

**Educational Sector Study in Honduras to
define the Assistance Strategies to be
supported by JICA and the IDB
-Problem Analysis-**

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**“Educational Sector Study in
Honduras to define the Assistance
Strategy to be supported by JICA
and the IDB”**

**Presented to the Japan International
Cooperation Agency (JICA) and to the
International Development Bank
(IDB)**

HONDURAS
January 25, 2010



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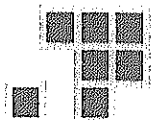


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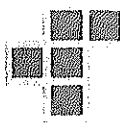
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III. ACRONYMS AND ABBREVIATIONS

AECI	Spanish Agency of International Cooperation.
ACDI	Canadian Agency of International Development.
ADUNAH	Association of Teachers of UNAH.
AECO	Community for Educational Associations.
AUPRICA	Association of Private Universities of Central America.
BES	Basic Education Schools
CABEI	Central American Bank for Economic Integration.
CADERH	Advisory Center for Development of Human Resources in Honduras.
CCEPREB	Non Formal Pre-School Education Centres.
CCF	Christian Fund for Children of Honduras.
CES	Council for Higher Education
CES	Social Economic Council
CESAL	Center of Studies and Solidarity with Latin America.
CINTERFOR	Inter-American Centre for Knowledge Development in Vocational Training
CIPRES	Center of Research and Economic and Social Proposals.
COHEP	Honduran Council of the Private Enterprise.
NBC	National Basic Curriculum.
CNE	National Education Council.
COMPA	Confederation of Autochthonous People of Honduras.
CONEANFO	Advisory Center for Human Recourse Development in Honduras.
CREAD	Consortium Network of Off-Site (Remote) Education.
CSUCA	University Higher Council of Central America.
DCNB	Basic National Curriculum Design.
DECUMH	Education Development in Urban Marginal Communities of Honduras.
DES	Directorate of Higher Education.
DDE	Departmental Directorate of Education
DDIE	Education in Info-technology Departmental Directorate
EANF	Non Formal Alternative Education.
EAP	Pan-American Agricultural School.
EDUCATODOS	Education for All.
EFA	Education for All (English acronyms).
EIB	Bilingual Inter-Cultural Teaching.
ENA	National School of Agriculture
ENAE	National Enterprising Meeting.
ENCOVI	National Survey of Living Conditions.
ESNACIFOR	National School of Forestry Sciences.
EU	European Union.
FEREMA	Ricardo Ernesto Maduro Andreu Foundation for Education.
FIDE	Foundation for the Development of Investments.
FONAC	National Convergence Forum.
GDP	Gross Domestic Product.
GTZ	Agency of German Cooperation.
IDB	Inter-American Development Bank.

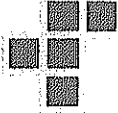


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IES	Institution (s) of Higher Education.
ILO	International Labor Organization.
INE	National Institute of Statistics.
INFOP	National Institute for Professional Development
INICE	Institute for Research and Educational Training.
IPC	Central American Technical College.
JICA	Japan International Cooperation Agency
LES	Law of Higher Education.
LLECE	Latin American Laboratory for Assessment of the Quality of Education
MERECE	Round Table of Cooperation in Education.
MIDEH	Improving the Impact of Student Performance of Honduras.
MOE	Ministry of Education
MOL	Ministry of Labor
NGO	Non Governmental Organization.
NPU	Network of Public Universities
NSSE	National System of Standardized Evaluation
OECD	Organization for Economic Co-operation and Development.
OEI	Organization of Iberian-American States.
OUI	Inter-American University Organization.
PASCE	Salary Proposal and Program of Social Adjustment and Education Quality.
PEC	Educational Core Projects (PEC)
PESE	Sector Plan.
PFC	Program of Ongoing Education.
PNDE	National Plan of Education.
PRAEMHO	Project of Support to Mid-Level Education of Honduras.
PREAL	Program of Promotion of Educational Reforms in Latin America and the Caribbean.
PREPI	Interactive Pre-Basic Education Project.
PROHECO	Honduran Program of Community Education.
PROMETAM	Program of Improvement of Mathematics.
PRONEEAH	National Program for Native Ethnic People of Honduras.
PRS	Poverty Reduction Strategy.
SAMA	System of Self-Evaluation for Accreditation Purposes.
SEMED	System of Off-Site (Remote) Mid-Level Education.
SICEVAES	Central American System for Higher Level Education Accreditation
SINAFOP	National System of Professional Education.
SINECE	National System for Assessment of Education Quality.
SINET	National System of Education for Labor.
SWAP	Extended Sector Program.
TIC	Technologies of Information and Communication.
TLS	Tutorial Learning System
UJCV	José Cecilio del Valle University.
UMCE	External Assessment Unit for Education Quality.
UMH	Metropolitan University of Honduras.
UNA	University of Agriculture.
UNAH	National Autonomous University of Honduras.
UNAT	Technical Support Unit.
UNDP	United Nations Development Program





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UNESCO	United Nations Educational, Scientific and Cultural Organization.
UNICAH	Catholic University of Honduras.
UNICEF	United Nations Children's Fund.
UNITEC	Central American Technological University.
UPEG	Unit of Planning and Assessment for the Proceeding.
UPNFM	Francisco Morazán National Pedagogical University.
USAID	United States Agency for International Development.
USPS	University of San Pedro Sula.
UTEN	Unit of Transformation of the Nacional Educational System.
UTH	Honduras' Technological University.
WB	World Bank

IV. EXECUTIVE SUMMARY

4.1 The Japan International Cooperation Agency (JICA) and the Inter-American Development Bank (IDB) subscribed a Memorandum of Understanding on March 31st 2009, where they establish the joint work to be undertaken to define the educational assistance strategy for the Republic of Honduras as of 2010. Under this framework agreement, JICA coordinated the implementation of the study in the educational sector, so that its outcomes become useful in the dialogue with the new administration that will take power as of January 2010. This study will also serve as an input for formulate priority projects in the sector and to make recommendations to the new government in order to update its public educational policies.

