XIV. VOCATIONAL EDUCATION MAIN FINDINGS

"... Educational programs should foster the development of new competences which facilitate moving between different jobs. Some of these are:

- Competences linked to the way of thinking: Lecture, Writing, and Mathematics.
- Skills for preventing and solving problems and for decision-making.
- Mental flexibility, reflexive thinking, sense of anticipation.
- Creative and active oriented attitudes.
- Broad-based technical education (Physics, Chemistry, Mathematics, Ethics).
- Capacity of communication, negotiation, to reconcile different points of view, to know how to listen.
- Self-esteem, search of challenges, teamwork.

...The concept of labor competence involves the proven capacity of carrying out work under the context of an occupation. It implies not only having the availability of knowledge and skills, up to now conceived as being enough in learning processes for the job, given that these define the importance of understanding what is done and it integrates a set of these three completely articulated elements..."

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Educational Administration

14.1 Non-formal education, as per the 2007 CONEANFO study, is defined as "all educational activity organized and systematized carried out outside the structure of the formal system, to provide certain type of learning to certain population sub-groups". This arises from a need to reach the excluded population from the formal education sector estimated to be 2,310,404 people (approximately 30% of the total population) including boys and girls, youngsters and adults without access to different levels of education of the formal system (as per Legislative Decree No. 313-98); as well as the population that works and requires permanent training to maintain their labor competence updated.

14.2 It is within Non-formal education that Vocational Education is incorporated, to offer a short-term formation process with a labor output for different categories of posts for technical and operation work as per the training program that the youngsters come from. Different from the formal sector education, these programs do not provide ways to continue higher education. It is mainly focused towards people of productive age from 15 years and above and without access to secondary education, with incomplete secondary education, or working population demanding updating. It is specifically the young population excluded from the formal secondary education system estimated at 761,537 (as per Legislative Decree No. 313-98), which represents close to 9.7% of the total population, and 25.5% of the population in the range of 15 to 30 years.

14.3 In Honduras three (3) entities are leaders of the Vocational Education Sector in an independent manner, but with coordination actions in punctual aspects. These entities

operate under their own legal, strategic, action environment and institutional independence basis; these are: National Institute of Professional Formation (INFOP), National Commission for the Development of Alternative Non-formal Education (CONEANFO) and the Advisory Center for Development of Human Resources in Honduras (CADERH).

14.4 INFOP was created through Decree No. 10 of December 24, 1972 as an autonomous institution, as a legal entity with its own equity coming from the private and government sectors. It was created with the purpose of providing training to Honduran workers and to participate in the country's integrated development process directly responsible of a policy for training of dynamic, modern and challenging human resources. It operates through five regional offices: Central, Northeastern, Atlantic Coast, Southern and Olancho areas. Training is provided in three production sectors: agriculture, industrial and commerce and services, through a variety of ways: complementary, advisory, habilitation, technical assistance, individual formation, learning centers, dual complementation, individual training for rural enterprises, certification based on competence, dual learning and formation in family centers. INFOP also trains through collaboration centers with which it subscribes contracts or agreements. By 2004, INFOP had 13,913 contributing businesses to which it directs a great part of its services. Its programs are addressed to workers already occupying a job in a business, as well as youngsters excluded from the formal education system seeking jobs or professionals and non-professionals demanding punctual, specialized, short-term training.

14.5 The CONEANFO emerges from the framework of the Law for Development of Alternative Non-formal Education created through Legislative Decree 313-98 by the National Congress, with the purpose of meeting the needs for integrated education, formation and labor training for population excluded from the benefits of formal education. Different from INFOP, it promotes training processes in two directions: toward studies in subsequent levels recognized in the formal system and/or toward the labor market. It includes pre-basic, basic, secondary and alphabetization levels.

14.6 CADERH was founded in 1983 as a legal entity and non-profit private institution. It emerges from the synergy between businessmen, union leaders and professionals, with the purpose of strengthening the capacity and quality of Technical and Vocational Education to respond to the needs and demands of the production sector. Its participation focuses on the CADERH centers network, which currently includes 25 training centers, and provides technical and financial assistance, advising on the application of the Instruction Based on Competence (IBC) methodology, and certifications of education centers. These centers which integrate the network are property of civil society organizations (foundations, churches, chambers of commerce) and municipalities, which operate in an autonomous manner their administration, financial and technical management.

14.7 The institutional offer of Vocational Education at a national level as per the 2007 CONEANFO Study is of 141 profit and non-profit centers, public and private, disseminated throughout the country with major concentration in urban areas. Many of these centers do not have legal basis, but operate under the figure of a church, foundation, etc.

14.8 Vocational centers offer between one or up to six specific training fields or areas, excepting INFOP which offers a diversity of areas as per the conditions of the environment where its training centers are located through different learning modules at a national level. Within the training areas offered by Vocational Education Centers including INFOP are short and mid-term courses (up to 2 years), according to regions, conditions and potential environments. The following courses stand out: sewing, industrial sewing, upholstery, electricity, electronics, civil construction, repairs and painting, carpentry, wood works, metallic construction, welding, mechanics, computers, cooking, pastry, agro-industry, air-conditioning, refrigeration, crafts, cosmetology, piñatas, pottery, mining, hotel work (waiters, receptionists). INFOP also offers courses oriented toward business management, project management, quality control, basic accounting, among others.

14.9 The entrance of youngsters to Vocational Education centers in the majority of cases is made through registration or enrollment processes after termination of elementary school and for those not having completed middle school. In a minor scale, youngsters enter with inferior education levels for punctual courses, but are able to read and write and also dominate basic mathematical operations. In some centers evaluation processes for aptitude and mathematics are applied; however, enrollment and registration in general are open to all (Plan International Study, 2007).

14.10 Regarding achievement obtained by participants trained in vocational centers, several forms of evaluation were identified, especially as far as standards for labor competence desired. Three (3) forms outstand: demonstration and practice of abilities in shops, theoretic/practical tests and professional practice in a business.

14.11 The majority of vocational centers evaluate practical performance of participants. For this purpose, different criteria have been defined to evaluate the learning process:

- Result on the development by person
- Theoretic performance of participants
- Good habit and behavior record
- Impact over family development
- Retention and drop-out register of participants
- Impact on community development

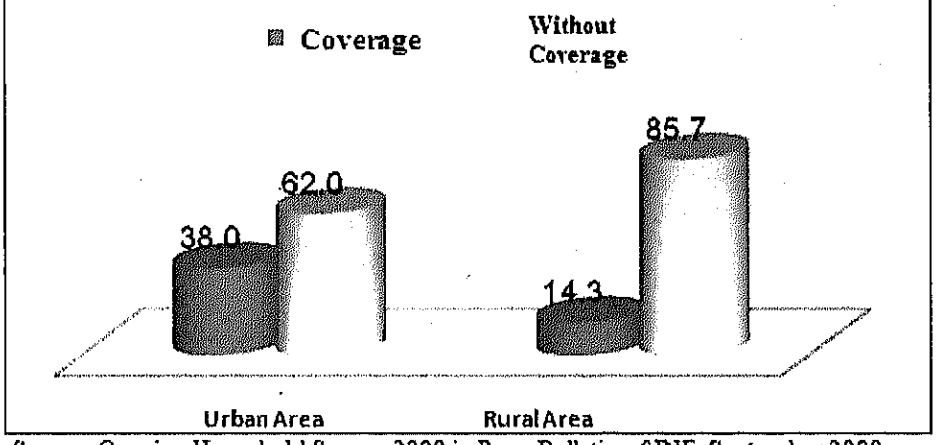
14.12 Normally, evaluations are applied at the end of the theoretic and practical contents corresponding to each labor standard or competence. In the case of the IPC, it is evaluated on quarterly basis, at the time a determined training program ends "and it is required to have passed the previous instrument in order to continue the following quarter...the students that do not still have the competence must return to the shop to acquire such competence" as per the Instructor's Focal Group IPC, 2009. This same form functions for all CADERH network centers, with the variance that the evaluation is not applied in a periodic manner but until the end of the training program for a determined area.

