Honduras EFA-FTI Plan will require the participation of several institutions from the central and municipal government, communities, non-governmental organizations, private sector, cooperating entities and international organizations.

The leadership in the implementation of the Plan corresponds to the Ministry of Education under the guidelines of the President of the Republic and the coordination instances which he rightfully designates. For the conduction of the Plan, the Ministry of Education will develop an operational framework integrating different actors as well as their commitments and obligations. The Ministry of Education, at a national level, will consult and coordinate with the representatives of the Primary Education Directors Council, the Teacher Union for Primary Education, and Student Governments.

Regarding the international education consultations and coordination, the existing Board of Donors Representatives in Honduras (BDRH) will be the key mechanism. This instance has generated highly positive results in the coordination of policies, and in the priority expedition of project implementation. In addition, coordination will be emphasized with other instances such as the Group of Ambassadors and Representatives at the G-15, and also in bilateral and multilateral cooperating agencies.

Co-Implementing Institutions

The Ministry of Education will work at the local level with municipalities, community organizations, and non-governmental organizations, having also considered the support of private enterprises specialized in financial management, management control, and technical assistance. At the international level it will establish a variety of cooperation lines with international agencies that directly manage their own projects within the country or transfer funds to be managed by the Ministry of Education.

In order to use the best services in the market, the Ministry of Education will legalize contracts, agreements and other type of arrangements with implementors so as to ensure efficiency and effectiveness during the EFA-FTI Plan implementation. The supervision and follow-up activities will be emphasized on processes and results instead of on a simple provision of services.

The Ministry of Education will establish strategic alliances with government executors (The Honduras Social Investment Fund (FHIS), The Family Transfers Program (PRAF), The National Pedagogical University Francisco Morazan (UPNFM) and The National Institute of Statistics (INE) etc.

FHIS, since 1990, has supported the education sector by building and repairing schools and classrooms and producing furniture for educational centers. The FHIS manages its own funds and transfers from other institutions, makes supervision and quality control of its projects and makes contracts with individual executors and companies. It allocates and programs resources using a poverty map and sets priorities based on municipalities' recommendations. Project implementation for additional schools and classrooms depends on new positions for teachers, programmed by the Ministry of Education.

The PRAF, since 1990, executes various programs and projects for supporting the education sector, such as: schoolbags and attendance bonus for primary education students in first to fourth grades. The PRAF manages its own resources and executes and supervises its projects nationwide.

The UPNFM has a long experience preparing the education professionals that teach in preschool and secondary level, as well as in developing research and other extra curricular activities. It has its main educational center in Tegucigalpa, a regional center in San Pedro Sula and six offices for distance education in different sites of the country. Recently, through a selection process at the Central American level, the UPNFM was nominated as coordinator of The Central American Regional Center for Training Teachers with Excellence, under an agreement with the USA government.

The INE was created in the year 2000 to undertake large statistics projects, to coordinate the national statistics system and promote institutional capacity of public sector institutions. At the present the Ministry of Education and INE have initiated a coordination process in order to produce the educational statistics in an integrated form and under a common normative.

Procedures for Managing EFA-FTI Funds

The EFA-FTI Plan will provide additional financial support to the Ministry of Education Budget, and the mechanisms for the financial control of these funds will be similar to those applied for the Poverty Reduction Fund (PRF), approved by a decree of the National Congress during the current year.²⁶ A window or fiduciary fund will be created for financing interventions considered in the Plan. The window will manage non-reimbursable resources provided by international cooperating agencies within The EFA-FTI Initiative context, therefore, these funds would not be used or transferred for different purposes than those considered in the Plan; neither will they be used for paying salaries.

An executive committee similar to the Social Cabinet or to the Consultative Council for the FRP will be created in order to approve and disburse resources from the window for the EFA-FTI funds. The Committee will define procedures for disbursing funds, also prioritize activities and interventions, ensure transparency and accountability of executors, promote participation among stakeholders and analyze reports on Plan progress and evaluation.