4.2 The methodology of the study includes carrying out interviews with key stakeholders; field visits to selected educational schools to obtain the opinion of principals and teaching staff who work in each one of the formal and vocational educational cycles and levels; carrying out focal groups involving principals, teaching staff and families of each one of subsectors, as well as the revision and analysis of secondary information.


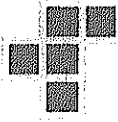
4.3 The document encompasses findings and descriptions of five levels: Basic Education, Pre-basic Education, Mid-Level (High School) Education, Vocational Education, and University Level Education; highlighting their main characteristics of organization, financing, coverage, accomplishments and constrains in each one of them. Finally, the general conclusions are included trying to identify the tendencies that the Honduran Educational System presents, as well as the respective recommendations.

4.4 The main findings indicate that the demand for education services will be increased during the next decade and therefore the Government should initiate studies and estimates to ensure that it will be able –in the immediate future and not so near future– to increase and maintain the education services supply, to solve the challenges of education quality by lowering grade repetition rates and dropout levels, to increase rates of enrollment of secondary and higher education levels, and to reduce inequities expressed in rural, urban marginal areas indicator and among those located in greater poverty quintiles, as well as to increase academic performance, and to reduce persons overage while studying.

According to UNESCO that inequality is expressed in the different degrees of person's preparedness for entering school, such as uneven quality of teaching provided, scarce educational materials, irregular educational levels of teachers, inefficient infrastructure of education schools and lack of incentives for teachers to continue acquiring enhanced competences and to raise their self-esteem. (2006/07, UNESCO)

GENERAL RECOMMENDATIONS TO IMPROVE THE SYSTEM

4.5 To propose changes in the national education system it is not enough to make it from the perspective of the different system's levels, but rather from a *systematic perspective* in which its components are organized in a conceptual and operative manner. It is



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fundamental to propose not only the working contents of every level, but rather the approach of modification of the organization, the structure and operation of the system on its different levels for the delivery of high quality educational services and their regulation.

4.6 Regarding the education social sector the reforms have to be fostered by the Honduran State and should be directed to the increase *efficiency, effectiveness and equity in the access of educational services.*

4.7 Six key fundamental guiding concepts or principles of sanitary reforms have been defined that could be used as basis for the educational framework reforms and their change progression: Equity, Effectiveness, Efficiency, Quality, Sustainability and Community Social Participation.

4.8 Currently, the Honduran Education System is centralized (although exhibiting intensities of no so centralized levels), therefore generating a conflict of interest in planning, delivering, and evaluating of the educational services. Furthermore, the budget allocation is a decision pertains to the central government; decisions based on local needs are farther away from reality. In addition, so far, it seems very difficult to establish mechanism of accountability given that those who elaborate the plans also carry out budget allocations and provide the services.

4.9 The first great step to improve the performance of the system is the separation of the governing tasks from that of direct provision of educational services. The Ministry of Education needs (MOH) must focus in the implementation of tasks such as governing, financing of the education, regulation and control of educational services, ensuring that educational packages are guaranteed for the population, as well as the harmonization of education service provision. Direct service provision should be delegated, according to legal authority granted to it by the Honduras' Constitution to other stakeholders, for which less centralized and effective mechanisms are already in place.

4.10 Currently, there is strong opposition to the decentralization issue due to erroneously views relating it to educational services "privatization"; however, in a wide sense decentralization would mean that the central and departmental levels plan the budgetary allocation per departments and per local networks (municipal or not) based on realistic criteria and needs. Once resources are allocated, these levels monitor the delivery of services under specific indicators of quality according to established regulations. These levels based in monitoring and controls of services decide the payment or disbursements in correspondence to performance. Organized communitarian levels plan and execute services according to regulations and take decisions regarding staff management, purchase of inputs, maintenance of infrastructure and others. Also, transparency comes forward from the monitoring and measurement of specific indicators of educational performance, delivery of disbursements against outcomes, and staff accountability by means of payment by tangible results. Communities may participate in social audits and in certify the services received as well as transparency in management of Government's resources. This administration of educational services modality would not be privatization given that the Government finances them and communities' population receives them for free.

4.11 The main goal of educational decentralization policy is the increase of efficiency in the use of available public resources and to encourage users of educational services to manage and control school centers. Decentralization at departmental and municipal levels consists in the distribution of responsibilities between the central government, local authorities and civil society through their representatives participating in the educational community, with the purpose of improving the management of education in the departmental and local level represented in the educational schools. (Rapalo Castellanos, 2003).

4.12 Let it be a warning that this approach to promote deep changes in the system would take at least a decade, also a strong political support must be present and technical assistance for the development of every tool required for its implementation should be available. A sensitive point of this approach is the status of the teaching staff established by the Teachers' Statute (*Estatuto del Docente*), which rules for egalitarian working incentives, without acknowledgement of payment based on performance. Nonetheless, these actions may be approached in phases without an inflexible approach to changes in the labor relationship with the teachers.


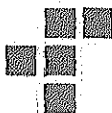
RECOMMENDATIONS BY SYSTEM'S LEVELS

PRE-BASIC EDUCATION

4.13 Improvement in learning processes on the pre-basic education level depends on a number of factors related to equipment needs, school proceedings, education of teachers, new rules of the game for the practice of teaching, periodical evaluation of students' performance, greater coverage and quality improvements, and programs that compensate initial disadvantages of students regarding their health and nutrition levels. All of these aspects have priority and they are explicitly required by the National Educational System. But in every case, a mechanism capable of ensuring principals and teachers' ongoing pedagogical support and assistance to their efforts of change is crucial. ((Marqués Graells, 2008)

To provide greater access to committed educative services for girls and boys less than five years of age

4.14 In the country, the first five years of age of children have had little visible attention in public policies, inter-sector plans and programs, as well as in state budgets. Advances have not been achieved and there is no clear awareness of this group needs, what requires integral actions to take care of them. Consequently, it requires assuming critical reflection for promoting a process to raise awareness, consisting in involving decision-makers to favor that Pre-Basic or Initial Education be based on stimulation for comprehensive development up to 6 years; taking into account external stimuli could leave definite marks in their mental and emotional development. The greater educational revolution may be carried out in a relatively short time period to take educational attention of all children (boys and girls) in the initial stage of schooling. To achieve this, political will is required



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and be reflected in the Honduras' State policy making and society involvement to put into practice the powerful idea of investing in education of children's less than five years of age.