14.13 According to recently published data by the INE 2008[46] Honduran population includes a high proportion of Young people. 38% of the population (2,986,000) is between

[46] Press Bulletin. INE. May 8, 2009.

the ages of 12 and 30 years, of which 1,452,000 are men and 1,534,000 are women. Among youngsters that are dedicated to studying only, the percentage is relatively higher for women with 55%. Placing more emphasis on younger population, it is registered that between the ages of 16 and 18 years, the education coverage is just 25.3%. This means that only 1 of each 4 youngsters between these ages are attending some type of learning center, while 3 youngster are excluded from these benefits and could be available for vocational education. The existing difference is even more disturbing for coverage of education for young people in urban areas with 38% and in the rural ones with 14.3%, as illustrated in the following graph:

Graph No. 16 Coverage of Education in Young Population per Geographical Area



Source: Ongoing Household Survey 2008 in Press Bulletin of INE, September 2009.

14.14 Based on the Educational Progress Report Honduras 2005 by PREAL, the average schooling of the task force for 2004 reflects a precarious educational situation for this segment of the population, over which the national production system is sustained and mostly affected in the rural area.

Table No. 19 2004 Average Schooling Years of the economically active population

Area	Years of Schooling
National	6.7
Urban	8.3
Rural	4.7

Source: PREAL. Educational Progress Report Honduras 2005

14.15 Only 16.1 o the national task force has 12 or more years of schooling, of which only 29.3% in the urban area and only 3.1% in the rural one. Within the fifth part of the richest population of Honduras, the average years of schooling of the task force for 2004 was 10.3%, while the fifth part on the poorest side was 3.9%, showing a great between these two fifths of the population.

14.16 The data previously presented shows that the segment of the population in working age confronts major difficulties when entering the labor market, situation that limits full personal and professional realization and converting them into an emerging task force with deficient training to compete in regional and global economies. Additionally, the level of education and qualification affect the income, as per an analysis of CIPRES-FIDE-USAID, April 2007 "with higher education and experience, higher salaries. In the same manner, training also plays an essential role in determination of salary".

14.17 As a consequence of the low level of schooling of the task force and the lack of trained professionals, the rates of productivity of many of the economic sectors of Honduras are among the lowest of Latin America. The same PREAL 2005 reports points out that the low education level of the economically active population is a clear obstacle in Honduras' ability to compete within the global economy, to be involved in commercial relations and to attract foreign investment.

14.18 According to the IWO in a Plan International Study 2007, added to the inequity in the provision of educational technical-vocational services, it can be noted that there is a lack of government support for the strengthening of installed capacity in vocational formation centers as well as promotion and development of new centers which count with the required conditions and capacity to respond to individual conditions and needs and those of the environment regarding the training of human resources for a rapid and immediate entry into the labor market.

Educational Policy

14.19 There is no existing education policy to integrate the Vocational Education sector. Also, the sub-sector lacks an entity where different institutions meeting this function can be integrated in and which allows for the design and advancing of and education policy to provide orientation and begin putting it into action. Findings of the study indicate that a main cause for the absence of an education policy for this sub-sector, the lack of a link to decrease the gap between the vocational sub-sector and the country business production sector to result in an organized management of Vocational Education towards an educated individual to reach full realization and contribute to the full development of society (as per the ENAE-COHEP document 2006).

14.20 Added to the aforementioned situation, the opinion of the private sector regarding the formation and knowledge of graduates of the formation processes is that it is not articulated with top technology, basically because changes at a world level are very rapid and Technical Education in Honduras is 50 years behind (CADERH-SE-CESAL, 2003).

14.21 With the intent of having an integrated, articulated and geared toward requirements, there is a current discussion of an initiative that proposes a National Professional Formation System (SINAFOP) and a National Labor Education System (SINET). The SINAFOP would be integrated by INFOP, for three types of professional training centers and technical schools currently administered and controlled by the Ministry of Education, and would be governed by a body denominated as the Council for Human Resources Formation.

14.22 The proposal for creation of the SINAFOP implies that INFOP would act as the directional organism of the system, for which purpose it would require some modifications in functions and structures (disengage itself from professional formation tasks, convert its physical infrastructure into technological centers, promote the creation and strengthening of collaborating centers); and on the Ministry of Education side, Secondary Technical schools and institutes would pass to depend to the SINAFOP, "leaving them in the hands of business organizations of each sector".

14.23 This effort has required investment of time and resources to configure and reach consensus over the initiative not yet implemented, mainly due to conflicts of interest between participating actors. Despite this, INFOP maintains its interest and works towards achievement of this system as a mechanism to organize and provide direction to the country's professional-vocational formation sub-system. At the same time, COHEP proposes that "the creation of a National Formation and Training System must be supported to promote the opening of a training offer, thereby excluding the existing monopoly. This system should include evaluation and measuring of training through certified centers and graduates, based on existing international standards and norms" (ENAE-COHEP 2006 document). This initiative is already being discussed through the INICE, as the responsible organization for policies regarding educational training at a national level.

Fiscal and Educational Administration

14.24 The Vocational Education sub-sector is characterized as being a mainly private and decentralized service.

Table No. 20	Participation in Programs of Non Formal Alternative Education (EANF) according to Sector
Sector	% of participants
Private Sector	57
INFOP	16
Other Government Entities	13
NGOs	5
Others	9
Total	100%

Source: ENCOVI 2004 in study of CONEANFO 2007

14.25 The data shown in the above table shows that the EANF offer is presented through in several spaces and modes: public and private sectors and NGOs. However, out of the Hondurans participating in these programs, more than half do so within the private sector and in a smaller measure through specialized institutions, such as INFOP, which – along with other government institutions – only represents 29% of participants.

14.26 Inter-institutional relations between Vocational Education entities be these public or private are carried out by different means and mechanisms. Centers assisted by CADERH

maintain links through the CADERH[47] centers network which provides service to an annual average of 5,000 youngsters (Data collected in the CADERH web page). Regarding INFOP, relations and coordination are managed through collaborating centers. Its purpose centers on compliance of the requirement that CADERH and INFOP define to be members of the network or collaborating centers. These denominations are backed-up by inter-institutional agreements subscribed. In the same manner, levels of coordination and communication with CONEANFO and FONAC exist where interest of the entities to work in common work projects converge; for example, the discussion of the initiative for the Law for establishment of SINAFOP, among others. Therefore a hierarchy relationship does not exist for subordination at the level of entities providing technical, vocational education services, and their relationship is horizontal and through coordination of actions and processes.

14.27 Vocational centers are entities without internal structures that allow them to manage human resources. Of the 141 institutions identified in the CONEANFO 2007 study, INFOP and CADERH stand out as the institutions that train the instructors of their centers. The remaining entities with independent management do not have a formal training process. It is left to the criteria of the vocational centers to train their staff when considered necessary, taking into account the availability of financial resources, existing opportunities and time. The same happens with regards to supervision and evaluation aspects, and only spontaneous actions are carried out for supervision and evaluation of the performance of instructors, but no planned, systematic actions product of a designed and installed plan are carried out.

14.28 As far as institutional education capacity and effectiveness of labor is concerned (planning of: education and budget policies; preparation of: statistical data and plans; execution and evaluation of activities), CONEANFO and INFOP are identified as the entities legally able to design and propose education policies for the vocational sub-sector. However, the majority of vocational centers execute their own institutional management regarding these aspects, using their own planning, execution and evaluation of activities formats. Only centers that are incorporated in the CADERH and INFOP network prepare their registers and formats following the requirements of these leader entities. The fact is that there is no existing homologue instance at the Ministry of Education to dictate policies, norms, directions, consolidate statistical information, define tendencies, etc. in the Vocational Education Sub-sector.

14.29 Regarding the profile, selection and professionalism of education administrators, vocational centers are normally managed and administered by their principals, who also in many case carry out instruction, coaching, human resources management, and management of the center's resources. In an interview with Jose Nelson Rodriguez, Principal of the Fray Casimiro Cypher Center of Campamento, Olancho, regarding his functions and roles, he manifested that "the Center Principal is a multi-tasks person", as financial capacity of these centers is very limited to assign work posts to appropriate professionals.

14.30 The Vocational Education sub-sector lacks an instance to centralize, manage and handle information to generate statistical reports (including budget data). Based on

[47] Data collected on Web Site of CADERH.

consultations made, only INFOP, CADERH and CONEANFO prepare accounting and statistical registers in a periodic manner of its affiliated centers.

