

## VOCATIONAL EDUCATION


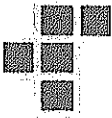
4.105 From the perspective of what currently happens and facing the lack of a clear policy on matters of vocational education, and the existence of different entities that assume the leading role of vocational education cause confusion, duplicity of roles (especially on matters of certification and accreditation) and, at the same time a competence for financial resources oriented to the implementation of similar actions, when in reality these may and should carry out a complementary processes; the implementation of a space of thinking and analysis of the representatives of these instances is recommended, in addition to the representation of the private sector and the Ministry of Labor (MOL) looking forward to draw boundaries in precise manner on how the competences of each institution provide rational validity.

4.106 For the design and implementation of an objective proposal and of significant scopes on the transformation or improvements of the Technical Vocational Education (TVE), it IS recommended to carry out a detailed study with primary information on the current situation of the sub-sector at a nationwide level, of educational demands of business productive sector, as well as to know the demand for this type of education.

4.107 Out of the 100% of the population excluded from the Formal Education System nearly 25% of receive services from Technical-Vocational Education Schools and their installed capacity; thus, leaving 75% of this productive-aged population without access to these opportunities. Aiming to provide adequate responses to a population demanding educational opportunities, the creation of a greater number of technical vocational education schools, focusing on rural areas is advisable. But, additionally already existing vocational schools should be strengthened, improving the financial support by the Government and of the external cooperation agencies.

4.108 Over a period of 10 years, several stakeholders represented by the private sector, the Central Government and workers' unions have proposed the set-up the National System of Professional Education (SINAFOP in Spanish). It is an important previous condition, to have the political will on behalf of the main stakeholders to create the SINAFOP. The role of the MOL requires to be strengthened in regards to the leadership required for its creation. Other remaining stakeholders should be aware that the main responsibility falls on the Government. Therefore, the creation of SINAFOP is required for the development of the vocational sub-sector in an integral and organized manner. To comply with aforementioned, it is proposed the leadership strengthening within the MOL to contribute with the creation of the SINAFOP. In a shorter-term and as immediate action an integration of a tripartite team (government, private sector and workers) to structure and put into operation the SINAFOP. It is expected that for the achievement of the previous political will is shown in practice and demonstration of a genuine interest for all stakeholders to strengthen the vocational sub-sector.

4.109 In the medium and long-terms, INFOP should design and promote the NBC to be shared with other vocational education schools, this in alliance with the International Labor



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Organization’s Inter-American Centre for Knowledge in Vocational Training (ILO in English/CINTERFOR in Spanish). In the short-term, it requires carrying out courses, high-level specialization courses, and careers at a higher level for the education of instructors based on competences required by ILO. Likewise, it should strengthen the exchange and internships of instructors to countries such as: Colombia, Mexico and El Salvador. INFOP requires funds for carrying out these actions to cover the cost of instructors’ training and education based on competences which can be funded international cooperation agencies and private foundations. It is also suggested the implementation competences certification system in the onset of labor quality improvement.

4.110 In the aforesaid, the need for quality improvement of vocational education is identified as well as link between the supplies of training services with the demand of the private sector. A response to this need, it is recommended, in the short-run, to design projects proposals with comprehensive strategies to integrate the quality improvement of training and the link of specific companies. On the other hand, the entrepreneurial sector should give allow visits to companies to the staff and decision-makers of vocational education schools to create “in situ” knowledge and responsibility about the organizational and technological operation of companies and the demand generated for the educational sector. Likewise, it requires the formal and serious opening to female and male young persons who are being trained to carry out internships in specific areas. In the long-term, it is suggested SINAFOP to take strategic action with to fosters stable strategic alliances with the private sector.

4.111 In the long-term, SINAFOP should validate and measure the acceptance of the parameters for the official certification and accreditation of educational processes. Likewise, in the short-run it is feasible to organize with the private sector and INFOP the initiation of a certification and accreditation process by competences through the integration of a tripartite commission integrated by the private sector, the government and workers’ unions.

4.112 It is important to acknowledge the existence of conflicts of interests between the Advisory Center for Human Recourse Development in Honduras, Non-Formal National Commission of Education and the National Institute of Professional Development (CADERH, CONEANFO and INFOP all in Spanish) given that these institutions have a legal support that allows them to provide certification and accreditation. The development of competences on information services to strengthen the MOL’s unit denominated Employment Vacancy to connect the labor supply with the demand is considered a priority.

4.113 Several vocational and employment promoting projects that are implemented should be incorporated to coordinate with SINAFOP. In the short-term, actions could be organized with those projects to link of sectors that supply and demand trained human resources, through organization of meetings, fairs and promotion of samples products and services for public knowledge and benefit the students. Such actions will be feasible if predominating differences and conflicts for the set-up of SINAFOP are reduced and as consequence of it the coordination, integration, promotion and execution of different projects and programs constrains are also reduced.

4.114 The establishment of a Labor Observatory is required, integrated by an inter-connected database between the different main stakeholders of the vocational sub-sector, once established the observatory should generate updated information related to the demand of the private sector, labor supply, and requirement of vocational schools or other entities that to some extent process and handle information related to the topic. Other important lines are that the Labor Observatory be the one to propose public policies in the vocational sub-sector. A physical infrastructure with specialized staff team, budget and required implements are essential for its adequate operation. It is a risk that the observatory is influenced by politics and takes sides in favor of some stakeholders, for this reason it is recommended to be subordinated to SINAFOP.

4.115 Facing problems of contents relevance and challenges for development of a whole set of basic competences useful for life on female and male students, that diminish the risk of professional obsolescence, and that allows those future workers to remain active and productive (L. Navarra, Agustín); the content of educational programs in all levels and formal and non formal sectors should offer a solid education on values, skills and abilities oriented towards productivity and competitiveness, aiming to achieve an adequate integration with the private sector and requirements of working skills in a constant changing globalized economies and a world with technological exponential growth.

4.116 The need of a system of evaluation and follow-up of results of vocational education processes is observed. Such action is of vital importance for assessment of the quality of the products attained from these processes, and their impact at the level of the integration and performance of the female or male graduating student in a working position. Therefore, the design and start-up of a standardized system of evaluation and follow-up of these educational processes is highly required.

4.117 On matters of proposals for the industrial-entrepreneurial sector, the situation observed regarding the existing gap between the demand of education, the demand of the entrepreneurial sector, technological advances and changing productive processes, an well organized is necessary to deliver in technical vocational training supply with the different learning modalities, with technological update, entrepreneurial participation, stimulated by fiscal incentives, involvement of the community, and regulated by a national system of education and training.

## V. OBJECTIVES OF THE STUDY

### General Objective

5.1 To present the outcomes of a study of external and internal factors that determine the current situation (problems) of the education sector; therefore, allowing JICA-IDB an in-depth insight that will lead to formulation of new cooperation strategies.

### Specific Objectives

- 5.2 To identify the current situation of the educational sector, including the interventions that are carried out by national and international cooperation agencies.
- 5.3 To identify and to analyze the strengths and the problems of the educational sector.
- 5.4 To propose timely conclusions and suggestions allowing the overcoming the problems analyzed.

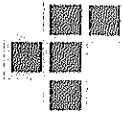
## VI. BACKGROUNDS

6.1 Japan International Cooperation Agency (JICA) and the Inter-American Development Bank (IDB) subscribed a Memorandum of Understanding on March 31, 2009, where they establish the joint work to be undertaken for devising aid strategies with the Republic of Honduras as of 2010.


6.2 Under the framework of this agreement, JICA coordinated the implementation of the study in the educational sector to the end that its outcomes are useful to enrich the dialogue with the new administration that will take power as late as January 2010. This study will also serve as an input for devising priority projects in the sector and sub-sectors of Basic Education, Pre-basic Education, Mid-Level (High School) Education, Vocational Education, and University Level Education, to make recommendations to the new government pursuant to update its public policies.