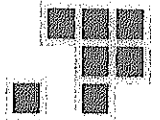
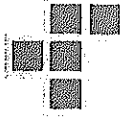
4.15 Educational attention provision to early childhood in Honduras is being developed by different institutions and NGOs, among them are Child Fund, SAVE THE CHILDREN, UNICEF, FEREMA and others. To establish coherence among inter-institutional and inter-sector work efforts already undertaken is in need and important, aiming to advance towards the universalization of opportunities on pre-basic education; regardless of its formal or non formal character by means of provision of integral educational in agreement with public institutions, NGOs and private associations will contribute to achieve the growth and coverage of education attention provision in early childhood.

4.16 The implementation of an Operational Education Attention Unit for Early Childhood within the MOH, involving Pre-Basic, Basic and Mid-Level Education staff, designed by the Sub-pedagogical Technical Secretariat which will define the educational policy for early childhood and will oversee for its correct implementation. Furthermore, technical assistance provided to institutions, would be one of the main strategies which will contribute achieve the growth and coverage needed. In addition to granting integral educational attention by means of implementing the methods including family, community and institutional surroundings, in alliance with private entities that show experience and suitability on this subject area. This strategy will be developed subscribing agreements under a framework of cooperation involving departmental or municipal entities and their authorities.

4.17 To expand the pilot Project of the community of *Chinacla*, Department of La Paz, pursuant to provide health care to the early childhood group, where the Integral Attention to Children in the Community (AIN-C) has been implemented integrating an early stimulation program.

4.18 In alliances among NGOs and MOH, through departmental and district directorates should seek to reach out with adequate and pertinent education subject matters to beneficiary families of this program. In this manner, nutrition subsidies will be organized with processes of education attention provision to achieve integral expected outcomes.

4.19 To achieve that level of integration, formal agreements between different non governmental agencies and institutions are not enough. It is vital to share information on the target population, its needs and the educational attention provision deficits, optimization on the use of resources in order to reach a greater number of beneficiaries. It is also important to systematize the strengths of each institution and to understand what efforts need to be complemented. The MOE should facilitate the certification of the andragonic component of an Early Stimulation Program, while the latter should extend its action to children who advance to formal education, especially in relation to nutritional support and monitoring of their growth and development, as well as for reorientation funds, given that the MOE presently only takes care of Pre-Basic level (children between 5 to 6 years).



To design an integral plan for the committed educative attention for early childhood and the implementation of an efficient guidance for a quality service provision.

4.20 To design and to implement an alliance with institutions which offer support to early childhood and local organizations, strategies to offer integral education attention provision services by means of the implementation of methods that take into account the background to help and integrate family, community and institutions, which allow access parents of boys and girls less than five years of age to a quality integral educative attention services provision, always seeking respect to the wide diversity and characteristics of families and communities. The definition of objectives and actions will be developed as of the characterization of families and communities; in addition, to point out the work path to be followed.

4.21 Phase I: Preparation for service provision implies the set-up and organization of a professional team, by selecting and hiring pedagogical coordinators and teachers, according to pre-established professional profiles, and other support staff who will allow the implementation of the plan.

4.22 The beginning of the articulation of inter-institutional and inter-sector with public entities at the municipal or departmental levels (Ministries of Education, of Health, of Culture and of Social Development) is necessary to pursue and to guarantee the deliverance of education attention to the early childhood group.

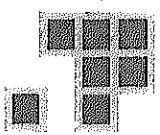
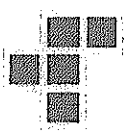
4.23 It is necessary to set-up the space/s where the service will be provided in whatever method of integral attention, (CESARs, Kindergartens, Community Centers and others) with the support of local institutions and the approval of the MOE and the MOH's Regional Directorate. Likewise, it is necessary to implement a process of identification of families and boys and girls that will be benefited.

4.24 It is also important to specify –by means of an inventory of needs method–, the materials required to carry out educational meetings, bearing in mind the characteristics of boys and girls less than five years of age and of the method of integral attention for the production of educational material as well as its acquisition.

Phase II: Methodological Process for the Modality Development

4.25 Description of learning environments, pedagogical practices and characteristics of participants in the Program of Integral Attention to early childhood, facilitating the identification of actions, requirements, opportunities and possibilities for enhance the integral development of boys and girls.

4.26 Definition of strategies and actions for development of the Plan of Integral Attention components, having as work framework for the development of pedagogical competences, and to establish the proceedings for technical assistance. The MOE will establish the agreements with nongovernmental and municipal organizations responding to the principle



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of flexibility, to facilitate ongoing revisions and adjustments, according to advances and changes that the process has on boys and girls less than five years.

4.27 The carry out of action plans through different means and strategies, which will facilitate the achievement of proposed objectives regarding the integral attention to children younger than five years in the family, community or institutional environment.

4.28 Phase III: Evaluation of outcomes. The evaluation of outcomes considers processes of description, analysis and interpretation of data obtained during the implementation and development processes of the Integral Attention Program, in its own modality, according to criteria of coverage, quality and efficiency.

Training and educating staff focusing on the pedagogical aspect, responsible of the integral attention during early infancy and awareness-raising of families and staff involved with the children aiming to achieve a better educational interaction.

4.29 The country does not have enough trained staff on integral attention to attend early childhood issues. Therefore, a preventive attention plan is needed to provide ongoing technical assistance on matters related to nutrition and supervision of children's growth as well as the stimulation of their cognitive development. Thus, staff education strategies are required and have human resources available to carry out affectionate and intelligent care and technical assistance, which allows an integral development of boys and girls in health in safe environments; so that they can obtain quality early learning. This preparation may be provided by means of an intensive higher level one-year course with a design to learn by doing in order to have available trained staff in the shortest time span possible.