14.31 The vocational sub-system does not count with a functioning and efficient structure to integrate, coordinate and direct educational processes. There is only evidence of the SINAFOP proposal as an initiative that tends to reach these purposes. It is required, therefore, to continue with this effort where it is necessary that participating entities be conscious, committed and disengaged from their particular interests.

14.32 Regarding budget matters, each entity that provides Vocational Education services is responsible for its own budget. The majority of the centers count with resources from national and international entities such as churches, foundations, municipalities and in many cases receive central government support channeled through INFOP, CADERH or other instances. There are experiences of centers that generate their own income, including the sale of products and services within the centers through the production training process of students. The budget structure of each institution is prepared annually and liquidated in the same manner. There are cases, such as INFOP and CONEANFO, where quarterly liquidations are done, following stipulated processes by the Ministry of Finance for all government entities. The rest of the entities carry this out during annual general assemblies.

14.33 The incidence of international cooperation in vocational centers is varied. Outstanding efforts include UNESCO, the European Union, USAID, IDB, the Peace Corps, GTZ, WIO, AECID, CIDA, JICAN and others (INFOP, 2001), that support or have supported technical and financial initiatives for projects in diverse areas and different areas of the country. Due to the lack of available official sources of information at the time this investigation took place, it was not possible to confirm data in this regard.

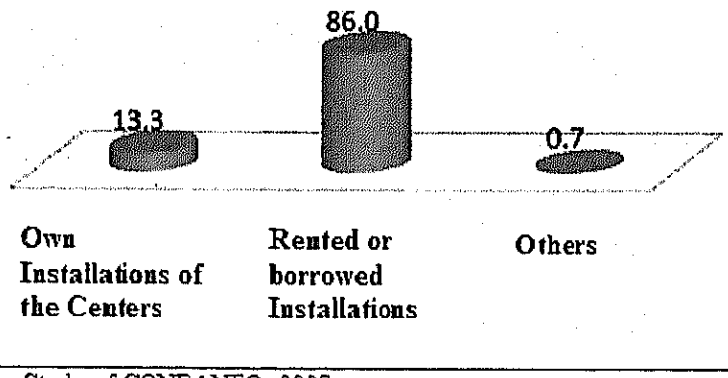
14.34 According to a student focal group in Tegucigalpa, 2009, the cost of Vocational Education is relatively low for them and their families, and this is one of the main reasons for their decision to study to become specialized technical staff or operators in a specific field. Thereby, it is considered that studying careers within the formal systems (secondary, technical and university education) is more costly. However, the real cost of vocational education is high due to the investment in installations, equipment, work materials, salaries and general administration of the centers. In the case of the IPC, the cost per student is approximately 8,000 dollars a year, but it is subsidized through scholarships. In other cases, such as the Fray Casimiro Cypher Center, the annual cost is also subsidized, with the student only paying the equivalent in Lempiras of 1.50 dollars for enrollment.

14.35 The Vocational Education Centers in a certain manner, in the majority of cases, represent an expression of community participation, as these entities are civil society organizations. These have their own functioning structure that operates through assemblies of principals, at which instance policies are set for the centers and decisions made on budget matters and management and operation of the centers. This is done based on the approved bylaws by the Ministry of the Interior. Each center has its own promotion system to reach the labor market. It is not known whether an accountability system is set up for these centers for budget management and compliance of educational goals and achievements.

Infrastructure

14.36 There is no existing study in the country to identify conditions of physical infrastructure of vocational centers. In the little documentation collected on this aspect is stressed that there is a dispersion and fragmentation of national service. Vocational centers operate in non-school physical spaces, among them community centers, shops and homes in the community where they are established. The study of CONEANFO, 2007 identified 4.900 classrooms where only a few of the facilities are owned by the centers, most of them are rentals or loans.

Graph No. 17 Situation of Infrastructure in Vocational Education



Source: Study of CONEANFO, 2007

14.37 The graph shown above suggests that, on the one hand there is insufficient infrastructure, but otherwise, the condition of tenure of physical space occupied by the Vocational Education Center produces the risk of instability.

14.38 During the visits and interviews with instructors, for purposes of this study, we identified that there is lack of proper equipment for workshops in different areas of training offered by vocational centers. This is confirmed by statements such as "there is hardly enough" and through verification of the existence of obsolete machinery and equipment or in disrepair in some centers. The biggest problem the centers are facing is the lack of material for practical work in workshops (electrodes, thread, wire, cloth, food, etc.).

14.39 The responsiveness of the vocational training centers (private, NGO and government) based on the infrastructure, equipment, materials and services available, is enough to serve approximately 200 thousand people, meanwhile, the demand for vocational training or other training for the group in the working age population, is about one million people between excluded from the Middle School Education and unemployed looking for a new job. Therefore, it appears that about 800 thousand people have no place in these centers, thus limiting their ability to improve their skills and qualify for a job that will expand their opportunities to improve their incomes and living conditions. Parallel to this there is a limited job market, under the assumption of having the entire country's workforce properly trained, they would enter in the category of "unemployed" for lack of labor market.

Instructors

14.40 There is no record of the number of trainers working in the vocational centers, the study CONEANFO 2007 identified 11.115 trainers in 39 institutions surveyed in this study. With the data collected at the level of the sample, noted deficiencies in the occupational safety of the instructors, they lack basic employment benefits that by law must be provided. Among the working conditions under which they conduct their work we identify the following:

- Low wages
- Lack of teaching materials on the premises of the vocational center
- There were very little furniture or owned buildings
- In some vocational schools do not have electricity
- Do not receive enough training to update their knowledge
- Job instability, as there is staff turnover

14.41 In interviews with instructors we identified that, despite working conditions, the greatest demand and value as an achievement in their workplaces is the training received, which they request to be continuous and updated. According to the study from INFOP, 2001, the demand for training by the instructional staff is related to the updating or technical upgrading, training methodology for instructors and for computing.

14.42 Given the obvious problems relating to the trainers of the Vocational Education, we did not identify any initiative to improve the working conditions of such personnel; which is a necessity that demanded for planned attention and targeted to priority areas that impact directly on the quality of the services provided.

14.43 In interviews with key informants of the institutions leading in the Subsector of Vocational Education (CADERH, INFOP CONEANFO) and in the revised secondary information available, we were able to identify some general characteristics that identify instructors who work in the Vocational Education Centers. In most cases these are salaried professional instructors, most have a His school level education, a few are college-level professional with careers in engineering and architecture and others are specialized technicians in diverse fields.

14.44 For the training of instructors, there is no set curriculum. In the case of INFOP there is a process of short-term intensive training for applicants for positions as instructors in the institution. In CADERH there is training directed for instructors of their network of centers in the methodology of competency-based instruction (IBC). In general, each institution that provides the service of vocational training, apply its own dynamic training or updating of its instructional staff. In some cases such as the IPC, they invest in exchanges or internships in other countries, Colombia still being the most prominent. Moreover, it was found that in general each instructor is updated and specialized in their specific field of work being self-taught, or through their own methods.

14.45 Most of the instructional staff of vocational training centers have no training in teaching methodologies and teaching applied to their field of instruction. There is by INFOP CADERH a policy of occupational certification of people in training processes that enable them to perform in a given job, but not necessarily to serve as Instructor. This generally applies in completing a training module in a competition or specific task.

Administration of Vocational Centers

14.46 The vocational center facilities are not supervised by any educational authority in the country. Therefore, the method of administration is independent, responds and reports its actions to the authorities of the Center.

14.47 Vocational Education institutions, regardless of the nature of their service flag (religious, social, philanthropic, productive, etc.) reflect different degrees of complexity in their operation dynamics. There are, from the more complex organizations as INFOP where decision-making level is present (Directory), an executive level (head) and an operational level (technical, instructional and administrative), to the simplest levels of performance as a beauty academy that is limited to the provision of training in a particular area and operating decisions based on one or two people owning it. In the study of CONEANFO 2007 states that only 7% of vocational centers have more structure in its management and in the organization of their technical, logistical and operational body, including owned buildings.

14.48 Vocational Education Centers whatever their type, size and level of complexity, seek to prove their study curriculum to the national regulatory institutions as INFOP, the Ministry of Education and in some cases the CADERH.

