

**Strategy Framework for Programming in Education for the  
Americas**

*Background Paper*

**Prepared for CIDA - Americas Branch**

**Daniel A. Morales-Gómez Ph. D.**

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***SDP* - Social Development & Policy Group**

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## Executive Summary

Canada's commitment to education is stronger than ever. Under the vision set forth by the *World Declaration for All* in 1990 and renewed in the Dakar Forum in April 2000, Canada acknowledged the central role of education in reducing poverty and inequality, and in ensuring fundamental rights, peace, and human security.

Canada reaffirmed its support to achieving universal quality primary education for all by the year 2015; and to demonstrating progress towards gender equality and the empowerment of women by supporting the elimination of gender disparities in primary and secondary education by the year 2005.

The purpose of this paper is to contribute to the development of an Americas Branch Education Strategy consistent with CIDA's overall objectives, priorities and programming, and with the strategic directions of the Americas Branch document "Closing the Gap". The aim is to direct attention to key education issues, opportunities and challenges, and to suggest programming options.

Two factors hamper development and equitable growth: inequality in the distribution of wealth and persistent poverty, leading to social exclusion and human insecurity. These structural problems challenge education and jeopardize gains from reforms.

Countries in the region share common education concerns. These include lack of equity between public and private schools; poor quality of services for disadvantaged groups; poor education outcomes; high drop-out and repetition rates; poor teachers' conditions and lack of incentives, lack of teachers' motivation and overall low performance; out of date educational methods and technologies; lack of correspondence between education and the world of work; insufficient per student investment; and excessive centralism and lack of school autonomy, low school performance, and low community participation.

In this light, donors and governments in the region are moving to find complementarities and to coordinate aid delivery. Commitments to education set by the Dakar Forum and the Summits of the Americas could allow CIDA "to improve delivery of basic social services and to increase the productive and earning capacity of the poor."

CIDA's strategic directions in education and Canada's expertise in this sector suggest potential areas of intervention. These areas reflect concerns about the future of education, and many are currently the target of reforms: improving quality of education and students' performance; building the capacity of the teaching profession; responding to the needs of the excluded; enhancing school-to-work opportunities; improving education delivery mechanisms; adapting education and information technologies to schools needs; enhancing the integrative role of education; and strengthening decentralization of education.

The state of education shows that the opportunity to make education a key contributor to development faces many challenges. Some are contextual and require an integrated view of development and education. Others are specific to making education an effective tool in reducing poverty and inequality. Ultimately, the aim is to enhance the capacity of countries to compete in a globalized world, keeping in mind that education by itself is not sufficient to resolve persistent challenges or close development gaps.

Future programming in education will require CIDA to address a number of fundamental questions: How to make growth both sustainable and inclusive? How to steer economic competitiveness towards greater and more equitable domestic employment opportunities? How best to translate concerns about reducing poverty into actions to redistribute the benefits of growth, improve systems of social protection, and reduce social inequality? How to strengthen democratic rights as an essential ingredient of greater social equity? How to bring into reality social and human development as true guides of economic growth? How best to approach social, human and economic development in an integrated manner, with the right tools, and mediated by human development concerns?

Education programming in the Americas will also require a response that deals with the crucial development challenges of the region, such as how to reduce the impact of economic volatility on education performance? How to make education an instrument of greater household and national stability, and greater social mobility? How can education help extend the benefits of growth to a broader cross section of the population, thereby positioning the region to benefit more equitably from globalization?

Setting specific priorities to support education in Latin America and the Caribbean requires making difficult programming choices. These include identifying opportunities for greater impact, finding the most appropriate approaches for intervention, and changing attitudes towards the importance of early childhood education and long-life learning. To guide these choices consideration must be given to the relevance of specific interventions to the region and to the Agency's main objectives; the institutional capacity and expertise both in Canada and in the region upon which future interventions could build; the priorities and objectives in education of the local partners; the gaps and opportunities emerging from the actions of CIDA's partners; and the specificity of the problems to be addressed.

Keeping in mind criteria to assess CIDA's comparative advantages, some of the areas where the Agency could maximize its impact in education in the region are:

1. Redistributing educational opportunities;
2. Bringing quality and learning achievements up to standards;
3. Strengthening teacher and institutional capacities;
4. Expanding funding options;
5. Strengthening governance in education; and
6. Seeking innovations including Information and Communication Technologies (ICTs).

## Introduction

### Canada’s Commitment to Education

Canada’s commitment to education is stronger than ever. Under the vision set forth by the *World Declaration for All* in 1990, renewed in the Dakar Forum in April 2000, Canada acknowledged the central role of education in reducing poverty and inequality, and in ensuring fundamental rights, peace, and human security.