6.3 The Ministry of Education developed a study for the education sector with financial help from GTZ in 1997, in order for the document to serve as a databank and to establish a guiding lines for the planning of the educational system as a whole. Then, during 2004 it carried out another diagnostic for devising a new sector plan and as of that date there is no updated document available. Hence, with the start-off of the current study, it is expected that such document identifies new problems, needs and –most of all– strategies of solution, which allow having a clear look of the national educational reality.

6.4 Until recently, educational systems were viewed as centralized state apparatus of pyramidal structure with a vertex placed at the Ministry of Education, concentrating



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decision-making and communication, as well as exchange systems designed for a vertically aligned operation. The operation mode was the prescription for control of regulation compliance. The authority established what had to be done and then, the principals and the teachers implemented these orders under the observation of what was regulated at central level.

6.5 Currently, organizations show complex realities, which cannot be neither managed via a centralized systems, nor may they exhaust their action on reductionist schemes, from this stems the need for educative services provision to aspects of the organization even before went unnoticed. This fact accounts for a change of paradigm, to different manners for development of practices and institutional understanding of cultures" (2001, Ministry of Education, Argentina: 7).

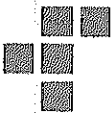
6.6 In this context, educational management makes incursions in fields previously considered as being exclusive of the teaching profession, such as educational research, strategic proceeding, staff management and development because it is understood that there cannot be organizational changes if there are no changes in the staff involved in the proceeding and development of the organization.

6.7 Honduras is fostering an Educational Transformation Process oriented to achieving better educational indicators. More and more Latin American countries are focusing their energies and resources to strategies of decentralization, less concentration and independence from state run organizations. It is moving towards an organizational model of strategic proceeding or management by projects. Management by projects involves a deliberate and intentional planning and implementation of a series of strategies to the end of attaining pursued results (Aguerrondo, 2001: 116).

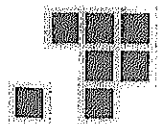
6.8 The strategic management model requires blunt although flexible tools of collective construction that acknowledge the social and human background of the institution and allow an ongoing revision and adjustment at the same time that it contributes to have a clear vision of the future.

6.9 The process of educational transformation joined to the challenge of reaching EFA goals and growing social demands force Honduran educational institutions to change aiming to be able to survive with success. Institutional strengthening of education schools is the key for the concretion of the educational transformation in the classroom, returning local active prominent role and empowerment of educational stakeholders.

6.10 In this sense, several initiatives are being advanced in Honduras by the Ministry of Education. One of them is the nationwide implementation of Educational Core Projects (PEC); and Municipal and Departmental Strategic Plans. These have been reoriented during the last two years towards the achievement of EFA goals that the country should reach by 2015. PEC constitutes one of the strategies of decentralized management oriented to institutional development. It has been fostered in Honduras as a tool that will guide the desired transformation of centers and educational decentralization.



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6.11 Parallel to the municipal decentralization process in Honduras, since the beginning of the nineties it promotes the approval of the legal framework that included the Law of Modernization of the State and the Law of Municipalities.

6.12 In this context, and assessing the potential that the Education sector has in Honduras, and the need to have studies available that help to interpret the condition of the sector, under the framework of the Agreement of Cooperation subscribed between JICA and the Inter-American Development Bank (IDB) the findings of this study are hereby presented.

## VII. METHODOLOGICAL ADDRESSING OF THE STUDY

### Set-up of Variables

7.1 For the selection of variables and the definition of tools, a matrix articulating the variables of the study (based on categories of study, below), subjects of analysis and stakeholders or data sources for information-collection was used.

7.2 The process of definition of variables also took as reference the information requirements set forth as required for the analysis:

- a. Current Situation and Problems.
- b. Measures taken on behalf of the Government of Honduras.
- c. Situation of the Assistance of Donors for each measure taken on behalf of the Government.
- d. Proposals for improvement of the situation.

*Box No. 1.  
Categories of Study*

- ↓ Educational Policy in General
- ↓ Fiscal and Educational Administration
- ↓ Educational Infrastructure
- ↓ Teaching Staff Education
- ↓ Administration of Schools and Educational Institutions
- ↓ Teaching-Learning Content (pedagogy)
- ↓ Teachers
- ↓ Industry
- ↓ Community
- ↓ Family and pupils/students

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**Table No.1 Variables of Study per Defined Category**

<b>Education Administration</b>	
<b>Education policy in general</b>	<ul style="list-style-type: none"> <li>• Education Policy (summary, planning process, pertinence).</li> <li>• Education Plans (summary, advance, pertinence).</li> <li>• Education System (summary, pertinence).</li> <li>• Policy about Vocational education.</li> </ul>
<b>Fiscal and Education Administration</b>	<ul style="list-style-type: none"> <li>• Current situation of educational administration (centralized, decentralized, relationship with other ministries and public entities, reflection of public opinion to the system) privatization (to the extent possible).</li> <li>• Current situation of the formation of the system of education for teaching staff, Supervision and Evaluation.</li> <li>• Institutional capacity of education and its effectiveness of tasks (planning of education policies and budget planning; devising of: statistical data and plans; execution, and evaluation of activities).</li> <li>• Education System for public administrators (to research mechanisms/education system of beginner public administrators of ministries of Education as well as of SEFIN; hence, use the results for the research.)</li> <li>• Quality, capacity of educational administrators and their selection, professionalism.</li> <li>• Situation of educational statistical management or regulation (including budgetary data).</li> <li>• Situation of monitoring and evaluation, supervision, system of evaluation, system of promotion between sub-sectors, including entry to the university).</li> <li>• Community participation (organization, decision-making, situation at level of participation).</li> <li>• Education budget (origin of the budget, expense to primate sector, process of budget devising and its allocation) and its pertinence.</li> <li>• Incidence of international cooperation.</li> <li>• To establish the average amount of the family budget allocated to education expenses weighted up between the rural and urban areas, covering different sub sectors.</li> </ul>
<b>Education Infrastructure</b>	<ul style="list-style-type: none"> <li>• Situation of overpopulation in classrooms (national and department levels, and to the extent possible a projection to the future).</li> <li>• School map.</li> </ul>
<b>Education of Teaching Staff</b>	<ul style="list-style-type: none"> <li>• Situation of the demand and supply of teacher/professor.</li> <li>• System of accreditation of teaching/professors staff.</li> <li>• System of formation of teaching staff.</li> <li>• Curriculum for formation of the teaching staff.</li> <li>• Administration system of teaching/professor staff, including selection, placement, movement, dismissal or layoff.</li> <li>• Remuneration and service treatment for teacher/professor, including employment contract, salary, promotion ladder, benefits, social acknowledgement, situation of dismissal or layoff.</li> <li>• System of ongoing formation of teacher/professor.</li> <li>• Career of Formation of University Professors (Masters Degree and others).</li> </ul>
<b>Schools and education centers</b>	
<b>Administration of Schools and Educational Schools</b>	<ul style="list-style-type: none"> <li>• Organization of school administration, including responsibility and administrative authority, organization of</li> </ul>