14.49 The decision of the vocational training activities rests with the figure of the Principal or Center Principal, who also performs multiple functions of planning, management and evaluation.

14.50 In terms of evaluating the performance of Vocational Education Institutions, there is no registered information that actions are being carried out to improve the quality of services provided and results achieved.

14.51 From the perspective of their position and although vocational education centers are not regulated by an education policy or by education offices of the subsector or monitored by a regulatory agency of the same, these are quick training alternatives that meet a public demand to enter the labor market. Similarly, for the private sector is the alternative to obtain short-term human resource with training in the specific field. However, it should be integrated into a system to unify and standardize the services and outcomes.

Teaching-Learning Contents

> "Technical Education requires the development of basic competences that are important, that have to do with Mathematics, writing, which is the development of logia and the application of numerical operations, reading-writing, which allows interpretation of information with ease, writing with ease and development of creativity and proposal, these basic competences allow the boy to interpret technical information. This is taught in Pre-basic, Basic and Third Cycle of Basic Education, which generates basic competences of Technical Education, it handles the decisions of his vocation".
>
> E. Valenzuela, INFOP 2009

14.52 The contents of teaching and learning taking place in different areas of vocational education respond to existing programs and curricula in the education environment, that do not necessarily arise from a sector policy and a integral curriculum based on competences (structured program, material development, development of manuals for trainers and monitoring and evaluation systems) and designed according to the demand of the productive - business sector, but rather from the dynamics and conditions for vocational centers. Moreover, according to report by Plan International Honduras 2007, the contents of vocational teaching or professional techniques training are mainly aimed at training human resources to take up paid work, but not to generate their own work initiatives (micro initiatives business, for example) before an enterprise production system with low-absorption capacity of skilled labor.

14.53 In cases where vocational centers develop their own curriculum, this task is the responsibility of professional teams with which they have, in specific cases, they are under the responsibility of other educational institutions that have these capabilities or, consultants engaged for this purpose. Few institutions are staffed exclusively responsible for this work.

14.54 In terms of curriculum design, in some of the vocational centers, they record financial contribution and timely technical assistance directly and indirectly (staff training, internships, international consultants, contracting, etc..) from foreign cooperation, particularly at the INFOP and CADERH. In the case of the IPC in San Pedro Sula, both the staff who design the curriculum and the instructors are professionals from private business, trained as instructors. This intention is that both the curriculum designed based on the needs and characteristics of business area, such as instructor of these training courses "molds" the "end product" according to the requirements of the private sector, where the graduates of these training processes will finally be hired. Not so in the majority of vocational education centers.

14.55 There is evidence of joint working initiatives between the Vocational Education sector and the enterprise productive sector with more emphasis on industrial sector, where

through meetings with groups of experts in the field, competencies are defined or revised and essential tasks that a person must possess to perform in a given job. The information obtained from these meetings is validated in the workplace, using the method of direct observation and consultation in companies with workers and employers (CADERH, 2009). However, it ignores the existence of these spaces of engagement in most vocational centers.

14.56 The main motivation for curricular revision in the level of vocational centers is the growing demand that exists for skilled labor and the technological upgrading experienced in the country's industrial sector. Those vocational centers that develop, revise or adjust their curriculum, are based on "courses related to labor market opportunities," as identifies by some of the people interviewed. There are also centers working and executing curriculum design under "structured programs such short careers". However, studies by the productive business sector continue to show the need for effective linkages between these sectors: Educational and production - business.

14.57 In some cases, courses and programs designed by the same institutions are "tied to specific needs of participants" and ensure that their plan is" flexible and practical. " In other cases the curricular is also linked to institutional reasons to improve their service offerings and to engage the youth that are trained in their courses to achieve a high employment rate and subsequent satisfactory performance in their jobs, because, according to Plan International Honduras 2007 study "the main problems in the capabilities of employees are that they do not know the trade, we need training in new forms of production and observed values and attitude problems" related to accountability, delivery and fairness in their jobs within the company.

14.58 The procedures through which they develop teaching content are varied. It highlights the modality "In class training" as the most common. Other methods used less often are "experiential courses", "field demonstration" and "community social work".

14.59 It has been observed that most vocational centers use existing training programs, which have been developed by bodies such as the INFOP CADERH or other institutions for specific areas at the same time it was noted that in the vocational centers surveyed, there is a lack of monitoring and evaluation of the implementation and results of these training programs designed to verify compliance with the stated objectives and the quality of service provided by the insertion of the young in a job and their level of performance in it.

14.60 From the methodological aspect in the interviews made for purposes of this study we did not identify by the respondents implementation of training processes with the Competency-Based Instruction methodology in the vocational centers, although it is recognized as important learning and acquisition of job competition. For its part, the vocational training is flexible in the timing and duration of educational processes, and uses a variety of means to learning (hands-on classroom-workshop, business, media, other.), which favors the inclusion of youth to these processes.

14.61 In most situations encountered around the curriculum of vocational training, we are shown a lack of medium and long term planning and adjust to the constant changes that are currently experiencing societies in general and the productive business sector in particular. Moreover, the changes surrounding these curriculum adjustments relate to the need of constant feedback.

14.62 During the interviews and the documentary information reviewed, we see the interest from institutions offering Vocational Education for the practical aspects of their processes, that is, so that people learn in practice. However, we don't perceive a conviction or full knowledge on the importance of occupational skills training, which limits the availability of clear indicators as to what students should know and should do, except the case of INFOP for some of its courses and CADERH network centers. Nor was there an initiative of regional or national significance that seeks to promote job skills training and design of indicators to measure the achievement of female and male graduates from vocational training processes.

14.63 It is important to note that in monitoring and evaluation of graduates from vocational training, there are no significant initiatives from the centers. In the case of INFOP there is a unit responsible for such processes, but so far has failed to set up a working strategy that implements the nature of being of the institution. Sometimes this business unit handles information from companies that requires a certain technical profile and connect with those graduates that meet these requirements. Also, few vocational centers assess and track graduates of its training programs. They have no record of young graduates who have been enter the labor market, they don't monitor the performance of young employees in their jobs. In the case of CADERH, they have created an electronic job market that provides labor market information and supply of technical workers and graduates of CADERH Network centers, but doesn't have a mechanism for monitoring and evaluating to show the occupation and performance of graduates of these centers.

14.64 The above-mentioned, regarding Vocational Education and its current status of operation in the vocational centers, shows that significant progress has been made, but not enough to meet demand in both quantity and efficiency "processes" as well as "the final product "in terms of skills, knowledge and specific skills needed by individuals to work in a job or occupation.

Society

14.65 Today's society demands an integrated educational system, inclusive and supported by long-term commitment of all political, economic and social actors. The business sector, according to ENAF-COHEP 2006, understands that educational change is a project of significance in the life of the country that should not be limited to changes in the management of the education system and that the mere provision of inputs is not sufficient to achieve efficiency and quality of educational services. In order to fulfill this commitment of the Honduran educational transformation it primarily involves political will, commitment, resources, time and determined effort from all sectors and actors of society. Hence the need to raise awareness and monitor with responsibility and seriousness

the actions that are in place to reach the desired levels of achievement. It is estimated that the projection of the transformation of the Honduran education at the formal and non-formal sector in terms of investment and time per area is as follows:

Table No. 21	Required Investment for Goal Achievement by 2006 and 2015 (millions of dollars)							
Sector Area	**2006**	**2007**	**2008**	**2009**	**2010**	**2006-2010**	**2011-2015**	**Total**
Efficiency and Educational Quality	51.1	53.4	61.1	63.2	65.2	294.0	352.0	**646.0**
Institutional Strengthening	4.4	4.6	4.5	4.2	4.1	21.8	19.9	**41.7**
Infrastructure	67.1	64.2	59.0	54.3	50.3	294.9	225.8	**520.7**
Wages and Salaries	361.7	376.5	389.9	402.1	412.7	1,943.0	2,189.6	**4,132.6**
Total	**484.3**	**498.7**	**514.6**	**523.8**	**532.3**	**2,553.7**	**2,787.2**	**5,340.9**

Source: Honduras Sector Strategic Plan of Education Period 2005-2015.