The Planning and Management Evaluation Unit of the Ministry of Education will be responsible for coordinating, preparing guidelines for prioritizing activities and writing Plan progress reports. Once

²⁶ Law for The Fund of Poverty Reduction, Decree NO. 70-2002, La Gaceta No. 29,769, April 30, 2002.

technical units and projects have defined their priorities, the Planning Unit and The Administrative Division will program the financial requirements and budget structure to be included in the overall government budget.

EFA-FTI funds will be audited by government control entities and various means of verification defined by cooperating agencies financing the Plan. Moreover, the Ministry of Education will undertake a financial management information system that will include the following components: procedure control, fund flows, accounting, planning, budgeting, financial reports and external auditing.

The EFA-FTI Funds Committee will be integrated by the following entities and representatives: The Ministry of Education which will occupy the presidency position, the Ministry of Finances, the Technical Ministry of International Cooperation, a representative from the Honduran Teachers' Organization Federation, a representative from Private Education Institutions, a representative from the Honduran Council of Private Enterprises, and a representative from the Honduran Municipalities Association. Two representatives from the international community will participate as observers in the Committee meetings.

B. EXPECTED RESULTS AND MONITORING PROGRESS

The follow-up and evaluation will be the responsibility of the Ministry of Education considering three key factors: advocacy for support from agencies cooperating to undertake The EFA-Plan, designing a framework for strategic alliances and promoting the government accountability policy among stakeholders. The follow-up and evaluation system for the Plan will have the purpose of ensuring compliance of its educational objectives and goals by means of continuously monitoring ongoing activities, as well as intervention strategies and products to be obtained in its five components. The system will function with a set of indicators in the following hierarchy: (a) impact indicators, (b) product indicators, (c) process and inputs indicators. The indicators will be defined as numerical values showing the real progress expected by The EFA Plan. The impact indicators will be measured annually and those related to products and processes will be verified tri-monthly.

The follow-up and evaluation activity will include four operation levels: (1) the Ministry of Education with its specialized offices, including the computer services department; (2) the departmental offices; (3) the district offices; and, (4) the school center together with the parent associations.

At the community level, the school directors, the AECO's and the School Network Board of Directors, will play an important role in the supervision of the opportune delivery of inputs and in the execution of enrollment goals, school attendance of teachers and students, quality of learning and flow of students from one grade to another. The district education directors will concentrate on the efficient and opportune administration of human, financial and material resources, and the Ministry of Education will ensure the technical coordination at the level of opening accounts, acquisition of goods and services at the central level and the opportune transfer of funds at the municipal and local levels. (See attachments 6,7 and 8)

CHAPTER VI

PRIMARY EDUCATION EXTERNAL FINANCING

The Government, together with the support from the international cooperation community, continues to expand the coverage and access opportunities at the different levels of primary, secondary and higher education, including non-formal options and community participation.

In the scope of primary education, during the past decade efforts were made and continue being made so as to expand coverage, establish educational regulations, provide the system with basic materials and textbooks, improve schools' infrastructure and provide basic furniture. Likewise, by means of monetary transfers families with school age children have been encouraged to use educational services. Nevertheless, there is no guarantee of on-time compliance of the Education for All objectives by 2015.

In the portfolio of projects and programs under implementation for primary education which are coordinated by the Ministry of Education, there are several projects (See Attachment No.9) oriented towards the improvement of education quality, expanding educational supply in rural areas, improving teaching methods for in-service teachers, and strengthening relations between schools and community members. Some projects have a national scope, but their main emphasis is in attending those communities in departments exhibiting the lowest indicators of educational efficiency.