4.30 In order to start an efficient training, alliances are required to involve organizations that have experience in the education of parents (CCF, UNICEF, Save The Children, Plan en Honduras), volunteers and teachers of Pre-Basic (FEREMA) and coordinators of service provider entities in the development of implementation of methods of integral attention for early childhood such as IHNFA, specifically during the implementation of the training. It is also important to urge the MOE, through departmental and district directorates, to assume the leadership on the training of educational agents (teachers, parents and child caretaker), acknowledging that this education is developed in different scenarios and it is organized in by sectors (health, protection, and education).

4.31 Given the diversity of people related to families and children (service staff, members of the community, family members or professionals linked to protection, nutrition, health or education sectors), special considerations should be provided to the implementation ways to raise awareness on the subject of integral attention provision to early childhood groups.

4.32 The way to provide training in first place to parents, brothers and other family members and the involvement of every other relative involved in raising their sons and daughters has to be well planned. Second, an intersectoral and differentiated approach has to be used in making possible that any interaction with girls and boys has an educational purpose. Finally, the development of strategic alliances has to be fostered to allow and to

ensure integral attention provision and to make sure the compliance with the training plan and the awareness-raising strategy.

4.33 Coordination with cooperation agencies on financing has to be undertaken aiming to design and carry out programs or set-up alliances with NGOs, municipalities, private enterprise or other institutions, pursuant to implement actions which will allow teachers or pedagogical collaborators to handle the methods of integral attention provision (family, community and institutional). Currently, pre-basic education has the support of the EFA-Goals for the last year of this education level, but it does not have support to provide assistance to the population ages between 0 and 5 years. For such reason, if a good plan is prepared on education and training of staff who will attend this population in the short, medium and long-term –clearly defining purposes and the way to assess achievements– it could get the attention of cooperating agents to fund the initiative.

4. To increase coverage of preparatory education services provision in population group ages between 5 to 6 years old.

4.34 In addition to inter-institutionalization between state agencies, there lies the need to join efforts with the private sector, setting-up strategic alliances and searching their collaboration on direct educational services provision to children and channeling financial resources towards institutions that have the possibility of providing a more efficient service.

4.35 The previous jointly working with municipalities in the financing and administration of pre-basic educational services may facilitate the growth of coverage and to design more flexible designs of services provision, which are better adapted to the particular needs of families in the different regions of the country, in rural areas, where coverage is very low and where formal programs do not respond to the real needs of different regions.

4.36 FEREMA develops the project of non-formal educational attention provision to population groups' ages between 5 to 6 years, by means of Community Centers of Pre-Basic Education (CCEPREB in Spanish), with EFA funds and using the *Juego y Aprendo* (I Play and I Learn) Program with important results. Therefore, actions to obtain greater financing are needed in order to extend the program to less privileged departments where greater levels of dropout rates and exam failure in first grade are present. Among those departments are: Olancho, Colon and Gracias a Dios.

4.37 Meanwhile, the MOE will have the objective of creating favorable conditions for a better children educational development, using different media services to create public conscience on the urgency of quality attention provision and to generate positive, creative and committed activities by families and communities facing problems in the education for children ages between 5 and 6 years old.

4.38 It is important to provide timely educational alternatives through television and other media, organizing and developing pedagogical extracurricular activities outside school, and involving children ages between five and six years, link to mandatory preparatory education and taking into account the *Hogares y Jardines Infantiles*.

4.39 The implementers have to strive to accomplish the certification of the: *I play I learn Program*, adopting for it operational strategies that provide flexibility and access to support services of better quality.

BASIC EDUCATION

Improvement of Educational Physical Conditions.

4.40 Despite the vast amount of investments undertaken during recent years oriented to the improvement of conditions to provide educational services, the situation of education schools generate concerns, due to the overall condition of physical facilities and their inadequate supply of materials and equipment. The survey carried out as part of this study to obtain the recommendations to implement educational quality improvements; as well as to know the demand for infrastructure construction or rehabilitation of improvement of the school buildings, as well as the demand of materials and equipment (Chart 20 BE). Marqués Graells, 2008, in his article on educational quality and innovation in education schools, considers that among the basic factors of quality in teaching are infrastructure and materials, equipments, and didactical materials, among others.

4.41 A more efficient management process should make possible the timely satisfaction of schools' basic needs in terms of minimum inputs required their operation (educational materials, payment of utilities, essential maintenance, among others). For this reasons, it is important to take steps to give schools greater administrative autonomy; although for these measures to have the expected results, it is necessary to simplify the regulations governing the handling of public money and to strengthen the capacity educational institutions to define and effectively manage day to day activities.

4.42 Educational quality requires commitment aimed to the improvement of schools' environment, as well as what take place within the classrooms regarding teaching and learning related processes. Based on minimum agreements on what is expected from children to achieve as they move through the educational processes, agreements have to be obtained from every stakeholder in order to ensure compliance. For such reason, it is important to make sure the availability of financial resources to achieve the improvement of infrastructure, those funds have to allow to meet supply inventory needs to carry out those improvements.

To equip with suitable furniture, visual aids, texts, study materials and equipment for scientific experiments, as well as blackboards, chalk and markers.

4.43 According to the field survey, all the title included aspects have priority and they are explicitly required. But in any case, a mechanism capable of ensuring teachers and principals support and assistance is needed for the acquisition of educational resources that improve the classroom environment and the carry out of pedagogical activities. For

educational quality improvements to take place it is essential to those required materials are available on time.

4.44 A classroom environment is directly related to the teaching processes that are carried out inside it given space distribution, time and resources either facilitate or hinder interactive learning.