14.66 Within the educational sphere in recent years important reforms have taken place and substantial resources have been invested, but there is frustration at the limited progress on the quality of learning. Honduras educational outcomes are in part a reflection of our inequalities and the still insufficient efforts. To change this reality it is essential to carry out profound institutional changes that guide the actions of those who lead education: principals, teachers, students and families, to a relevant and quality education, ensuring the better use of resources invested in this field.

14.67 The document ENAE-COHEP 2006, notes the position of the business sector in education in relation to the following:

- Monitoring of Honduran society proposal for the Transformation of Education developed under the coordination of the National Convergence Forum (FONAC).
- There is a proposed framework law for the establishment of a National System of Education and Training in the promotion of which have taken an active participation the Social Economic Council (CES) and the National Competitiveness Commission. This includes the transformation of the National Vocational Training Institute (INFOP) as a policy, certifications and accreditations body that will regulate the institutions providing training. This has been a lifelong aspiration COHEP yet unattained.
- Establishment of a National Vocational Technical Training System strengthened academically and financially to respond to the needs of present and future job market.
- Students must learn to handle basic mathematical concepts, express themselves correctly in oral and written form, making decisions, reasoning methodically, taking responsibility, teamwork, understanding the technological changes and be efficient in managing resources.

• They must make the best effort so that 50% of the workforce completes the high school education, to ensure sustained social development and, in turn, attack the high rates of poverty among the population.
• The centers of education rather than training people for specific jobs, they must provide a positive attitude toward work and the value it represents.
• It should focus efforts towards achieving specific educational goals in the short to medium term that will engage the state in its entirety, regardless of the current policy governing the country.
• Support the creation of a National System of Education and Training to promote the opening of the offer of training, thereby excluding the existing monopoly. This system should include processes for evaluating and measuring training through accreditation and certification of graduate schools based on training standards and existing international standards.

14.68 In terms of incidence, although it has been shown above, we note the absence of a policy of Vocational Education and lack of a clear and precise definition of a body to lead the education subsector, it evokes the need to reconsider, revise and readjust if appropriate for approval, the proposed law of the National Education and Training, which is inclusive of all stakeholders to enable the orderly and effective operation: policy maker, training providers, certifying and accrediting body and start the working observatory.

Community

Vocational education assumed as an intentional and structured or semi-structured learning process is oriented to the achievement of multiple-educational processes, individual and collective that should be defined with the community, subject "of" and "for" the community or the surrounding in which such purposes are produced. This implies that the design of a curriculum supply of vocational education should take into account and value several aspects of the community surrounding, such as the following:

- The capacity of acquisition or access of families to these services.
- Employment sources and existing production in the environment.
- Existing organization in the community surrounding and how this should be included in the design and execution of a curriculum program of vocational education.
- Basic sanitation conditions or healthiness conditions that influence the implementation of a program of education.
- Existing transportation services and their influence on the development of a program of education.

14.69 In the documentation reviewed and interviews conducted for the purpose of this investigation, there are no clear evidence of involvement of communities in the curriculum of vocational training or that it is the product of a research process based on the environment in which these processes are inserted. Usually respond to a demand for training and capacity installed in the centers, but this response has no linkage with the conditions and characteristics of the mediate and immediate environment.

14.70 In the study of International Plan 2007, unemployed youth and graduates of vocational technical training processes, express a problem in the environment, which is not only educational, but productive economic enterprise, when considering they are unemployed for "lack of work places "" lack of a computer courses "the communities have no employment sources, perhaps because what we've studied doesn't let us apply for work in the community, a lack of companies, there are not enough companies" "Young men graduate and can't find a job therefore returning to work in the fields"" politicization in companies especially government "not applicable profession in the area" "study or preparation is not suited to their locality." This perception and views of young people shows clear signs that the problem not only through lack of qualification of human resources, but by the lack of a productive sector with sufficient capacity to absorb skilled manpower in different territories throughout the country

Family

14.71 Considering education as an essential element that facilitates the development of the potentialities of the subject, and the institutions of family and school as constant interaction forces whose intent is directed toward development of the forces already in the subject, providing or encouraging qualities that are in power, it is important to review the role of family in the process of Non-Formal Education within the setting of Vocational Education. In this respect, the situation in the country is varied, there is no generalized behavior regarding the role of the family. Their level of participation and influence in the learning processes in general and in vocational training in particular is determined by the dynamics of management which designs and develops each learning center.

14.72 In most schools, the family involvement occurs early in the training cycle at the time of registration during the development cycle or formative period through meetings or sporadic sessions convened by the Centers for reflecting on the advances in the education of their sons and daughters and, through meetings to discuss special cases of students who show behaviors outside of the established rules.

14.73 Linking the family in the learning processes is important, it has its support in demonstrations Instructor Focus Group IPC, 2009, "we have realized that alone, by ourselves, we will not improve this situation, we must integrate parents, we are having a regular call for parents to meet with us, offer feedback of what is happening, what is the performance that the boys have had, to where we want take them and ask for their support. Thank God we had a good response from them, so what we and we stress on this is that both children and parents should identify with what is being done in the sense of pride in having their children in an institution like this one and the parents, thank God every time we meet with them they externalized that their satisfaction to see the change in their children because not only are they being trained in the technique part which is our reason for being, but also, we are creating a character because a technician should not only be good at making and taking apart things, but must also have character. "

14.74 However, despite the favorable perception expressed by the focus group of trainers in the document review they identified the lack of citizen participation and a family larger

power of opinion and decision as to his conviction and decisive commitment to enter and support their sons and daughters in these processes and as to the scope and vocational training settings. Many of the young people entering and career centers do so for personal initiative and self-interest, driven by a latent personal need, or motivated by others. "Parents of these young people usually are not involved in the formation process of their children. Therefore, these young people are autonomous in their decisions and actions within the training program.

14.75 In the interviews conducted for the purpose of this research, participants expressed that "support and feel like very important" that a member of your family learns a trade or technical course and thus is aware that this improves their economic situation. They expressed they feel it is essential to learn a trade to get out of poverty through the achievement of a better paying job.

14.76 The families from which most of the students of this subsector come from are poor and reside in neighborhoods and districts in the urban informal sector and in rural areas.

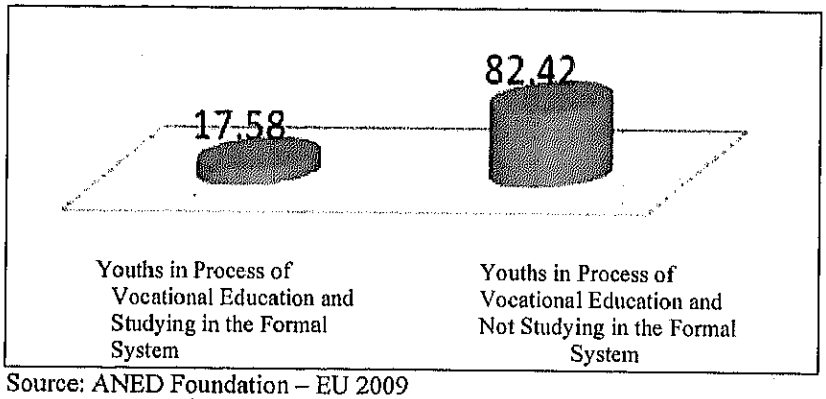
Students

14.77 Of the total population of Honduras (estimated at 7,706,907 according to INE 2008), 2 out of 3 people or 67% is made up of the population under 29 years. Of these, 28.3% are in the age range of 15 to 29 years age, population group which contains most of the work force, therefore the demand for greater labor market entry qualification.

14.78 Still being the majority population segment, only 2 of every 5 young people attend some school, mainly at elementary level school and high school, there is evidence that as the age range increases the trends shows a downward attendance . Also, on average 77.8% of young people attending the high school study in person in a public school.

14.79 Specifically with regard to young people in vocational training processes and as an illustration of the situation, a sample of 91 young people in vocational training processes through projects financed by external cooperation (EU) and implemented by the Foundation ANED, 82% do not study in the formal system, while 18% do.

Graph No. 18	Youths In-Process of Vocational Education and They are Carrying Out Formal Studies



Source: ANED Foundation – EU 2009

14.80 The entry of the youth population in the labor market is more difficult than for the adult population, over half of the unemployed population is under 24 years. This is explained by levels of skill and experience of work achieved.