Table No.26

Financing for Projects in Execution for Primary Education 2002-2006	
SOURCES	AMOUNT (Thousands US\$)
Multilateral	49.066
Bilateral	11.583
Total	60.649
Sources: Based on information provided by the Round Table of International Cooperating Members for Education (RTICME) March 2002	

Nevertheless, even with the support of existing projects financed by the International Cooperation, the government has not been able to cover the gap of educational services and the stagnation of some education indicators, especially those referring to primary completion rates. The proposed long-term support by EFA-FTI provides an opportunity to plan medium and long-term strategies to complement the more time-bound investment projects supported by multilateral and bilateral entities. Programs such as the expansion of preschool and the quality and efficiency of the teaching force require the longer planning as well as the support provided by EFA-FTI. Similarly, the needs of traditionally disadvantaged communities must now be addressed, since the goal is universalizing primary education, and not just increasing access through general and national programs. The support of EFA-FTI for equity is thus an important complement to

existing programs and partnerships in education. In addition, the Government can continue its general support to all education levels, especially for secondary education, which will need to provide access and pertinent education to an increasing number of boys and girls which will be graduating from primary education.

The Honduras Plan for EFA-FTI will complement the government's strategy and efforts but, above all, will fast track progress, overcoming the existing limitations identified in the education sector diagnosis and will also ensure continuity and sustainability of education policy in the long term.

CHAPTER VII

STATE OF THE HONDURAS PROPOSAL WITHIN THE EFA-FTI INDICATIVE FRAMEWORK AND PARAMETERS

The proposal is oriented towards improving the quality of Primary Education to ensure a greater internal efficiency of the system. This focus will require continuing with the actions agreed up to date with cooperating entities and also in-depth discussions of new interventions which may contribute to the objective of universalizing the compliance of the Sixth Grade. The country will maintain the priority for Education spending, in particular for Primary Education through the equivalent given in 2001, which means that the priority of resource assignment will be maintained at 7.2% of GDP for the Education sector, an increase of the Ministry of Education's budget as equivalent to inflation levels and an assignment of current expenditure for Primary of 45% current expenditure of the Ministry of Education's budget.

Likewise, the Plan contemplates improving pupil cohort flow indicators in the Primary Education System (see Attachment No.11 "Situation of Education and Sector Development Plans Relative to the 'Indicative Framework' Fast Track Initiative Education For All).

Notwithstanding high enrollment in Primary Education, the proportion of 7 year-old children enrolling into First Grade is low (58%); the Plan proposes improving this indicator by means of the introduction of a mandatory year of Pre-Basic Education, by creating schools in isolated communities, organizing the education system in rural areas, increasing community involvement, elevating the level of awareness of parents and favoring aspects that increase the demand of education services.

With regards to the rate of Sixth Grade completion and the number of students repeating grades in Primary, extra-age will be attended to, particularly overage by means of pupil leveling actions; repetition, dropping out and compliance of school hours by means of improving the pedagogical administrative procedures, designing bimonthly academic standards, an effective development of pedagogical techniques, the application of new school assessment strategies, improved education and training of the teaching staff, new strategies of school management incorporating community involvement, a new assessment system by results, and provision of basic materials and textbooks. The pupil-teacher ratio shall have less disparity between the urban and rural areas under the functioning of rural networks, the reduction of one-teacher schools, as well as the reassignment of teachers. To the possible extent, no more schools will be inaugurated nor more teachers hired after 2005.

Honduras has improved teachers' remuneration so their salaries can be comparatively favorable (both internationally and between professions in the national scope and as a proportion of the GDP). It is now considered to link remuneration to a better performance in the Plan, so incentives will not be given simply based on more titles or seniority, but also based on the results accomplished by pupils. Likewise, Primary teachers' remunerations will be paid according to what is achieved (up to 2005) and then they will be adjusted in line with the expected inflation (until 2015). In general, the government will continue a salary policy in the public sector that does not

jeopardize fiscal stability. Under these policies, the teachers' annual average remuneration ratio for Primary Education in relation to the GDP per capita will be congruent to the reference point included in the indicative framework.

An improved education for teachers, an implementation of information systems originated from the educational center all the way up to the Ministry of Education's central office, the application of bimonthly academic standards, and a sound community involvement and accountability, will favor the compliance of the official academic schoolyear calendar. Likewise, improvement of pedagogical practices will increase effective hours of teaching-learning.