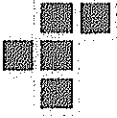
4.45 During recent years specific projects oriented to improve education quality have been in process, but actions have been insufficient. Educational schools continue facing limitations to meet minimum requirements to facilitate the learning process. A more efficient course should make possible the timely satisfaction of schools' basic needs, in terms of minimum required inputs for their operation (educational materials, payment of public utilities, essential maintenance, among others). Funds provided by the GOH to ensure free enrollment to cover some needs has not been sufficient.

4.46 Invest more resource in equipping educational schools will require the external support of institutions and organizations which contribute with the educational sector (Municipalities, NGOs, cooperating agencies and private sector). Furthermore, it is necessary to identify those projects with equipping components and with strategies to achieve such purpose; thus, allowing orientation of resources to educational schools that urgently required resources. Departmental and District Directorates should keep reliable statistics on equipping needs in their districts, prioritizing those educational schools with more urgent and real needs, and they should not be biased with those schools that do not require immediate support. To ensure this situation those not occur, the strengthening of the Info-technology Unit of DDE and DDIE is required, to fulfill this purpose, they will have to maintain an up to date inventory of educational schools and their needs.

Strengthening and improvement of in-service training of teachers at all levels for the application of the new pedagogy.

4.47 Teachers constitute a decisive factor in the quality of education. On the other hand, there are factors that influence their performance such as their initial training and the lack of a system of education that offers opportunities for permanent professional update and improvement of service. All those involved in the process of the teacher training, pass through a series of stages (not necessarily linear) in the acquisition of knowledge and development of skills. Nonetheless, this process does not end when a degree is attained, but it is a continuous process throughout their professional life, where a permanent updated training would be expected and not only isolated courses related to several educational topics. Teachers need to always be open to challenges and new research reports, and they must be willing to examine and to improve their goals and techniques every school year and with each group of new students.

4.48 Given that the professional growth for teachers is a permanent process, initiatives to increase their knowledge and abilities have to ensure that teachers who enter a program of education are aware of the commitment that implies and, at the same time, they keep themselves updated throughout their professional life. Teachers' education should focus on



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the achievement of competences and foster the development of skills towards professional performance. It will be of special interest to provide close follow-up on how the training contribute to teachers' performance in the classroom.

4.49 A plan should be formulated to implement changes for teachers' training, so that those teaches with real interest enrolled and keep enrolled until the training ends. In order to have a successful plan this should not be an imposition.

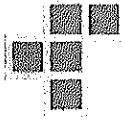
4.50 Currently, training models used to date have focused on lectures or workshops as the main modality of training; ignoring difficulties generated, time consumed, and economic costs involved, implied by the mobilization and attendance of teachers.

4.51 The updating of teachers should be seen as a complementary action always open for their education, becoming an inherent attribute to the professional practice. Therefore, it is necessary to have training programs available which stress other type of training; not only the one required by the teacher to teach his/her students, but most of all the one that allows teaches to reflect what theories explain the outcomes achieved. It is not enough to develop programs that teach new techniques and methods, but to train teachers in scientifically based pedagogical knowledge production, which could only be achieved if it is linked to their teaching basic and applied research (research action).

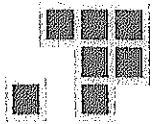
4.52 If research is part of a teacher's practice, it is easy to assume that the individual will leave their outdated teaching practices and the scientific curiosity will be his/her main working tool. This will force educational institutions offering training programs to avoid developing them without having minimum criteria ensuring their pertinent orientation, such as: full-time researchers who develop investigative lines linked to educational problems, and that in turn become specialists who develop programs; national and international bibliographical databases; communication systems with advanced technology; and, most of all, teachers who have institutional supports which allow them to effectively devote themselves to their own training process. In the absence of these conditions, a pseudo-training will continue to be provided to teachers who have shown inefficiency and it has caused that teaches to only reproduce models which hardly respond to new generations of students or in the worst of cases, to attend training because it will give them points to access another scale in the hierarchy, without fulfilling their teaching performance.

4.53 An in-service training program for teachers is more likely to be effective if it includes the following elements: self-reflection, the opportunity to observe and work with several expert teachers in the classroom, knowledge of the fundamentals of child development and human learning, peer collaboration and the use of some basic techniques and procedures of educational research.

4.54 It is necessary to describe the various aspects related to the work of teacher and formulation of institutional logics which influence his/her performance and various types of interactions with superiors, colleagues, parents and students outside the classroom. Also, inquiring about their performance generated by their professional qualities, preparedness



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and attitudes towards their teaching role. Inquires must be made in the level of perceived satisfaction of teacher regarding their work and performance.

4.55 In this manner, programs will be offering pedagogical training according to teachers' needs rather than improvising to meet the training plans. Among the different strategies that could be implemented for teachers' professional development are:

4.56 Development of an information system on basic education to allow understanding multiple causes of teacher's performance problems, and to generate policies and programs that contribute to teachers' human and professional development and their good performance to improve learning.

4.57 Development of a Teacher's Emerging Update Program to promote learning as the main modality, integrating Local Learning Groups (an associations of First Grade Teachers, for instance) as organizational basis for pedagogical knowledge and skills exchange. A modality can be complemented with high-level virtual advice and in-class accompaniment.

4.58 In modern times, it is important the creation and use of information media for training and advisement of teachers based on the use of modern communication and information technologies. Although many nationwide programs for distance education use some technology, they have not been used in wide-scale, not even with the most basic tools such as video or CD, let alone the Internet or email. According to the Report of Associated Factors, 2004, 22% of households of the sample had a computer available and 7% had Internet. But currently, teachers have greater possibilities to access these means of communication via mobile phone or via modem.

4.59 The implementation of the strategy can include the design and use of a package of self-learning tools, with an accompaniment process to ensure learning by teachers and progress they are achieving.

To provide greater attention to the rural school as a priority

4.60 In spite of the efforts undertaken by the MOE to change one-teacher schools into two-teacher schools the situation is far from over. In 2208 nationwide 35% of teachers work in one-teacher schools and/or multi-grade classrooms, and 25% in two-teacher school centers. Only 40% of educational schools are multi-teacher schools (Chart 5, Number of Schools according to the Number of Teachers in Basic Education, in Annexes).