Table N° 22	Population of Wage-Earning Youths
Situation of Youths in the labor market	%
Wage-Earning Youths in Public and Private Sectors	59.3
Youths with Jobs of their own (freelancing)	40.7
Total	

Source: INE 2007 based on results of ENCOVI, 2004.

14.81 Although, as noted in the table, over 50% of young men and women are listed as employees of public and private sector, also significant is the percentage of youth self-employment in the urban informal sector (domestic work and jobs unpaid), that is precarious jobs, with incomes below the minimum wage, no social protection, long working hours and low or no union representation (INE 2007 based on results of ENCOVI, 2004).

14.82 The census of the National Statistics Institute (INE) provides that a little over half of young people (50.2%) live in rural areas, while the rest are distributed in cities, 13.5% in Tegucigalpa; 7.9 % in San Pedro Sula and 26.4% in other urban areas.

14.83 Finally, illiteracy is still present in young people 15 to 24 years, 7.8% are illiterate in urban and peri-urban and 12% in rural areas. These educational levels are insufficient to aspire to skilled jobs, which involves the acquisition of job skills and skill development to meet the demands of the modern labor market. To this we must add the lack of relevance of educational provision with respect to labor market demand.

XV. COST ESTIMATES FOR THE INCREASE OF PUBLIC EDUCATION SERVICES SUPPLY DURING THE 2010-2015 PERIOD

Budgetary Impact of Teacher's Demand

15.1 Teachers demand depends largely on the evolution of the demand for education in the country, but also on factors such as average class size, characteristics of the national education curriculum and, of course, the educational level concerned. The demand for high school education teaching is very different from elementary school, as it requires teachers with higher degrees of specialization, for instance.

15.2 The budgetary impact of this demand also depends on the average wage paid to teachers, which is stipulated in the statute of teachers and agreed on arrangements such as PASCE, which increases granted by hour class, age and academic qualification to teachers for a given period.

15.3 The estimates of the budgetary impact on certain levels will depend largely on the management model to use at these levels. For the case we know that approximately 93% of the demand for elementary education is paid by the state educational provision in Honduras. However, the profile of highschool education coverage is very different and the way in which this level is served by the state and the private sector is much more balanced, therefore, the scope of coverage targets and funding depend on the model finally selected, which will bear over most state or family finances, depending on the management model that is ultimately selected.

Budgetary Impact of Teacher's Demand

15.4 Teachers demand is closely linked to growth in demand for education in Honduras and therefore the factors that influence it, ie the growth of school-age population, increased education of parents and increasing family income. These variables have seen significant growth over recent years in the country and marks the growing demand for education not only of education at elementary, high school and university education, but in various professional and vocational activities, evidence the country's population desired to overcome adversity (World Bank PER 2007).

15.5 A A following shows the growth estimates for quantified national enrollment for each grade in elementary and middle school education, which formed the basis for estimates of teacher demand and supply of infrastructure services for elementary and middle school education, given the costs of construction and equipment available by the respective entities.

15.6 It's important to note that the highest growth for grades ranging from Years 4 and 9, provide a parabolic shape for the growth of the demand for education in Honduras, given the composition of the population pyramid, the structural characteristics of education systems and the emphasis of the coverage goals of national educational policy. In summary, the biggest changes will take place in the age brackets that make the transition from second to third cycle of basic education.

Table No. 23 Enrollment Growth per Grade in Honduras (2010 – 2015)

YEARS	GRADES											
	1	2	3	4	5	6	7	8	9	10	11	12
2006	100	100	100	100	100	100	100	100	100	100	100	100
2007	103	103	103	104	104	104	104	104	103	103	103	103
2008	106	107	106	107	107	108	109	108	107	107	106	106
2009	110	110	109	111	111	112	114	112	110	111	108	108
2010	113	114	112	115	115	116	118	116	114	114	111	111
2011	116	117	115	118	119	120	123	121	117	118	114	114
2012	120	121	119	122	123	124	128	125	121	121	117	117
2013	123	124	122	126	126	129	134	130	125	125	119	119
2014	127	128	125	130	130	133	139	134	128	129	122	122
2015	131	132	128	134	134	138	145	139	132	133	124	125

Source: Estimates by J. Edwards, Based in ENCOVI 2004.

15.6 Meanwhile, demand for teachers has been growing in response to the educational demand of the national population, with particular characteristics that distinguish pre-elementary education, elementary and middleschool. Teachers according to educational levels are shown below:

Table No. 24 2006 Teachers per Educational Level

	Number	Percentage
Pre-Basic	5,146	7.2%
Primary	32,858	46.2%
Basic	2,388	3.4%
Mid Level	29,519	41.5%
Off Site	483	0.7%
Adults	735	1.0%
Total	71,129	100.0%

Source: Ministry of Education, 2006

THE PASCE

15.7 The "Proposed Wage and Social Adjustment Program and Educational Quality" (PASCE) is the arrangement by which increases granted by hour class, age and academic qualification of teachers for 2006-2009, which has meant a considerable increase in the wage paid to teachers for this period. In particular detailing the increases granted through PASCE, for national teachers. The increase includes increases in the value of class time in the payment of collateral for seniority and academic qualifications as well as those who recognize the area in which teachers work.[48]

Table No. 25 **Base Salary. Amount per Class/ Hour (ACH)**

(In Current Lempiras)

Year	Increase Class Hour	Amount Class Hour	Monthly Increase in Lempiras	Monthly Salary
2006	1.63	33.44	254.28	5216.64
2007	8.01	41.45	1249.56	6466.20
2008	8.01	49.46	1249.56	7715.76
2009	8.00	57.46	1248.00	8963.76
2010 and beyond	*BS and ICH increase automatically due to adjustments to minimum wages.*			

Fuente: SEFIN

[48] The additional bonus is also called "work area bonus" and will be recognized only for the departments of Islas de la Bahia, Thank God and for border areas.

15.8 Collaterals increased their share either three or five years as following chart explains:

Table No. 26	Seniority of Service (Trienniums and Quinquenniums)	
(In Current Lempiras)		
Year	Increase	Seniority
2006	0.00	668.04
2007	40.75	708.79
2008	43.23	752.02
2009	45.87	797.89

Source: SEFIN

15.9 The agreements reached between the government and teachers, also include increases by improving the academic qualifications of teachers, either through a degree or graduation as University Technicians, as evidenced in Table 32.

Table No. 27	Academic Assessment			
(In Current Lempiras)				
Year	Bachelor Degree		University Technician	
	Increase	Academic Assessment	Increase	Academia Assessment
2006	0.00	3073.12	0.00	1536.56
2007	187.46	3260.58	93.73	1630.29
2008	198.89	3459.47	99.44	1729.73
2009	211.02	3670.49	105.51	1835.24

Source: SEFIN

15.10 As shown in the above table it is estimated that the financial impact of PASCE along with the increased supply of educational services designed to satisfy the educational demand growth make growing the annual wage paid to teachers from Lps. 6027.1 billion in 2006 to Lps.20,353.4 million in 2015, equivalent to U.S. $ 1070.1 million in 2009 (at current exchange rate, ie Lps. 19.02 / U.S. $ 1.00).

15.11 This increase occurs not only by the teacher demand growth, but by the consideration of seniority and collateral academic qualification and other benefits received under the Honduran Teachers' Statute and the agreement signed with the Government of the Republic.

Table No. 28	Financial Impact According to Salary Adjustment of PASCE				
	No. Of Teaching Staff (2006)	Average Monthly Salary[49] (2006)[1]	Monthly Payroll	Updated Payroll (2006)	Estimated Payroll by 2015 [2]
Primary Education	32,868	8,957.80	294,424,970	4,121,949,585	9,297,728,383
Late Secondary Education	29,519	4,610.00	136,082,590	1,905,156,260	5,780,429,962
Total			430,507,560	6,027,105,845	15,078,158,345
1 It includes the rate due to seniority and academic assessment.					
2 It includes 15 salaries per year, as well as the increase of the teaching staff supply according to demand growth.					

Infrastructure Investment for coverage of growth on nationwide educational demand

15.12 The costs of public investment in infrastructure will depend ultimately the educational model that is finally agreed and elected by Honduran society as best to meet your coverage requirements and educational standards araised and given the constraint of physical and financial resources. Importantly in this matter which different educational levels have very special characteristics and have to start from this consideration. The demand for elementary education is largely state satisfied (approximately 93%), while secondary education is provided in a greater proportion by private agents.