CHAPTER VIII

RISK-MINIMIZATION STRATEGIES IN THE IMPLEMENTATION OF THE EFA PROPOSAL

For the achievement of the objectives both under implementation as well as for FTI-EFA proposal results, there must be a punctual and clear definition of the guarantees that ought to minimize the risks of not maintaining a national consensus favoring the program's objectives, the low capacity of implementation and the adequate assignment of resources.

A. MAINTAINING THE NATIONAL CONSENSUS IN FAVOR OF THE FTI-EFA GOALS

Maintaining the National Consensus is required as regarding the application of reforms and assuming obligations that demand complete participation in the teaching-learning processes. The different actors in the Honduran society have been discussing the need to transform education and reached a consensus with respect to ten (10) basic points.²⁷ Having its foundation in such a proposal, as well as in the Reduction of Poverty Strategy and the Action and Strategy Plan 2002-2006, the present Plan was formulated after collecting all the agreed principles so as to propose achieving objectives by means of a series of concrete actions. Since some of the actions modify behavior patterns and attitudes shown up to date, it may be that some sectors might exhibit an initial reluctance when assuming new obligations.

The clarity of the interventions' objective and the selection of more effective strategies, as well as the community's involvement and continuous assessment and evaluation mechanisms with tri-annual progress reports, will help to minimize the risk of not maintaining, for the long term, the national consensus accomplished to date.

B. GUARANTEEING IMPLEMENTATION CAPACITY

The implementation of reform and exercise of obligations will be influenced by the capacity of implementation manifested by the actors of the education system. Therefore, the concern of the international community regarding the country's capacity to efficiently implement education sector programs and projects is recognized. The reason is because historical capacities of implementation have been particularly limited due to a series of factors, amongst them, the fact that human resources are not sufficiently capable at technical, managerial and administrative areas. Teachers possess both a deficient and insufficient training that does not allow them to provide quality education services.

Consequently, the objective of minimizing the risks of this relatively low implementation capability will require accelerating and discussing in-depth institutional reforms; expanding community involvement and developing accountability mechanisms; as well as establishing significant and well focalized investments.

²⁷ FONAC, 2001, Proposal for the Transformation of Education, Tegucigalpa.

C. ADEQUATE ALLOCATION OF RESOURCES

The financial stabilization and structural adjustment process has set limitations for the allocation of human and financial resources in social areas; nevertheless, the government has recognized the need to protect social spending to ensure healthy Hondurans and a high level of human capital. By protecting social spending, the government has given priority to assigning resources for education and, in particular, to the Primary level, even with a strong competition of the High School and Tertiary sectors. After prioritizing Primary Education, the importance of teachers as human resources has been recognized and, consequently, remuneration has been improved to compensate the deterioration that was experienced during the past decade. Efforts made to improve salary levels must now generate returns in an also highly improved education quality.

Salary policy for teachers has had implications on Public Finances. Therefore, this policy must be managed so that it does not jeopardize macro-economic sustainability. This risk is minimized under the agreement reached between Primary Education teachers and the government²⁸, which compromises not only salary aspects but also those relative to teacher performance and education achievements. To attain the latter, in the short term, procedural mechanisms will be put into practice so as to assess teachers' performance.

A second risk is not channeling the necessary assignments which will consistently improve the quality of education. This risk may be minimized by means of assigning resources from external cooperation towards actions such as reforms for the delivery of education services in the classroom, teaching staff education and training, basic educational materials, construction and rehabilitation of classrooms and expansion of pre-school education.

²⁸ July 2002

CHAPTER IX

PARTICIPATION AND CONSULTATION STRATEGY

A. CONSULTATION DURING THE PREPARATION OF THE FTI-EFA PROPOSAL

The preparation and consultations of the Government Plan proposal for the Universality of Primary Education under the Fast Track Initiative's framework, in support to the international commitment *Education For All*, were made under the principle of a broad-sense proposal for national appropriation sustained on the country's own reality. This principle of ownership for this proposal guarantees implementation and follow-up feasibility in the long run, so that a sustainable effort can be maintained in the long term.