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<b>Table No.1 Variables of Study per Defined Category</b>	
	<p>teaching/professors staff, meetings between teaching/professors staff, training system inside a school/a school center.</p> <ul style="list-style-type: none"> <li>• Decision mechanism of school activities and its prohibition, including annual activities.</li> <li>• School budget including universities and institutions of vocational education.</li> <li>• Mechanism and situation of community participation, including board of principals, individual participation for school related activities.</li> <li>• Evaluation at level of schools/school centers.</li> <li>• Network between schools and school centers.</li> <li>• Supervision mechanism and support by local administrative instances of Education.</li> <li>• Positioning of schools/private educational schools inside the system.</li> <li>• Positioning of schools/vocational educational schools inside the system..</li> </ul>
<b>Teaching-learning content (pedagogy)</b>	<ul style="list-style-type: none"> <li>• Curriculum and program of study (summary, character, pertinence, devising process, modification, application and evaluation, current situation, reference documents-enclose copies if there are any).</li> <li>• System of promotion and certification of credit (students).</li> <li>• Admissions system to public and private universities.</li> <li>• Teaching-learning materials (quality and content of learning texts, process of devising of texts, situation of distribution of texts, situation of distribution of support material, situation of research materials in universities).</li> <li>• Teaching methodology (concept and main methodology, teaching language (bilingual education), current situation of the use of didactical materials, current situation of annual and weekly planning, existence of a teaching plan for each class).</li> <li>• Outcomes of performance evaluations of existing pupils/students and their analysis (referring outcomes of UMCE and MIDEH, analyzing them, comparing data such as Human Development Index, among other indicators).</li> <li>• Existence of off-site or remote programs in public education and its position have incidence in the education system.</li> <li>• Situation and level of quality of off-site or remote education programs.</li> </ul>
<b>Teaching staff</b>	<ul style="list-style-type: none"> <li>• Labor and teaching situation.</li> <li>• Activities of administrative work</li> <li>• Awareness-raising and will.</li> <li>• Level of knowledge and capacity (subject, education in general, learning and orientation of discipline).</li> <li>• Relationship to the community.</li> <li>• Topic awareness about the education situation.</li> </ul>

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<b>Table No.1 Variables of Study per Defined Category</b>	
	<ul style="list-style-type: none"> <li>• Mechanism of mutual learning of teacher/professor.</li> <li>• Situation of participation to international conferences (to the extent possible).</li> <li>• Living conditions and privileges that they enjoy</li> </ul>
<b>Society</b>	
<b>Industry</b>	<ul style="list-style-type: none"> <li>• Mechanism of knowledge on human resource demands.</li> <li>• Mechanism of application of demands to the educational system.</li> <li>• Mechanism of communication to the industry by means of an exposition of a study/research or others.</li> </ul>
<b>Community (to the extent possible)</b>	<ul style="list-style-type: none"> <li>• Current situation of economic disparity inside the country.</li> <li>• Regional characteristics inside the country (ethnic groups, religions, cultures, habits, other).</li> <li>• Background of the community, life style, gender, community organization.</li> </ul>
<b>Family (to the extent possible)</b>	<ul style="list-style-type: none"> <li>• Family composition or makeup.</li> <li>• Life style.</li> <li>• Family background.</li> <li>• Context of parents.</li> <li>• Situation of infant/child labor.</li> <li>• Family burden for study.</li> <li>• Awareness-raising and sense towards education.</li> <li>• Demand for Education.</li> <li>• Hope for the school and pupils/students.</li> <li>• Situation on participation in regards to activities.</li> <li>• Situation on support to schools/school centers.</li> </ul>
<b>Pupils/students (to the extent possible)</b>	<ul style="list-style-type: none"> <li>• Background and living conditions.</li> <li>• Health and growth.</li> <li>• Background and learning situation.</li> <li>• Awareness-raising about school related activities.</li> <li>• Learning interest.</li> <li>• Main learning obstacles that each pupil/student highlights.</li> <li>• Hope for the future.</li> </ul>

**Design of tools and selection of audiences/key stakeholders in the research**

7.3 Based on this matrix, the required methodological tools were prepared (content and format of structured interviews, focal groups, guidelines of secondary information observation, etc.) for information-collection by audiences in a manner that all tools collected qualitative as well as quantitative information, which allowed to have in the end the conclusions and recommendations available for the system and for each one of its levels or sub-sectors.

7.4 It also revised information in the Ministry of Education at central level, departmental level of education, educational centers, schools, regional universities in programs and projects, and every audience selected. This information allowed to complement information directly collected by the team of consultants and to triangulate the information (secondary sources, direct observation, key informants and interviews).

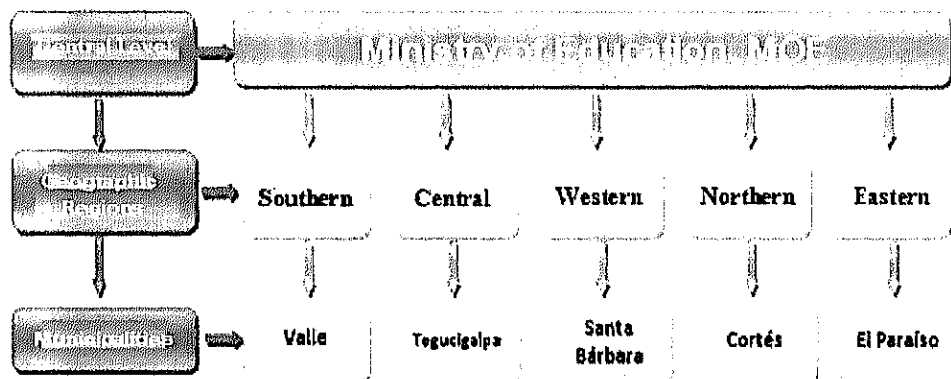
7.5 Subsequently, it developed the analysis which allowed offering information about the main problems affecting the good performance of each one of the sub-systems.

**Characterization of the Sample**

7.6 The data information-collection process was implemented in five departments: Cortés, Francisco Morazán, El Paraíso, Santa Bárbara and Valle visiting urban and rural educational schools. In Pre-basic level it worked with 15 female principals, 18 teachers and 15 mothers/fathers (parents). In Basic Education with 46 principals, 53 teachers and 51 mothers/fathers (parents). The average age of interviewees in pre-basic is located in the range of 31 to 50 years and in Basic education the principals range between 41 and 60 years, teachers and mothers/fathers (parents) between 31 and 50 years. More than 60% of interviewees were of the feminine sex (See figure 1).

7.7 The statistical information presented comes from data attained in interviews applied to the simple described. The sample is not representative of the national educational context and due to such motive generalizations cannot be made. The information has been confronted with sources such as INE, Unit of Planning and Evaluation (UPEG) of the Ministry of Education, other sources, such as UNESCO, OEI, UNICEF given that statistics in the country delay a long time in being published.

**Figure 1. General Framework where the sample derives from**



## VIII. PROPOSAL OF THE SYSTEM ANALYSIS FOR DEEP CHANGES IN THE NATIONAL EDUCATION SYSTEM

8.1 To propose changes in the national education system it is not enough to make it from the perspective of the system's levels, but rather from a *systematic perspective* in which its components are organized in a conceptual and operative manner. It is fundamental to propose not only the working contents of every level, but rather the approach of modification of the organization, structure and operation of the system on its different levels for the delivery of educational services and its regulation.

8.2 Specially in regards to the education social sector, the reforms and transformations fostered by the State should be directed to the increase of *access, efficiency, effectiveness and equity* of educational services.

8.3 Six key fundamental guiding concepts or principles of sanitary reforms have been defined that may be used as basis also as framework for educational reforms on accountability and evaluation of the progress of changes: Equity, Effectiveness and Quality, Efficiency, Sustainability and Social Participation.

### Box 2

#### Monitoring and Assessment of Educational Reforms

##### 1. CONTEXT

Political, Social, Economic and Demographical which has incidence on the development and Performance of the System

##### 2. EDUCATION SYSTEM

- a. General Structure
- b. Human Resources, Inputs, Equipment/Technology
- c. Duties of the System:
  - i. Governing; Financing; Regulation and Control
  - ii. Assurance of Educational Services
  - iii. Harmonization of Service Provision

##### 3. EDUCATION SECTOR REFORM

- a. Monitoring of the Process: Dynamics of Reforms; Content of Reforms
- b. Assessment of Outcomes: Equity, Efficiency, Effectiveness, Quality, Sustainability, Social Participation

Source: Methodological Guidelines. Profiles of Monitoring Systems and Analysis of Processes of Change, OPS

8.4 Currently, the Education System is centralized (although displaying variable levels of lesser concentration) and it performs as judge and part in planning, delivery and evaluation of educational services. In view that the budget allocation is a decision pertaining to the

Central Government, decisions based on local needs are farther away from reality. In addition, it is impossible to establish mechanism of accountability given that whoever makes the plans and carries out allocations is the same person who executes and provides the services.