4.61 Methodological difficulties in multi-grade classroom are evident, not only due to the high number of grades (4 to 6 grades) being serviced by one teacher, but also due to the inadequate initial education that those teachers. This educational process did not prepare them for multi-grade classrooms; worsen by official programs and texts that are homogeneous for educational schools, with the effect that teachers will show a tendency to follow the sequences set forth in such texts and subjects, just as if they were in charge of one grade only.

4.62 A policy of pedagogical coaching placed in the framework and perspective of a National Educational Project should start in the weakest segment of the educational system

and in the most critical schooling segments: which are the rural school and the first grades of basic education.

4.63 Given the above, the pedagogical accompaniment strategy proposes to create a set of educational aids and conditions in education schools, so that teachers can break exclusion and promote these processes of institutional change in a sustainable manner. Specifically, this strategy has to be oriented to offer in constant manner the specialized technical in pedagogical and school management aspects, inside a global strategy of pedagogical procedures to puts into effect local, departmental and national policies oriented to educational quality and equity.

4.64 The impact of in-service teaching education programs should be complemented by making possible to learn in the classroom, strengthening their competences in collaboration with colleagues. Those education programs have to be documented to have evidences available on achievements attained; hence, to be able to provide for the lack of information on innovation.

4.65 It is necessary to help teachers to identify rural schools' real needs to achieve quality learning goals and to obtain the inputs that must be delivered by the MOE, such as materials, texts, computers, etc.

4.66 It is fundamental to generate friendly, integrating and stimulating environments within education schools, in order to generate high expectations achievement possibilities in students, letting them know that their educational centes are responsible for the quality of their learning and are committed.

To design the "Improving the Quality of Education in Schools at a Disadvantage" Project.

4.67 Projects undertaken to improve educational quality have been implemented in a general manner; looking forward to make possible the timely satisfaction of essential needs of educational schools in terms of minimum necessary inputs for their operation (educational materials, teaches training, among others), but those educational schools arelocated in poor rural areas have been left unattended by such projects.

4.68 Those that are in charge of implementing educational policies have to be aware and sensitized so that they facilitate the carry out of this educational project as an alternative to improve living conditions of future productive adults. To reach that goal, public officials working in the departmental directorates need to have the motivation to enforce policies that the project will demand to be effective, such as: (a) to commit teachers to achievement priority basic education goals (precise and transparent goals), (b) to transfer decision-making to school teams (autonomy), and (c) to make the educational schools, teachers and principals responsible for students' performance (accountability). Achieving this requires political will and teachers' commitment. The capacity required to carry out such initiatives exists, but a good rationale (justification) needs to be offered and those involved have to participate in the educational project elaboration, according to improvement needs.

Departmental and district directorates will have to guarantee the resources required the projects' implementation.

4.69 Quality education improvements in this case should be oriented to stimulate the conditions in which learning occurs, such new school building, availability of materials and texts, and teachers' continuous and timely attendance, as well as in the provision of support services to students according to their needs.

4.70 The deficient coordination between different units and organizations in the educational system, the lack of formal planning of actions to improve educational quality at school level, a poor coordination between units implicated in elaborating and implementing the project, scarce provision of technical staff dedicated to provide pedagogical advice to departmental directorates, lack or inadequate incentives, and educational plans that do not respond to real needs of human resources involved are some risk that could jeopardize the project's success and have to be kept in mind.

4.71 The main outcome of this project policies are oriented to help families to detect students at high risk of school desertion and failure and to encourage teachers to become more productive and investing in school resources to be equally distributed between all the students without caring for their specific characteristics.

To Institutionalize the National System of Background Standardized Evaluation.

4.72 Quality improvement is not complete without a monitoring and evaluation of results component. The existence of National System of Standardized Evaluation (NSSE) which has technical capacity to carry out constant monitoring of students' academic performance as well as the factors associated with their success or failure. NSSE should be responsible for providing the necessary data and information for decisions takers.

4.73 In 1996, the MOE carried out external evaluations of academic performance and conducted research of factors associated with the two cycles of Basic Education. In 2008, it was extended to others (third cycle and flexible modalities). These actions have been developed through projects, however, when they end all local human capacities are lost and research on achievements in the system is discontinued, data and information, therefore, are not longer available to orient policy making. Evaluations at the pre-basic and mid-education levels have not been carried out, it is unknown if these levels are achieving the expected targets.

4.74 There should be interest in knowing if students are really acquiring knowledge, competences, attitudes and values required for successful in life and to have a harmonious participation in society. Objectives regarding education quality improvements need to be made visible at every level (Pre-Basic, Basic and Middle) and society in general, as well as the factors associated with their results.

4.75 Strengthening the monitoring and evaluation of academic performance by creating the National Institute of Evaluation (NIE), and improvements in the NSSE; and put in place required regulation to contribute to develop the educational system. Evaluations of advances achieved by External Assessment Unit for Educational Quality (UMCE in Spanish) and Improving the Impact of Students Performance in Honduras (MIDEH in Spanish) in the implementation of the NSSE have to take into account the following: evaluation of criteria applied, evaluation of decentralized networks, as well as the analysis of the information system, and the evaluation of human capacities. A team has to be organized with staff from the Management Unit for Education Decentralization to contribute with the initiative to institutionalize the NSSE.

4.76 Strengthening the outreach component of the evaluation system constitutes without a doubt a challenge for the evaluation system during the next years. Limitations in the quality improvement process are key factors to keep in mind given that they will determine if the actions are sustainable or not.