15.13 The estimate presented below is based on the costs for construction of classrooms, hallways, sidewalks and ramps, electrical, sanitary units, among others, for schools and classrooms that will serve to provide services for middle school education.

Table No. 29	Construction Costs of 1 Classroom	
Concept	Amount Lps.	Amount US$
Construction of 1 classroom (7th to 9th Grades) (comprises layout, digging, filling, wall foundations, windows, blinds, paint and final cleaning, among others)	313,284	16,471
Indoor hallway	33,518	1,762
2 meter ramp	4,839	254
3 meter ramp	18,424	969
Trial or test walls	57,202	3,007
Overlaid foundations	25,705	1,351
Furniture (Professor desk and chair, metallic chairs, metallic bookcase, transportation)	67,025	3,524
Electrical installations	38,547	2,027
Perimeter sidewalk	8,886	467
Others	3,323	175
Total	**570,753**	**30,008**

Source: Project Coordinating Unit IDB/1552 SF-HO/Secretary of Education.

15.14 The estimated cost so far does not take into consideration provision classrooms workshops or laboratories in high school education Institutions, but then the individual costs for the construction of a classroom Workshops is provided in the following chart:

Table No. 30	Construction Costs of 1 Classroom Workshop	
Concept	Amount Lps.	Amount US$
Construction Workshop Classroom	1,442,192	75,825
Overlaid foundations	71,436	3,756
Electrical Installation	77,861	4,094
Others	10,578	556
Total	**1,602,067**	**84,231**

Source: Project Coordinating Unit IDB/1552 SF-HO/Secretary of Education.

15.15 Moreover, it has been assumed growth estimates of the demand for education to determine the additional requirements of infrastructure construction, which have different characteristics for the pre-basic education, elementary and high school.[50] Estimates include the need for investments of over U.S. $ 500 million over the next 5 years, even without considering the needs of construction of laboratories, workshops and other facilities, as well as repairs and other investments to improve quality in schools at various educational levels.

Table No. 31	Construction and Equipping Education Centers 2010-2015				
	No. of classrooms	Current[2] Lempiras	Exchange Rate Lps. To US$	Unit Cost US$ 2009	Total Cost US$
Primary Education	12,285	570,757	19.02	30,008	368,651,406
Late Secondary Education	3,466	741,984	19.02	39,011	135,211,193
Total					**503,862,599**

1 Increase in number of classrooms has been considered as a function of educational demand at each level (taking into account an average of 35 students per classroom).
2 A slightly higher cost for classroom at secondary level has been estimated, given costs provided by a technical source.
Source: Own forecasts based on obtained costs as well as the increase of the teaching staff supply according to demand growth

15.16 The estimates for the coverage targets should be made in a particular environment, stating the characteristics under which shall be the increased supply of high school education services (third cycle of elementary and middle school), expanding public coverage, promoting private education through the grant to families in poverty or a combination of both.

15.17 Furthermore, prioritization of care for high school education in the scope of coverage targets set forth in the goals of eradicating poverty, sector and institutional goals of education, among others, probably will push the election of a optimal model for high school education in Honduras. It is important to remember that the national education policy still does not provide the focus of the coverage goals in the third level of national basic and middle school education.

XVI. GENERAL RECOMMENDATIONS FOR DEEP CHANGES IN THE SYSTEM

16.1 Lesser concentration in education has become a necessity for countries like Honduras; statistics evidence that centralized systems did not solve the problems of coverage and educational quality. Decentralization as a process to be effective requires the political will of national and local leadership as well as different social actors involved in the educational management. The consensus facilitated by FONAC in 2000-2001 indicated that the Honduran society desires a less concentrated model of management in education.

16.2 The greater challenge of this model is to achieve consensus on political spaces among educational authorities in every level of operation and teaching trades, pursuant to achieve the commitment of everyone involved in the development and strengthening of a culture focusing on ongoing improvement by means of the consolidation of central, departmental

[50] While the classification is currently defined as pre-basic, elementary and secondary, in practice, and given the inertia of previous educational system should make estimates in terms of that classification

and district structures of the less concentrated model in order to advance towards decentralization.

16.3 The Education System is still 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 mechanisms of accountability and petition of accounts given that whoever makes the plans and carries out allocations is the same person who executes and provides the services.

16.4 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 task execution on governing, financing of the education, regulation and control of educational services, ensuring the educational package guaranteed for the population and of the 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 that do not belong to its juridical stratum or class, for which mechanisms of less concentration and effective decentralization may be used.

16.5 Currently, there is opposition to the topic of decentralization for erroneously deeming it as synonym of "privatization"; however, in a wide sense decentralization of educational services would mean that the central and departmental levels plan the budgetary allocation per departments and per local networks (municipal or not) based on 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 local levels plan and execute services according to regulations and make decisions on staff management, purchase of inputs, maintenance of infrastructure and others. Transparency stems from the delivery of specific indicators of educational performance, monitoring, delivery of disbursements against outcomes, and the petition of accounts to the staff by means of payment by performance. Communities may participate in social audit and in qualifying services received as well as transparency in management of the State's resources. This mode of administration of educational services would not be privatization given that the State finances them and the population receives them for free.

16.6 The main objective of the policy of educational decentralization is the increase of efficiency in the use of available public resources for the education and to foster a greater interest of service users of educational services to facilitate the operation of school centers. Decentralization at departmental and municipal levels consists in the system of distribution of duties and responsibilities between the central government, authorities or local instances and the civil society by means of their representatives of the educational community, to the end of improving the management and quality of education in the departmental arena and the best operation of education centers. (Rapalo Castellanos, 2003).

16.7 This approach of transformation of the system would take at least a decade, taking into account a strong political support and availability of technical assistance for the

development of every tool required for its execution. A sensitive point of this approach is the status of the teaching staff ruled by the Statute of the Teaching Staff (*Estatuto del Docente*) and that has egalitarian working conditions under the regulation of the Statute, without acknowledgement of payment for its execution. Nonetheless, these actions of transformation may be approached in phases without the need that the first step be the final decision on the destiny and changes in the labor relationship with the teachers.

16.8 Due to several studies –especially from the World Bank– it is known that the demand for education services will be increased in the next decade and the Government should initiate its studies and estimates, to ensure that in the immediate future it will be able to increase and maintain the education supply solving the challenges of quality of education (to reduce rates of repetition and dropout per levels; to increase enrollment rates of secondary and higher education; to reduce inequities manifested due to differences of indicators in rural areas, urban marginal ones and between those located in the quintiles of greater poverty; to increase academic performance; and to reduce over-age). According to 2006/07 UNESCO, this inequity is manifested in the different preparation for entering the school, in an unequal quality of teaching provided, in the scarce educational materials, in the diverse preparation of the teaching staff, the inefficient infrastructure of educational centers and the lack of incentives so that the teaching staff continues acquiring better competences and raises its self-esteem. (2006/07 UNESCO).

Recommendations regarding Education Demand

16.9 Data regarding the size of classrooms and proportion of teachers per student per level should be updated and decision-making should take place (since although on average it seems that sections do not have more than 32 students, the real situation is that there are some one and two-teacher centers with up to 60 students per teacher/classroom) at the same time the government should plan to estimate the number of teachers, infrastructure and required resources to face the increases of demand expected in primary as well as in secondary levels. Teachers expressed that there is also a situation of overcrowding in centers, "up to 70 students are placed in each classroom when the maximum capacity should be 50 (in general, existing classrooms measure a maximum of 49 square meters), it seems that constructions are not designed to accommodate so many people".

16.10 All curriculums should be revised and updated to eliminate those subjects that are not essential or those –as in diversified cycles– that are optional and which are currently entirely financed by the State.

16.11 In view of the power that the teaching staff currently holds due to the ruling Statute and the pressure exerted by means of paralyzing the education system; it is hard to recommend immediate radical transformations to the system. However, actions may be taken that will lead in the medium and long-terms to decisions that imply a greater transformation.