8.5 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 to focus in the implementation of tasks of governing, financing of the education, regulation and control of educational services, ensuring deliverance of educational package and harmonization of education service provision. Direct service provision should be delegated, according to legal authority granted to it by the Constitution of the Republic to other stakeholders, for which mechanisms of less concentration and effective decentralization may be used.

8.6 It is estimated that this approach of transforming the system would take at least a decade, taking into account a positive and strong political support and availability of technical assistance for the development of tools required. A sensitive point of this approach is the status of the teaching staff ruled by the Statute of Teaching Staff (*Estatuto del Docente*) and that has egalitarian working conditions under the regulation of the Statute, without acknowledgement of the financial burden its payment represents. Nonetheless, these actions of transformation may be approached in phases without an inflexible approach to changes in the labor relationship with the teachers.

## IX. EDUCATIONAL SYSTEM MAIN FINDINGS<sup>3</sup>

9.1 According to the Constitution of the Republic, the National Educational System is managed by the Ministry of Education (MOE) and the National Autonomous University of Honduras (UNAH). The former has the responsibility to manage the levels of Pre-basic, Basic and Middle Level Education and the latter, the levels of higher education and professional, being the responsibility of CONEANFO the regulation of non formal education. (Cálix J.A, 2000)

9.2 The non-formal education sub-system is constituted by institutions and organizations whose main purpose is to offer education to the population which due to different causes has not enrolled in the formal sub-system; it aims to provide satisfy training needs and update of human resources who are required for the development of the country's social and productive structure. Also participating in non-formal education are several public and private institutions, churches and projects of several nature, either of financial or technical cooperation; these institutions and projects offer extracurricular activities with diverse approaches, objectives, contents, methods and resources.

<sup>3</sup> Among secondary sources consulted, the following are highlighted: 2005-2015 Sector Plan of Education, 2000 and 2006 Proposal for the Strategy of the Civil Society for Transformation and National Reconstruction FONAC; Balance of Educational Action between Poverty and the Support of WB; 2006 General Principles and Objectives of Education; 2003 National Basic Curriculum; 2008 National Basic Curriculum in the Classroom; 2000 DAKAR Framework of Action, Declaration of the Millennium; Worldwide Declaration of Education for All and other important relevant documents.

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9.3 The Honduran Educational System encompasses four levels<sup>4</sup>, defined in the following manner: Pre-basic Education lasting 6 years educational services provision for a population ages between 0 and 6 years; integrated by two cycles (0 – 3 years the First Cycle and 3 – 6 the Second Cycle). Basic education lasts 9 years, for an average age of 6 to 15 years, integrated by three Cycles. First Cycle: from 1<sup>st</sup> to 3<sup>rd</sup> grades, Second Cycle: from 4<sup>th</sup> to 6<sup>th</sup> grades; Third Cycle: from 7<sup>th</sup> to 9<sup>th</sup> grades. Mid-level Education lasting from 2 to 3 years, for an average age of 15 to 17 or 18 years, and Higher Level Education for male and female students from ages 17 or 18 years forward.

9.4 The MOE formulates, coordinates, executes and evaluates the policies on every level of the formal educational system except the higher level of education, focusing on the level of basic education, the civic education of the population, scientific, technological and cultural development, literacy and education of adults. It has the purpose of reaching a better individual and collective performance on quality service provision to children, youth, adults, teachers and the community in general; an effort which requires a high degree of commitment on behalf of those who, in one way or another, have the responsibility of leading, orienting and to make the organizational structure of the system operational.

9.5 The reform carried out (1994-1997) called Escuela Morazánica and the agreements subscribed with international organizations: renovation of the educational proceeding by means of the strengthening of the technical and administrative capacities of the Ministry subject to quality service provision. The Honduran educational model is the outcome of successive incorporation of ideas developed in other societies with processes of adaptation that not always have produced the expected effects (OEI, 2001).

9.6 Population estimates for 2008 was of 7,706, 907 inhabitants, of which 3,800,300 are men (49%) and 3,906,607 women (51%) (2001, INE, Census of Population and Housing). Rural population is of 3,829,337, out of which 70.3% fall below the poverty line and 61.4% are under extreme poverty conditions. Urban population is of 3,877,570, of which 58.7% is below the poverty line and 29.3% in extreme poverty conditions. Population younger than 18 years (3,300,000) 15.6% is ranked as poor and 48.5% as extremely poor.

9.7 According to the last survey of households devised by means of the National Institute of Statistics (INE), in Honduras the population between the ages of 5 and 17 years is estimated in 2,661,210 boys and teenagers, which represents 34% of the national population. The survey highlights that, in the entire country, 73% of the population ages between 5 and 17 years devote themselves to study while 12.3% work and 15% neither works nor studies, observing a similar component in urban and rural areas. Out of the total of the working population 79% are boys and 21.3% are girls. The greatest percentage of child labor is found in the rural area, of the total of 326,943 children who work, 74% is concentrated in the rural area and 26.3% in the urban area. The average national income perceived by this population is of 1,690 Lempiras monthly. In the urban and rural areas it is estimated in 2,299 Lempiras and 1,376 Lempiras, respectively (Table 3 in Annexes).

<sup>4</sup> Ministry of Education: National Basic Curriculum, Tegucigalpa, 2003.

9.8 Regarding the situation of poverty starting from unmet basic needs, it estimates that at national level 47% of households have at least one unmet Basic need related to availability of potable water and Basic sanitation, overcrowding, type of household, dependency per employed person and school attendance. Additionally to this, the low educational level reached by many parents is added. 7.57% of interviewees for this report expressed not having any educational level and 24.24% has achieved incomplete primary (Charts 2P and 2BE); in addition to this, the meager living conditions of 80% of Hondurans. In 10 of the 18 departments of the country, more than 9% of students repeat grades; the figures of the Ministry of Education show that no department reaches the six minimum years of primary education average schooling. (UNDP, 2006)

9.9 By 2006, the school-aged population of Honduras was of 2,860,793 children, of this population 391,825 corresponded to the group ages between 5-6 years; 1,288,556 ages between 7-12 years; 608,416 to the group ages between 13-15 years; and 571,996 were between 16-18 years. According to the 2001 census, the general schooling average projected is of 6.2 years of study, corresponding to 8.1 for the urban area and 4.5 for the rural one. Likewise, the national illiteracy rate reached 20%, presenting a significantly greater percentage in the rural area (28.4%) than in the urban (9.4%) . For 2006, about three-quarters of the population ages between 4 and 16 years did not have access to education, of which 77.3% represented pre-school age, 7.8% primary and 14.9% mid-level, (National Institute of Statistics, 2007). On the other hand, recent projections indicate that if immediate, of medium and long-terms measures are not taken the goals of the Poverty Reduction Strategy<sup>5</sup> will not be reached.

9.10 By 2007<sup>6</sup> average schooling advanced to 8 years reducing illiteracy to 17.3% (8.6% in the urban area and 9.1% in the rural). It reached coverage of 40.9% in Pre-basic, 35% in Basic and 24.1% in Mid-level. If coverage is a problem, qualitative variables of education are of considerable importance. Even when basic education has increased to 9 years, quantitative growth inhibits the capacity of the State and municipal governments of extending the coverage of school-aged population, the retention level is low given that of every 100 students enrolled in first grade 43 achieve graduation from sixth grade; this implies a repetition rate of 4.4% and 53% of dropout rate originated by the family economic situation, which in general due to the aid of the State manage to support an average of five children in school until seventh grade and in some cases eighth grade, (National Institute of Statistics, 2007).

9.11 Increases in the coverage of primary level represent the existence of a network of educational schools that cover the national territory almost entirely, which makes it the educational level of greater relevance of the country. (Tables 3, 4, 5 and 6 in Annexes).