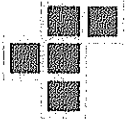
MID-LEVEL EDUCATION

4.77 Since mid-level education has been considered as a platform for social change, it should be focused as a process of continues education for youths, also emphasizing personality development, scientific and technological advances, and socio-economic demands in order for them to have an option with to be selected by the labor market and to have opportunity to access higher education levels, in both cases with very-deep rooted values to practical as well as intellectual work. The country requires the definition of standards to carry out performance assessment in response to national demands. The definition of standards requires high level technical capacities and of wide consensus, to overcome conflicts levels between the Government and gremial interest groups. Thus, the creation of a social contract under the framework of a country plan indicating the orientation that the education should take in a growing globalized context and inserted in information and communication technologies is essential.

4.78 Honduras state reforms and improvement of governmental capacities articulated with the educational reform, particularly in the mid-level education may lead Honduras to a radically different scenario than the actual. A new citizen with educational opportunities becomes the vigilant of the Rule of Law and democracy. From here derives the recommendation of including in the middle level curriculum the "concept of intelligent nation" to understand and optimize economic globalization opportunities through trade and investment.

4.79 Poverty Reduction Strategy (PRS)¹ goals for mid-level education establish that "50% of the emerging population must complete secondary education (from 10th to the 12th

¹ The Government devises the PRS under the framework of a wide consultation process involving the Civil Society between February 2000 and July 2001. The document incorporates the Millennium Development Goals and adapts them to the national context. Poverty Reduction Strategy: Honduras, *A Commitment for Our Future*.



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grades)" – going from 22.7% in 1999 to 33.4% in 2010 and 50% in 2015². These goals imply improvement on quality education; coverage growth; development of incentives to keep students in the schools, especially in technical schools; substantially increasing the availability of educational schools will definitely require to achieve greater participation of NGOs, business sector, parents, and the international cooperation.

4.80 The curriculum design of the mid-level education system constitutes one the immediate challenges. The unification of the curriculum of institutes of mid-level education is very necessary as well as for grades 7 to 9.

4.81 A key issue are the enormous differences between regions, this in terms of context, human resources, and material and financial resources, making necessary the development of tools to facilitate fairness of educational opportunities among regions, teaching of the curriculum and quality of academic programs.

4.82 As the coverage in the mid-level education sub-sector growth and improves, infrastructure demand will be higher; the response should be building new educational schools, with a long-term vision, aligned to technological advances and over the base of national and local commitments for its adequate use, handling and maintenance. The Master Plan for the Development of Educational Infrastructure is a good starting point for what retaking it is recommended, allowing to value the challenges and opportunities for reach agreements and consensus between cooperation agencies, local based organizations, civil society and the Government; given that an effective response to the problems of educational infrastructure require efforts of collaboration and alliances in order for the country to advance towards a new generation of educational schools where human resources for the present and future Honduras will be educated.

4.83 The mid-level educational system also requires the definition of standards for the assessment, what requires a process of discussion between sectors: the civil society, the Government and the international cooperation to reach standards that are realistic, legitimate, and agreed by consensus, which will ensure a common learning base for all, regardless of their social, economic and cultural condition.

4.84 It is essential to analyze and propose alternative programs which respond to the need expressed by the youth working population and which allows them to access the educational system in convenient schedules and models.

4.85 In terms sustainability of decentralization achievements in Honduras and taking into account the rich experiences such as the Honduran Program of Community Education (PROHECO in Spanish), a community based educational model; it is recommends to analyze if this program –with some important adaptations– may be extended to mid-level education and to more rural as well as to urban communities, given that already includes the improvement of educational services. Also it is recommended the organization of

² Poverty Reduction Strategy, 2006 updated version, Government of Honduras, Presidency of the Republic.

alternative models for educational service provision with community participation such as the Educational Associations (AECO).

4.86 The General Regulation of Mid-Level Education establishes a 0 to 100 grading scale, the minimum percentage for classes approval is 60.0%. During recent years, there is a growing interest for the evaluation on academic results of students to diagnose the status on quality of education as well as to present them in an understandable manner to different social audiences. The country has a unit of quality evaluation of education in the structure of MOE. In addition, it has an External Unit of Quality Assessment of Education (UMCE), which operates in the UPNFM's campus through a signed agreement. UMCE has carried out performance trials to evaluate academic achievement for second to sixth grade students, on subjects such as Spanish and mathematics and it has developed research tools to study variables associated to this performance. It is recommended –based on advances achieved– to carry out efforts to strengthen this experience to reach out other educational levels, in a such a way that it is possible to arrive at a consensus with staff from the national evaluation system and, most of all, to use the results to inform on the advance educational policies, to monitor the programs and projects of the reform, to support decision-making per level and to improve educational practices in the classrooms.

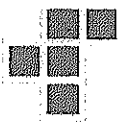
HIGHER EDUCATION LEVEL

4.87 The Law of Higher Education was approved twenty years ago, since then it has been outdone many times by Institution of Higher Education (IES in Spanish) on matters regarding criteria of academic demand or requirements. Questionable situations concerning the interpretation of the law have led to doubt about the structures and procedures in place to govern the Honduras' Autonomous National University (UNAH in Spanish).


4.88 The national educational system is divided in two sub-sectors, according to the Law, which should be integrated in the National Education Council (CNE in Spanish), an instance responsible for the definition of policies for the entire system. The State, having delegated the responsibility of conducting the higher education level UNAH, does not provide for the higher education level development among its political or financial priorities and it does not show political will to integrate the entire system by the approval of the General Law of Education and the operation of the National Education Council as country's policies.

4.89 The lack of integration of the educational system in an instance such as the National Education Council affects the link of the higher education level with other levels in the system, restraining the development of the country in general and of the national education in particular. It is important to note the absence of a Development Plan to integrate every IES, public and private ones, to comply with the Law, with objectives that, beyond particular interests, search for the development of the country.

4.90 The actual State's vision considers the level of higher education a priority to search for country's development strategies, however, such vision is not yet well defined what



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constrains the allocation of political and financial support to allow the improvement of teaching processes and conduct research projects connected to society in all pertinent areas. Neither there an evaluating and accrediting unit which, in autonomous and professional manner, ensures the quality of services offered by the different institutions of the level.