16.12 An objective census of teachers should be carried out to have clarity regarding the number of positions, contracts and real service coverage at every level. Likewise, it is important to document those positions that appear as being taken by a teacher when the real

situation is that he/she does not go to work or this person is assigned to comply duties in a District or Departmental Directorate, Deputy Management of Teaching Staff Human Resources, MOE's headquarters. The necessary structures should be created for the operation of these offices, as established by the decree which created them.

16.13 Similarly, the teaching staff who holds more than one job and how these interfere or not in the performance of their duties should be documented. Legally, teachers may access more than one job if it does not interfere with their duties in both places and the quality is not compromised. In this sense, it would be healthy to reform the Statute's article which regulates that the two working shifts should not be in the same educational center; hence, it is easier for a teacher to comply 2 working shifts in the same place with greater responsibility and efficiency than having to move to 2 different places (distance, management style, different institutional policies are among others possible reasons that have incidence on performance).

16.14 It is essential to update the database of teachers' contracts as well as their salary compensation, and working hours per level in order to have precise estimates on the needs of current and future budgets. It should be possible to carry out this update at the less concentrated district level.

16.15 Design and implementation of a system of incentives and of quality assurance which is viable even when neither complete transformation nor entire decentralization of the system takes place, is also necessary. Enforcement of ministry decrees or laws approved by Congress may allow the transition from a payroll salary to payment by performance, including quality incentives. This would require the use of tools for performance monitoring and quality control. EFA plan in one of its components provides several measures in this sense

16.16 An additional study is the systematization and standardization of payment of the quality bond (PASCE), which is already being implemented.

16.17 The Ministry of Education as a governing body should promote the participation of the private sector in the provision of educational services specially aimed to diversified, vocational and higher levels, establishing mechanisms of regulation and quality assurance of the education. In some cases, the Government should value the opportunity of decentralization to third parties for the financing of some educational services, such as vocational or alternative ones for greater efficiency and performance.

16.18 On the other hand, initiatives of entrepreneurial social responsibility for the improvement of educational infrastructure (donation of a classroom, for example) should not only be applauded by MOE, but rather these initiatives should integrate part of the financing strategies fostered by MOE.

Recommendations regarding the Quality of Educational Services

16.19 The central level of MOE should establish the criteria of budget allocation per department based on clear guidelines and objectives, hoping to increase access and quality as well as to diminish inequity.

16.20 The allocation for the budgetary execution should reach down to district levels, of school networks or the educational center for its administration, which should be based on the performance of indicators approved to that effect. An important requisite for the allocation of these funds should be the departmental as well as district plan and PEC [at level of the educational center, which are tools that orient management towards the achievement of educational indicators that the country has committed itself to reach by 2015 (EFA Goals)]. Decentralized or less concentrated managing agents will administrate the services and will deliver the outcomes quarterly to districts and these in turn to the directorate and central level for effects of payment by performance.

16.21 Based on the current experience, it remains to be solved, that the networks are viewed as decentralized entities that should manage and administrate the delivery of educational services on its geographical area of influence. The entire system could gradually be transformed into educational networks that manage services based on national regulations and standards, managing resources and making decisions at local level or in the best case scenario involving every educational center with the participation of Associations of Parents and School Governments. The infant experience of the Free Enrollment Program should be evaluated and, to the extent possible, make the best use of its potential to ensure an efficient administration of resources as well as provision of educational services.

16.22 Municipal governments –enforcing their autonomy– could request and account for resources or voluntary contributions of the civil society, as municipal or local contributions to education, but this mechanism is not used in systematic manner.

Recommendations regarding the Professionalization of the Human Resource

16.23 Subject to a system that executes new duties, the Ministry should design a plan of education and training bearing the required capacities in matters of sector planning, budgeted by outcomes at sector level as well as department and district levels, quality control of services and regulation of educational services.

16.24 The MOE needs to define the profile of the new teacher, which is required to define exactly the DCNB in the classroom, and it should establish that the aspects of pedagogical education and training be a responsibility of district levels based on national guidelines. The central or departmental level should certify the pedagogical education and training as well as evaluate it at least once a year.

16.25 The technological aspect should be part of educational planning and administration in agreement to the current times. Teachers request the incorporation and use of the computer during the training process; the context surrounding students today is made-up by information and communication technologies. In this respect, the educational system has

the commitment to educate and to train teachers on media use in education in Normal Schools for Teachers as with teachers in-service. Likewise the executive staff of educational centers, district and departmental levels need to incorporate the computer and administrative software packages that allow them efficient and timely information processing and to use it for decision-making; hence, MOE should design and implement systems of unified databases and to create capacities at local level for its use.

16.26 An efficient development of the duties of teaching, research and extension –the latter understood as a link to society– should undergo processes of incorporation of strategies, aiming to facilitate the improvement of teaching processes throughout the levels of the National Education System; education, training and update of teachers, specially on teaching methodologies in higher level education, which include the use of new technologies; a re-planning of the state's policies regarding budgetary allocation, not only to public IES, but rather also to the private ones for the development of precise research projects in pertinent areas to the development of the country; equipping of IES for improvement of teaching processes; and the set-up of agreements subscribed with the private enterprise for the support to specific linking projects of IES to the society based on the development objectives of the country.

16.27 Develop an information system on basic education teachers which allows to understand the multiple causes of problems on teachers' performance, aiming to generate policies and programs that facilitate human and professional development of the teacher and his/her good performance pursuant to learning improvement.

16.28 Develop an Emerging Program of Update of the Teacher that promotes as main learning mode, the integration of local Learning Groups as organizational basis for pedagogical integration and exchange. Such mode may be complemented with high level virtual advisory and in-class accompaniment.

16.29 The creation and use of means of information, training and pedagogical advisory for teachers based on the use of information technologies and modern communication. In spite of many nationwide programs for off-site education and the best use of Internet, the most basic communication tools have not been used in grand scale, such as video or CD, to a lesser extent Internet or electronic mail for teaching education related processes.

16.30 The design and use of a package of self-learning tools and accompaniment of learning that teachers are achieving in the process of pedagogical education.

Recommendations regarding processes of Petition of Accounts and Accountability

16.31 The Ministry of Education, in its leadership role, must establish the performance indicators of the levels of the system to the basis of these, set the petition process and accountability of teachers and of departmental levels and municipal district / networks. These monitoring indicators would focus on teaching areas in content and quality, indicators of educational administration and decentralization of services and efficiency and productivity.

16.32 For the purposes of monitoring indicators and request / accountability a delivery mechanism of these indicators must be established. The departmental offices should lead the process to be consolidated at central level for payment purposes. District levels would be responsible for monitoring and controlling the activities of its networks of educational services.

16.33 As long as the system is not decentralized, the departmental directorates should establish a systematic approach to teacher supervision and support to ensure the smooth running of the curriculum and to effect payment of teachers. It requires the definition of criteria for evaluation and self evaluation of teachers, standards for evaluating the various schools and a good plan for teacher supervision and support, to inform the teacher that shows weaknesses so they can improve them.

Recommendations regarding the Social Audit

16.34 Social organizations can serve as decentralized management agents of education services, administrative agents for educational services performance. If this is the role defined, other bodies would have to carry out the social audit of education and ensure that the system is delivering services with the required quality.

16.35 If service delivery is not handled by these organizations, but by others as local and district level governments, the civil society organizations have an active role to play in the social audit services. The documented and systematic view of social organization would be a criterion for performance pay transfer to a school or school networks would be reflected also in paying teachers for performance.

16.36 Socially audited organizations can, for example, document information on closed schools, lack of teachers, support staff tardiness, quality in education, etc. This would be complemented by the monitoring system established from the central and departmental level, including sanctions or incentives-for-expressed in payment.

Recommendations regarding the Teaching Model

16.37 Strategic activity of the sector is the definition of the **model of education** that is required for the transformation of the citizen and the country in general. This model comes with the package, the portfolio of services by level and their performance indicators, together with educational guidelines in the form of manuals and standards.

16.38 It is imperative also the definition of national **management model** of the system through various mechanisms such as decentralization and devolution based on agreements or contracts with local managers and local officials to include the package of educational services for each population area. The management includes the definition of the subsystems required to operate for the effective provision of services (sub-reporting, accounting, resource management, purchasing, etc). It requires the definition of an external mechanism of tutorship, network and management of health services to continuously analyze the movement of the educational indicators and accompanying in the design and implementation of decisions of improvement at the classroom level and middle and educational networks.