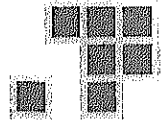
9.12 62% of female and male teachers of primary education teach in multi-grade schools, which leads to the assumption of a deficient quality in relation to the time of education

<sup>5</sup> PREAL/ FEREMA, Basic Education in Honduras, Advances, Constraints and Challenges, Honduras. 2002.

<sup>6</sup> Honduras. 2005-2006 National Survey of Demography and Health.



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service provision and dedication to female and male students per grade. (UMCE, 2004)  
(Table 5 in Annexes)



9.13 The problem that some teachers do not have the respective degree to teach in the level in which they are teaching still persists. According to most recent information, for 1999 only 10% of teachers at Pre-school level had the degree to teach classes at that level (FEREMA/PREAL, 2002), in spite of the fact that at this level a degree of higher education is required. In the beginning of the nineties, the country achieved eradication of empiricism in the primary level (the first two cycles of the Basic level). Nonetheless, according to an External Assessment Unit for Education Quality (UMCE in Spanish) study by the end of 2002, 7.4% of teachers imparting classes at that level did not have the degree of primary school teachers although they had one in the middle or higher level. Most of these empirical teachers are located in the most isolated rural areas of the country, and particularly in the PROHECO program.

9.14 It is important to stress that these deficiencies of the current national education have to do with the practices of allocation and expense related of the system. Public investment on education, in addition to being insufficient, reveals a lack of strategy, clear and equitable objectives of resource allocation, to which politicized salary pressures are added, which would lead to think in the need of reorganization of the system and of introducing mechanisms of accountability and changes in the logic of resource allocation and in the education of teachers.

9.15 Due to the fundamental role of the education on the provision of education for qualified human resources oriented to achieve productive growth, in the education of citizens aware of their responsibilities in the construction of a democratic and fair society, in the promotion of the capacity of tolerance and coexistence of people and of adaptation to fast social and cultural changes, the reform or transformation of the education should be an imperative which helps to face the challenges of human development of the country during next decades. Currently due to the confrontations experienced by the society, the education should constitute the social engine, economic and political changes needed to boost growth, reduce inequalities and extend the opportunities in order for Hondurans to enjoy a better quality of life, which is the purpose of human development.

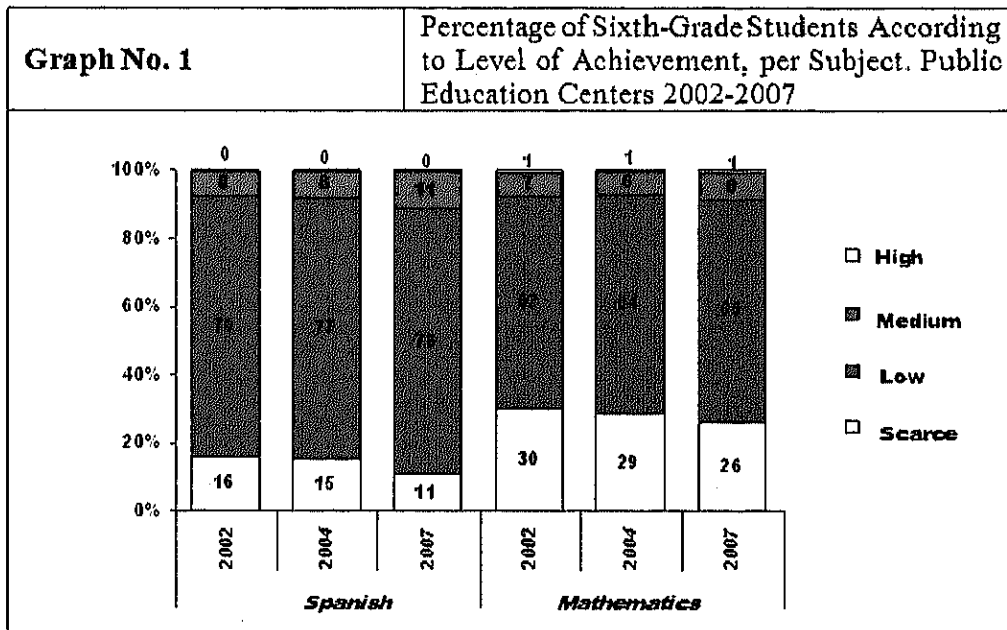
9.16 Honduras has new standards which seek even further clarification of new expectations on learning and that would be strongly articulated to new curriculum guidelines and text books. During recent years an important effort has been carried out for devising standards, but these have neither been discussed nor widely reached by consensus. They have not been strongly disseminated as to have educational institutions and other stakeholders of education, including students and parents "empowering" them. In general, there is little articulation of standards with fundamental aspects of educational reform, such as the systems of evaluation, the initial education of teachers, training of those teachers who are already in service, text books and the use of new technologies in the processes of teaching and learning.

9.17 It is noteworthy that the scores of standardized tests in Spanish and Mathematics, in third and sixth grades have not shown improvements since 1997. The percentage average of correct answers in the 2004 UMCE standardized test is lower than 50% in Spanish and Mathematics for the third and sixth grades (taking in consideration the low levels of

achievement in the scale used by UMCE). Only 20% of the students reached the sufficiency level (achieving more than 60% of correct answers in the test). In addition, there is a significant gap in terms of performance between rural and urban areas.

9.18 The urban scores in the 2004 UMCE test were five percentage points over the rural scores. In terms of international evaluations, even after considering the low income per capita of Honduras, Honduran students perform lower than almost every other Latin American country in the 1997 according to the Latin American Laboratory for Assessment of the Quality of Education (LLECE in Spanish).

9.19 This poor performance is consistent with the high repetition and dropout rates of the country and they are surely reflected in the limited time dedicated to learning activities (closure of schools, absenteeism of teachers and being late for classes, shorter class days; etc.), insufficient performance and responsibility of teachers, lack of educational regulations and clear tests, lack of objective criteria of transition between grades, availability of tests, lack of adequate training of teachers for the use of text books and knowledge of subjects which characterize the public education system in Honduras, (World Bank, 2007).

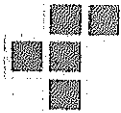


Source: UMCE, 2007

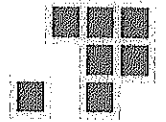
### Educational Policy in General

9.20 National policy deems education as the manner for constructing coexistence and social peace. It establishes a pre-school grade and nine grades of basic education<sup>7</sup> as mandatory. The development of the Private Education is contemplated in Article 54 of the Organic Law of Education, where it acknowledges the freedom to found education schools in the understanding that these do not upset the democratic organization of the State, the public


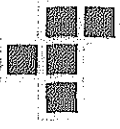
<sup>7</sup> Constitution of the Republic of Honduras, 1982.



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order and the good customs, and in the Statute of the Honduran Teacher on its Articles 236 to 241.



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9.21 The National Educational System is oriented by a series of principles relative to its organization and operation. The Organic Law of Education of 1966<sup>8</sup> regulates the education in Pre-basic, Basic and Middle Levels. Currently, a new law called "General Law of Education" has been written, which is in-process of approval. Other important laws that regulate the educational action are: the Law of the National Institute of Prevision of Teachers –INPREMA– and the Law of the Statute of the Honduran Teacher that regulates the teaching career (Organic law of Education, Statute of the Teacher, MOE/UNESCO, 2008).