4.91 The Higher Education System has grown quantitatively in regards to the number of IES that provide services at this level as well as regarding coverage; nonetheless, proposed goals of coverage on PRS have neither been reached and the quality does not respond yet to its growth nor to the country's demands, which have been specified on matters related to research and link to society. At the same time, projects of reform and incorporation to the country's productive processes proposed and developed have been irregular and at institutional level rather than at system level.

Make operational the National Education Council by restructuring and changing its operation modality

4.92 If it is accepted that "the education cannot be understood as a set of isolated actions, but rather as a system whose parts are interrelated and mutually reinforced or weakened" (Knut, W., 2008) and that, as it has been presented in the Worldwide Conferences of Higher Education, this level constitutes a priority for the development of a country, the activation of the National Education Council (CNE), as an entity in which the National Education System is integrated and assumes a steering position is urgent. Assuming the leadership in this project means a concrete step for higher education in the compliance of its responsibility as part of the country's development.

4.93 The last proposals should be revisited and updated, in which the number of members is extended and it proposes the creation of an Executive Board to provide dynamism in the operation of the CNE to design and present to the Executive Branch, as a responsible to preside the Council, a proposal that will be approved and executed as a country program with the participation of the public and private sectors.

Parallel to the aforementioned, it should formulate in formal and public manner the need to approve the General Law of Education, as a current and pertinent tool of the National System of Education, and to achieve the compromises of IES to propose and carry out projects which will legitimize the operation of the CNE. To achieve the previous, it will be necessary external cooperation support with technical assistance in the formulation of a proposal integrating the structure and operation of the CNE.

Approval and development of a Plan of Development for Higher Education Level with short, medium and long-term objectives.

4.94 Devising of a Plan of Development for the Higher Education Level, that should be integrated in the sector plan previously mentioned, integrating the system towards the achievement of common objectives reformulating its responsibility facing the development needs of the country, which includes the update of the Law of Higher Education and the creation of an Agency of Evaluation and Accreditation for the system.

4.95 The support of external cooperation in the manner of technical advisory for the achievement of this objective is required pursuant to carry out an evaluation of the system

that identifies strengths and weaknesses as well as concrete lines of integration, which allow the devising of a Plan with integral and integrating vision.

Creation, approval and implementation of the National System of Evaluation and Accreditation of Higher Level Education (Numerals 4.35/36/37/38/49/57).

4.96 Preparing a proposal based on the experience acquired with the Central American System of Higher Level Educational Accreditation-University High Education Council of Central America (SICEVAES-CSUCA in Spanish) and other agencies engaged in work efforts with the different IES, clearly defining their purposes, objectives and goals, in a manner such that every stakeholder of the System may understand and support its implementation as a structure that seeks to ensure the quality of higher education in the framework of the sector laws. The proposal should be disseminated to every IES, it should be approved by the Council of Higher Education and it should be presented to the Government for its political and financial support.

Definition of a National Plan of Research Link to the Society and the Plan of Development for Higher Education Level

4.97 This Plan should include the definition of explicit policies of academic and financial support to selected research and extension projects, according to criteria established by governmental organizations, and pertinence to national and institutional interest; the revision of Academic Regulations of research and extension time in relation to teacher academic load; and for hiring staff to attend the teacher demand that allows time to be devoted to research and extension projects. At the same time, it is important to achieve a government-private sector commitment to open spaces to young entrepreneurs; as well as a commitment from each IES to include compromises to guide the social and professional work of their graduating students in order to have a real contribution to the country's development.

4.98 Cooperation rules for the achievement of this objective should be fulfilled in technical and financial support for the development of concrete projects of research and/or development of productive processes by any public or private IES under the framework of the Plan of Development of the level and benefiting society as a whole.

Definition of a plan for to improve teaching in the Higher Education Level link to the Plan of Development of Higher Education Level.

4.99 It is required that every IES has a diagnostic available of update requirements of education, training for their teachers with the commitment of incorporating it to the Plan and to equip the IES with new technologies.

4.100 Therefore, the plan should have two aspects: a section for Teacher Professional Growth which will serve as basis for every IES to ensure the capacity improvement of their staff, regarding pedagogical matters and the update of the regulation of the system in relation to entry requisites for teachers. In addition, strategy formulation will be necessary to encourage a continuous growth process with specific strategies such as the establishment of partial scholarships for teachers of other universities with outstanding professional performance, to favor academic exchange between IES and the support of the cooperation community with technical assistance as well as with financial support to improve the education of professional.

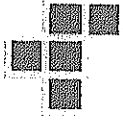
4.101 The second aspect will be the Plan to Acquire New Methodologies for teaching purposes, including virtual education, which should be implemented by means of the presentation of projects to the external cooperation, with institutional and governmental commitments to support them, in addition to a definition of cooperation guidelines between different IES for teacher training and the best academic use of new technologies, as well as the presentation of pilot classes at faculties levels or presentations to show their academic advantages, as an outreach and motivation strategy.

Coverage increase taking into account the principle of equity and alternative education implementation processes.

4.102 This objective should have, as the previous, two aspects: one aimed to the improvement of performance levels in other levels of the educational system, especially in the middle level, and the other directed to offering alternatives of education in the tertiary level, especially young persons who do not enter the higher education levels. For the first, it should be considered signing an UNAH-MOE agreement as basis for the implementation of a project to provide and improve mathematical and linguistic aptitudes by means of methodologies devised by UPNFM, aimed at students of basic and mid-level education, especially ethnic and marginalized groups, which should be supported by every IES, and the application of admission tests in every IES, with established quality and pertinent criteria and a well-structured plan of follow-up that allows feedback to the MOE.

4.103 For the second, it must consider the implementation of the proposal by the Network of Public Universities (NPU), regarding the opening of technical careers with the support not only from the state, but also by the private sector.

4.104 The external cooperation agencies play an important role in the implementation of both the technical identification of innovative teaching methodologies as well as the financial cooperation in the structuring and implementation of academic proposals for technical careers that respond to country's needs regarding highly qualified human



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resources.