The formulation of the plan began in July and was concluded on the second week of September 2002. The formulation and consultation work was within the framework of national dialogue recommendations conducted by the National Convergence Forum (FONAC) during 1999-2001, the Reduction of Poverty Strategy and the Action and Strategy Plan 2002-2006. The technical team in charge of preparing the proposal was directed by the Ministry of Education, rigorously following the guidelines of the President of the Republic and of the Social Cabinet. The technical team was integrated by specialists from the Ministry of Education and the National Pedagogical University "Francisco Morazan", jointly with national consultants broadly experienced in public policies for both the Education Sector and the national reality.

With the progress made in the proposal's formulation, the main actors from the education sector were consulted and their responses and suggestions were analyzed. Once comments were added, a new draft paper was delivered for additional suggestions.

Among the actors who were consulted, in the national scope, are the representatives from the teaching profession organizations, the National Convergence Forum (FONAC), the Consulting Council of the Reduction of Poverty Strategy (CRPS), as well as the Honduran Private Sector Council (COHEP). In the international scope, an interactive channel of consultation was maintained with the international cooperating community by means of the following instances: (i) Group of Ambassadors and Representatives (G-15) and the Follow-up Technical Group (GTZ); (ii) the Board of Donors Representatives in Honduras (BDRH), in which bilateral and multilateral cooperating entities that are working in the sector are also represented. Moreover, consultations were made with the Executive Secretariat of the Fast Track Initiative and FTI-EFA. (See Attachment 13)

The problem of Primary Education was defined, under all these instances, as one which required giving priority to improving the quality of education as the fundamental task that the proposal should follow. Likewise, the major determinants that result in a poor and low education quality in key education issues were identified. The principal interventions to remedy and counteract the negative factors were consistently discussed in the consultation process, as well as the perfection and expansion of previous experiences proven to be successful. Although, at every moment, the consultation process aspired to achieve a total consensus, the most important result was to identify, among the different opinions, the broadest agreement possible, taking into account not

only specific interests of the principal actors in the education sector, but also responding to national interest. Thus, observations and recommendations had to respond to the following strategic guidelines: (See Attachment 14).

- The pupil is the subject for all the interventions' benefits.
- The quality of education services prevails over the offer for expanding education.
- Participation of the main actors will be encouraged, especially at the community level and with the active presence of parents.
- The interventions will be targeted to geographical areas congruently based on a set of basic education indicators.

B. CONSULTATION AND PARTICIPATION PLAN DURING THE IMPLEMENTATION OF THE FTI-EFA PLAN

The Proposal's implementation will surely continue, as it has advanced for the preparation stage, under the same principles of national appropriation and community involvement with the purpose of guaranteeing sustainability of actions and improving the quality of Primary Education in the long term. The involvement of civil society in the plan's implementation will be achieved by means of the Consulting Council which is also supporting the implementation of the Reduction of Poverty Strategy. This Council is composed by government representatives, civil society and international cooperating community.

The process of transforming Primary Education towards consistent quality education will require a reoriented management of the education system, in which new roles are played by the Ministry of Education, the private sector and community organizations. The following issues will then be required:

- Develop an education management model to rapidly progress in decentralization, taking into account community involvement.
- Improve management and information systems at the central, departmental, district and local levels so as to provide accountability on behalf of the society.
- Develop internal and external school achievement assessments linked to the performance of teachers.

The plan's implementation will be submitted for assessment every three (3) years so as to ensure that the proposed interventions are being carried out efficiently, and that results linked to a higher education quality are being accomplished.

With the result of periodic assessments, the effort levels will be reviewed and adjusted to determine the proper assignment of physical, human and financial resources.

Community involvement will be achieved at two levels. In the first, parents will be familiarized with the management system of education centers; while at the municipal level, they will participate together with local authorities and other society representatives in prioritizing the assignment of resources and accountability.