9.22 As of 2000, the National Convergence Forum (FONAC) formulated, agreed by consensus and validated a proposal of transformation of the National Education called Proposal of the Honduran Society for the Transformation of the National Education; which was revised in 2006. (FEREMA, 2006) Starting from its conception, some reforms have been developed that have to do with the educational change supported in the current historical context and articulating the three manners of the learning process, formal, non formal and informal, seeking to strengthen ethical and civil values, development of a conscience that allows critical estimation and appreciation of its behavior and that of his fellow men, on in-depth and wide changes of educational modes. (2005 Millennium Development Goals; 2005-2015 MOE/SP; FEREMA, 2002)

9.23 These guidelines coincide with the goals of the Poverty Reduction Strategy, the Strategic Sector Plan (2005-2015), the Plan of Education for All (FTI-EFA), and the coordination of the Round Table of Cooperation in Education (MERECE) integrated by international cooperating agencies in education, who have set-up the commitment of a sustainable and flexible support for the Honduran educational sector and the development of a feasible proposal for reaching the challenges, in addition having the participation of the Civil Society available with the intent of achieving a change in the education and in educational institutions, to the end of educating a new type of Honduran and to put the education to the service of the sustainable human development of the country. (FEREMA, 2002)

9.24 Educational policies are oriented to achieve, design, approve and start-up proposals of transformation of the educational system: designing, approving and applying the new system of education and ongoing training of the teaching staff and of the administrative area; starting-up a national network of research and educational experimentation; and carrying out the reconstruction and extension of some physical infrastructure as well as equipping and furniture of educational schools. (MOE, SP/2005-2015)

9.25 In regards to the higher education level, the National Autonomous University of Honduras has –by law– the legal authority of organizing, directing and developing this level of education issuing the policies that it deems convenient for this purpose (Art. 2, Law of Higher Education). This duty is executed starting with the promulgation of the Law of Higher Education in 1989 and the General Regulation in 1990, by means of its participation

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<sup>8</sup> Organic Law of Education Decree No. 79 of the National Congress, November, 1966.

in the organs of the government of this level, the Council of Higher Education which is the maximum authority of the level, the Technical Advisory Council, The Directorate of Higher Education and the Full Senate as an instance of appeals and consultation on matters requested.

9.26 There is no educational policy which integrates the vocational sub-sector. Institutions such as INFOP, CADERH and CONEANFO have similar purposes but with their own legal instruments available, which allows them autonomy for administration, fund-raising of their own resources and autonomy in their fields of action. In the same manner, the sub-sector lacks an entity where to converge; hence, allowing the design and execution of an educational policy for the sub-sector. As main cause of the previous, this study has found out that there is no link that brings closer the gap between the vocational sub-sector and the private sector of the country which allows outlining educational policies for the development of the sub-system.

9.27 Educational policy, conceived as a whole, has had an adverse effect facing the systematic controversy of labor rights claimed by teachers. Here, the situation is worrying in regards to collateral effects and the incidence on classroom absence in the professional performance, and in general on the performance of the entire educational system as well as facing guarantees and obligations contracted by the State pursuant to the satisfaction of salary demands. There has been political will on behalf of the Government to boost educational transformation, but ungovernable conditions established by teaching organizations halt any improvement related action.

### **Fiscal and Educational Administration**

9.28 In Honduras, the achievements reached on education during last decades are related to the increase of public spending allocated to the educational sector. If these results are compared to those of industrialized countries during the beginning of the nineties, these countries spent 1,8% of the GDP in primary education while Latin America destined only 1.1%; a situation which did not take place in Honduras where primary education has always being, by constitutional mandate, a priority for its governments (UNDP, 2000).

9.29 Honduras is a country with low social spending; however, during the last decades great efforts have been undertaken for raising it although with many variations. During the eighties, the Government did not reduce its investment on education: in 1981 the country spent 3.4% of GDP on education, a percentage that increased to 4.9% in 1988 and decreased in 1990 to 4.2% reaching in 2007 approximately 7.3% in regards to GDP. In reference to financial support for retention of children and youths, especially in rural and urban-marginal areas, the greater contributor to the country is the EFA/FTI plan, which allocates more than 7% of GDP to the educational sector in consistent manner. (UNESCO, 2008). According to the MOF's Annual Report (2006), in education, total net expenditure of the Central Government was of 35.4%, which also represented 40.14% of the social expenditure.

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9.30 Overall, Honduras ranks among the regional group with the lowest social expenditure per capita during the last decades; while the average expenditure of the region during the 1996-97 biennium was of US \$457 per capita, Honduras was only US\$ 60 (UNDP, 2000). Notwithstanding the aforementioned, the effort undertaken on behalf of Honduran governments is close to that of OECD countries, to which most of developed countries belong to. An example of this is the public expenditure on education as percentage of GDP while OECD member countries destined something more than 6% (the average OECD for this expenditure was of 4.9%) Honduras, during that same year destined 4.7% of its GDP for expenditure on education; in addition, the expenditure on education as percentage of social expenditure was of 55%, which shows that education has been a priority of the social policy of governments. It is important to point out that the expenditure on basic social services of education in relation to the expenditure of the central government remains high. (UNDP, HDI, 2006).

9.31 In 2009, on average, 65% of the education budget is made-up by salaries of the staff and 25% by transfers to national and international organizations. Both expense groups constitute 90% of the budget and they are directly executed by the Ministry of Finance, charged to the education budget. (MOE, 2009). Taking these figures in consideration there is little left for investment on projects for quality improvement.

9.32 Basic Education level has the priority on investment matters, especially the last year of Pre-basic and Basic's first two cycles given that it is the mandatory level –constitutionally– for the State. Additionally, it reflects the demographical structure of the population demanding the service. As of the nineties the investment in every level has increased slightly, but the distribution remains similar. Between 1990 and 1997, the Pre-basic level had an allocation of 1.2%, Basic 60.8%, secondary 19.5% and tertiary 19.6%. For 2008, the percentages are similar. (MOE/Educational Report, 2008).

9.33 At departmental level, educational schools manage the funds of free enrollment that were programmed in 2009 (Lps. 327,104,530.00) and funds collected as contributions and other collections (for payment of vigilance, cleaning staff or infrastructure repairs), which are directly managed and executed by collectors in extra budgetary manner (Focal Group). Educational schools now manage an annual budget of L. 20,227.72 in Pre-basic and L. 41, 869.88 (Table 16 PB and 16 BE) in Basic Education. This has been a beginning in providing educational schools the freedom to invest economic resources aiming to cover urgent basic needs that they have.

9.34 The system of educational statistics has endured a period of institutional weakening and although there are important strengths linked to regular practices of information reporting at local level, regular production of nationwide information has been seriously interrupted as of the beginning of the current decade. (MOE, 2009) The information of educational statistics constitutes the fundamental input for the construction of basic indicators and educational forecasts, which support the planning, programming and assessment of the National Education System.

9.35 Weakness in generation, registry and maintenance of statistical information causes insufficient information input for objective validation of MOE's achievements (EFA Goals, Millennium Goals (PRS) and others) and delays in timely information provision. In addition to lack of reliability of information due to weaknesses in information-collection processes. (UPEG/MOE, 2008).

9.36 In regards to the capacity of human resources it is weakened at the central level and it is less concentrated given that they are not qualified for the analysis and interpretation of information, the staff lacks continuance in posts (high turnover) due to which training provisions in this field do not work. The greater amounts of activities are related to information-collection of the monthly report. There is no construction of educational indicators due to the lack of information on some variables and scarce generation of documents orienting the process of educational statistic generation. (MOE, 2008).

### **Organization**

9.37 According to Cáliz J.A, 2000 and Rápalo Castellanos, UNDP 2003, the organization of the Educational System has experienced some transformations, as consequence of the State's process of modernization. This process has implicated the revision of the entire system and the adoption of a new organizational chart as well as new manuals of duties, positions and salaries; some in-process of devising. During recent years, initiatives which constitute a coherent effort aiming to improve the quality of the education have been started-up. An important part of this effort is the change of paradigm of the proceeding initiated by MOE. This paradigm redefines the proceeding subject to strategic objectives aiming to use the budget as an instrument of control for the procedure. (MOE, 2006)

9.38 The Ministry of Education is managed by the Office of the Secretary of State, and three undersecretaryships subdivided in general directorates. As of 1996, 18 departmental directorates of education are created (Decree No.34-96 dated March 18, 1996) in an attempt to create a process of educational decentralization. Also, district directorates are created almost always corresponding to municipal divisions. Actually, what has taken place up to this date is a process of lesser concentration because the duties of the directorate and the organization were transferred but the corresponding transfer of financial resources to foster the decentralization process has not been made. (Cáliz J.A., 2000 and Rápalo Castellanos, UNDP 2003)

9.39 Throughout the years the ruling governments in power have been issuing decrees to the purpose of providing legal support to a series of executed educational reforms; of these the most important ones: Decree No. 153 which creates the Basic Educational Schools, extending traditional primary education from 6 to 9 grades, currently more than 1,000 Basic<sup>9</sup> Educational Schools operate nationwide, the creation of the unit of Transformation of the National Educational System, UTEN, whose fundamental purpose is to execute the

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<sup>9</sup> It started with a pilot project, in 1995 the first 35 Centers of Basic Education are created, located in 11 departments and operating in communities lacking institutes of mid-level education. Rural schools were used to which three additional years were annexed (seventh, eighth and ninth) and four teachers to cover the educational pensum (subject matter).



transformational proposal of the education and to coordinate any action oriented to this purpose.

9.40 Other issued decrees deal with the creation of the Inter-cultural Bilingual Education mode 017-EP-94 dated August 3, 1994, which along with the National Program of Education for Native Ethnic People of Honduras supports inter-culturalness of education; and the creation of the National System of Off-Site Mid-Level Education (SEMED), to the purpose of extending access to mid-level education (Cálix J.A., 2000). Special education is ruled by Decree No. 926, by means of which it created the National Council of Integral Rehabilitation (CONRI), and the Law of Rehabilitation of the Handicapped Person in 1987. Currently, it issued the Law of Equity and Integral Development for People with Disability (Decree 160-2005). (MOE, 2008)

9.41 It has constituted a Departmental Directorate of Education in every department of the country, having the duty to provide educational services and programs along with the organized support of the central level. It has the faculty of administration and decision-making under the framework of the laws; educational plans; curriculum regulations and orientations of nationwide character; regulations relative to human and financial resources; and dispositions of general character. Likewise, at municipal level it has organized District Directorates which usually coincide with municipalities, but two or more municipalities may be integrated in one sole district. The intention is to favor a greater participation of citizens and municipalities. (MOE, 2007, Manual of Duties/Responsibilities)

9.42 Educational schools are ranked according to its administrative dependence, in official and private ones; according to their location, in urban and rural<sup>10</sup> ones, and due to the number of teachers working in them, in one-teacher, two-teacher and multi-teacher schools. According to the NBC (2003), the Honduran Educational System encompasses four levels<sup>11</sup>, defined in the following manner: Pre-basic Education lasting a time span of 6 years for care provision of a population ages between 0 and 6 years; integrated by two Cycles (0 – 3 years the First Cycle and 3 – 6 the Second Cycle). Basic education lasting as long as 9 years, for an average age of 6 to 15 years, integrated by three Cycles. First Cycle: from 1<sup>st</sup> to 3<sup>rd</sup> grades, Second Cycle: from 4<sup>th</sup> to 6<sup>th</sup> grades; Third Cycle: from 7<sup>th</sup> to 9<sup>th</sup> grades. Mid-level Education lasting a time span of 2 to 3 years, for an average age of 15 to 17 or 18 years. Higher Level Education for male and female students from ages 17 or 18 years forward.

<sup>10</sup> National Educational System of Honduras: 2001 / Ministry of Education and Organization of Iberian-American States. Madrid, 2001.

<sup>11</sup> Ministry of Education: National Basic Curriculum, Tegucigalpa, 2003.



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**Table No. 2 Levels According to the Basic National Curriculum**

<b>Pre-Basic Education</b>								
First Cycle 3 years			Second Cycle 3 years					
Age			Age					
0-1	1-2	2-3	3-4	4-5	5-6			
1 to 3 years of age			3 to 6 years of age					
<b>Basic Education</b>								
First Cycle 3 years			Second Cycle 3 years			Third Cycle 3 years		
Age			Age			Age		
6-7	7-8	8-9	9-10	10-11	11-12	12-13	13-14	14-15
6 to 9 years of age			9 to 12 years of age			12 to 15 years of age		
<b>Mid-Level Education</b>								
Mode: Scientific Humanist High-School, 2 years				Mode: Technical Professional High-School, 3 years				
Age				Age				
15-16		1-17		15-16		16-17		17-18
15 to 17 years				15 to 18 years				
<b>Higher-Level Education</b>								
Age				17 to 18 and higher				

9.43 In the country, the greater percentage of educational schools are located in the rural area (86%), in the urban area 14% (UMCE 2002-2004) (Chart 3 Annexes) where the operation of one-teacher educational schools predominates, especially in remote areas and of difficult access. These educational schools are the only means of providing the first two cycles of basic education. In the country, like in many in Latin America, one-teacher educational schools provide education to girls and boys who live in rural areas with scattered population, scarce means of transportation and many constraints to have a complete school. Corredor de Pineda y Fonseca, 2000.(UMCE, 2002-2004, Associated Factors)

9.44 One-teacher and two-teacher schools of Honduras jointly represent nearly 80% of the total of Basic Educational Schools of official character, distributed in the 18 departments of the country (MOE, Educational Census, 2006). These schools belong to the regular system of education and to the community self-management, such as the case of the schools of the PROHECO. The 2001 population and housing census registered a rural population of 3,268,852 inhabitants representing 54.4%. Of this population, 51% are men, who correspond to 1,816,541 (Hernández Russbel, 2003).

9.45 As part of the administrative structure, the Educational System has an instance denominated school supervision that, according to manuals and verbal expressions of educational authorities, it should be an instrument of support and of advisory to teachers in order for them to understand and adequately apply pedagogical guidelines established in educational programs. However, in practice, school supervision is basically dedicated to verification of the compliance of labor obligations due to which it acquires an eminently administrative character. Pedagogical aspects are interpreted starting from administrative requirements of attendance and permanence of students and teachers in the educational center. (MOE, 2009) The information attained from the survey applied to the sample for this study (30% of EC did not receive supervision in 2009)<sup>12</sup> and focal groups to principals

<sup>12</sup> Table 10 PE and BE in Anexes.

and teachers confirm what has been set forth, upon expressing *"we barely receive support of instances of the Ministry of Education, the visits of supervision are carried out on average once a year and they have more administrative character than pedagogical, district and municipal principals don't have the competences for providing teacher accompaniment"* (Focal group to principals and teachers, annex).

9.46 The Modernization of the Proceeding has tried to institutionalize the practice of strategic planning and decision-making based on valid data of educational statistics of the information system. Integration of the participation of sub-systems and the civil society for the development and consolidation of the unit, coherent and directional subject to sustainable human development and the creation of instances of directorate, departmental, municipal, district and local levels oriented to the participation of sectors of the State, sub-systems and the civil society. (Rápalo Castellanos, 2003).

9.47 The Ministry of Education as well as departmental directorates have been weak in organizational terms for the execution of their duties. In spite of efforts, basic tools are not yet available for information-collection, evaluation of the proceeding and for asking and providing accounts to the society in departmental, district and national scenarios. The reforms on financing mechanisms have not initiated the demand of individual responsibilities on management of human and financial resources. This is a challenge that requires a State policy beyond any governmental period pursuant to its consolidation. Decision-making, especially on staff management, is unarticulated and farther from its fundamental objective which is the learning of children and youths, there is a lack of tools for assessment and demanding quality results.

### **Proceeding of the Educational System**

9.48 The Ministry of Education has the responsibility for the definition and implementation of policies and strategies on matters of education and administration of the educational system for the levels it is in charge of: Pre-basic, Basic and Middle; seeking mechanisms of coordination for the execution of educational actions framed within sector and national planning. It is also in charge of the curriculum design, evaluation, training of the teacher in-service and the research, these last two developed by the National Institute of Educational Research and Training –INICE– (UNESCO, 2008)

9.49 The re-organization and lesser concentration of the Ministry of Education is being carried out in stages, existing in the proposed structure a deliberate intention of delegation of duties to different operational instances of the institution and to transfer to departments, districts and educational schools several tasks that up until now had been exclusive of the central level. Consequently, it is gradually adopting an operational and organizational structure integrated by three instances: the office of the nominal (Secretary of State), in charge of leading the institution and establishing the regulations under which the system will operate by means of central units and three undersecretaryships that through its units lead pedagogical and administrative aspects. At the lesser concentrated level, the role of local executors and principals corresponds to Departmental and District Directorates of

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Education; and finally the direct executors, the educational schools in charge of the operation of the system. (UNESCO, 2008)

9.50 Departmental Directorates with their respective District Directorates face the challenge of achieving the completion of their structures with the laboring human resource in educational schools that they are able to assign<sup>13</sup> to, given that they lack budgetary structures for hiring qualified staff for performing such duties. Nonetheless, the educational system and the Ministry of Education, as the responsible entity of making proceedings for such system, does not escape the questioning that in general the public administration receives, due to the high degree of political patronage in assigning the positions, high levels of red tape and incipient processes of accountability derived from a little transparent and poor performance public proceeding. (UNESCO, 2008)

9.51 The role of governing the process of operationalizing educational policies is the responsibility of MOE. The complexity of the Honduran educational system on its qualitative aspects as well as in the volume of proceeding that it requires demanded during the last decade of new organization and proceeding models, fundamentally based on diversification and specialization of responsibilities and duties that led to the creation of organs, whose constitution applied criteria that respond to decentralized principles as well as less concentrated<sup>14</sup> principles. In spite that the government, within the process of modernization of the State, encourages policies of decentralization and less concentration, centralization continues being a force offering resistance to changes. In Chart No. 3, some elements showing the level of decision-making in the Honduran educational system are presented, which reveal the centralism still prevailing.

Hiring/Firing of Teachers	Hiring/Firing of Directors	Teachers' Promotion	Wages	Budget & use of resources	Maintenance	Books	Organization & class schedules	Curricula
National	Departmental	National	National	National	Departmental	National	National	National
Departmental Schools					Departmental	Departmental	Departmental	Departmental
(Private)					Scholastic	Scholastic	Scholastic	Scholastic

Own elaboration - Source: PREAL, 2007, *A Lot to be done and National Reports of Educational Progress*.

9.52 The academic supply of higher education is in charge of 20 institutions of which five belong to the state and fifteen are private. These schools are located in the cities of Tegucigalpa (12), San Pedro Sula (4), two in semi-urban cities and two in places neighboring to Tegucigalpa. During the last years regional centers have been established in cities of greater economic and population development, such as La Ceiba, Choluteca, Comayagua, Santa Rosa de Copan, Danli, Tela and Juticalpa. According to the last statistical data of DES, the coverage in this level was of 14.6% of the population ages

<sup>13</sup> These teachers assigned receive their salaries for the position of the Educational Center where they work. Departmental Directorates assign staff (with duties) to those centers where there is excess of teachers, in many occasions due to kinship or friendship and without compliance to the qualifications for the position.

<sup>14</sup> Education and Development. Sector Study and Decennial Plan. MOE/GTZ. Tegucigalpa, 1997.

between 18 and 24 years of which 43.5% studied in UNAH, 19.13% in UPNFM and the rest was distributed among the remaining universities in a manner such that 64% studied in 2009 in state IES and 36% in private IES (DES, 2009). According to gender, the distribution of students establishes that in state IES 63.8% were feminine although there is a marked tradition of choosing careers such as nursing and the percentage reverts with greater male presence in careers linked to forest sciences, agricultural and military (DES, 2009).

9.53 Non formal vocational education is run by 4 institutions leading the sub-sector in independent manner with their own legal plinth, strategy, scope of action and institutional independence, these are: the National Institute of Professional Education (INFOP), the National Commission for Development of Non Formal Alternative Education (CONEANFO<sup>15</sup>), the Advisory Center for the Development of Human Resources in Honduras (CADERH), and the private initiative directly executing programs of vocational education through PROCINCO<sup>16</sup> and the Central American Technical College in San Pedro Sula (IPC) as the most relevant ones.

### **Infrastructure**

9.54 In 2004, MOE carried out the Master Plan for the Development of the Educational Infrastructure of Honduras, which had its origin in the acknowledgment of the vast need of renovating and remodeling existing educational schools and the construction of new ones. The purposes of the study were: to have an inventory of conditions on school buildings available and to have recommendations available to respond to real needs and required resources as basis for definition of a new model of collaboration for facing this challenge. According to the Master plan, there are approximately 17,367 public and private educational schools in Honduras. This number breaks down in approximately 5,358 pre-school centers (kindergartens), 11,133 primary schools (1-6 grades), and 876 centers of mid-level education (7-12 grades). In many occasions, more than one educational school was located in one same building or in the same land. To the date of the current study, there is no official information documented on advances and achievements in the implementation of the Master Plan.

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<sup>15</sup> Created by means of Decree 313-98 of the National Congress..

<sup>16</sup> Program of Integral Training for Competitiveness of the Industry of Ready-to-Wear Clothing – PROCINCO.

<sup>17</sup> **Building** – It is an independent structure with walls and roof. An educational center may include several buildings. The Master Plan for the Development of Educational Infrastructure collected information of 20,204 buildings, and it includes age (construction year), dimensions, number of floors and the condition of constructed systems.

<sup>18</sup> **Land** – This term is defined as the land to which the educational center is related to. Some schools have more than one piece of land and others share the same land. Usually these land entails some type of infrastructure on them; however, some are used only as playground areas.

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whole and reported 12,901 locations in the entire country. This consists of 2,368 pre-schools and 10,533 primary schools and mid-level educational schools. Table 4 shows a summary of the types of spaces destined to the education.

Types of Spaces		
Types of Spaces	# of Spaces	% of Spaces
Classrooms	45,489	85%
Computer laboratory	29	1%
Science laboratory	29	1%
Workshops	873	2%
Library	70	1%
Administration area	2,398	4%
Others	3,131	6%
<b>Total</b>	<b>53,738</b>	

Source: Secretary of Education, Executive Summary Master Plan for development of educational infrastructure. April, 2004.

9.56 10% of educational schools in Honduras of pre-school, primary and secondary education do not have their own premises and they are forced to operate in the facilities of churches, particular homes, and community centers or in borrowed or rented educational schools. Almost 40% of current school buildings were constructed in the 90s as product of mechanisms of social compensation, which privileged the physical infrastructure as a manner of care provision to the education.

9.57 The average enrollment of an educational center in Honduras is of 140 students and about 60% of centers at national level have less than three classrooms, which means that one-teacher and two-teacher schools predominate as the main category of care provision. Taking into account the entire educational infrastructure of the country, 85% of spaces are constituted by classrooms, which in total add up to 45,489; 4% administrative areas; 2% workshops; and 1% computer laboratories, science laboratories and libraries, respectively.

9.58 Out of every hundred school centers at national level, 94 are public and 6 are private. The student population (Pre-basic, Primary and Secondary levels) is 49% rural and 51% urban, but the secondary education concentrates 90% of the students in the cities and only 10% of teenagers who live in the country study mid-level education. 77% of the school buildings need repairs, but are not a threat for security purposes; 22% require great improvements or replacement; 1% may survive up to three more years with operations of maintenance.

9.59 Out of every school building, 62% lack electricity; 20% lack potable water service; 24% lack sewage system; 40% require great improvements or replacement of toilets and washstands; 16% need improvement or replacement of their roofs; 13% require great improvements or replacement of external walls and 12% in their interior walls and 19% improvement or replacement of floors. (Source: Master Plan for the Development of the Educational Infrastructure, 2004)