The participating governments in Dakar committed themselves to:

- “Expand and improve comprehensive early childhood care and education, especially for the most vulnerable and disadvantaged children.
- Ensure that by 2015 all children, especially girls, children in difficult circumstances, and from ethnic minorities have access to and complete free and compulsory primary education of good quality.
- Ensure that the learning needs of all young people are met through equitable access to appropriate learning and life skills programmes.
- Achieve a 50 per cent improvement in levels of adult literacy by 2015, especially for women as well as equitable access to basic and continuing education for adults.
- Eliminate gender disparities in primary and secondary education by 2005 and achieve gender equality by 2015 - with a special focus on ensuring full and equal access for girls to basic education of good quality.
- Improve all aspects of the quality of education to achieve recognized and measurable learning outcomes for all especially in literacy, numeracy and essential life skills.” (World Education Forum. Press Release: 28/04/2000).

In light of these priorities, Canada reaffirmed its support, in particular, to:

- the achievement of universal quality primary education for all by the year 2015; and
- demonstrated progress towards gender equality and the empowerment of women by supporting the elimination of gender disparities in primary and secondary education by the year 2005. (Hon. Maria Mina, April 28, 2000)

Progress in education to date shows that achieving these goals is not an easy task. CIDA has developed a *Framework for Action* setting its *Social Development Priorities* to help in this undertaking and focus its programming. Basic education is one of four target areas in this strategy along with HIV-AIDS, Health and Nutrition, and Child Protection (CIDA. News Release, 2000-52). The Americas Branch is in turn developing an education strategy and programming framework consistent with the agency’s *Social Development Priorities*.

## Scope of this Paper

The purpose of this background paper is to contribute to the development of a comprehensive Americas Branch Education Strategy consistent with CIDA’s *Social Development Priorities* framework and *Closing the Gap*, the Americas Branch development policy framework. It corresponds with the Agency’s overall objectives, priorities and programming. It considers and builds on the experiences of Canada, CIDA and others, in terms of best practices and lessons learned. CIDA has a variety of mechanisms to support education in the region. While the focus of this paper is on bilateral programming there are additional programming options to support education, including multilateral and partnership contributions.

This document is not intended to convey a unified vision of education in Latin America and the Caribbean. It rather identifies common trends and challenges, recognizing the region’s social, cultural and economic diversity. The aim is to direct attention to current issues, opportunities and challenges rather than to present solutions or preferred options. This paper views education as a means by which to reduce poverty and inequality and respond to basic human needs. It cautions, however, that education by itself is not sufficient to resolve existing challenges or close persistent development gaps.

The document discusses the state, role and developmental contributions of education in the region. It reviews the work of CIDA and its partners and examines current challenges in the education sector in the region. It concludes by identifying areas for future programming decisions.

### 1. Education in the Americas. Overview of the Issues

CIDA and the Americas Branch pursue eight objectives in Latin America and the Caribbean.<sup>1</sup> Education cuts across them and allows for an integrated approach to address basic human needs.

The 1998 Summit of the Americas in Santiago, Chile, called for renewed efforts and actions in education as a critical concern. Problems of access, quality, equity, cost effectiveness, efficiency, relevance, governance, and management persist. Governments believe that education is key to competitiveness and democratic development; essential to train informed, motivated citizens and skilled workers; and important for children and youth to learn about their culture and values.

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<sup>1</sup> The objectives are: “to improve the delivery of basic social services and to increase the productive and earning capacity of the poor (Basic Human Needs); to empower women to participate more actively in the social, political, economic and environmental development of their societies; to support the improvement of infrastructure services; to support human rights, democracy and good governance; to strengthen the productivity and competitiveness of the private sector to create new jobs; to strengthen the capacity for environmental management and to support sustainable management of natural resources; to foster economic reform for equitable growth; and to support regional integration initiatives.” (CIDA. Americas Branch)

## 1.1 A Changing Regional Context

Understanding education’s current state and opportunities in Latin America and the Caribbean requires looking at the demographic, social, political and economic development profile of the region. Keeping in mind differences among sub-regions and countries, two factors hamper development and equitable growth: inequality in the distribution of wealth and persistent poverty, leading to social exclusion and human insecurity. (See **Box 1-1**)

These structural problems challenge education and jeopardize gains from reforms. Combined with declining quality, low relevance of curricula and school wastage, they limit the social integration and mobility potential of education, and its role in reducing inequality.

Four factors affect poverty and inequality:

- traditional production patterns and the speed of globalization;
- segmented labour markets and the expansion of the informal sector;
- fragile democratic institutions and the lack of participation and citizens rights; and
- patterns of discrimination based on class, gender and ethnicity.

### **Box 1-1 Economic Inequality and Poverty**

The ratio of income share in Latin America and the Caribbean is 46 to 1 when the richest 10% of households is compared to the poorest 10%. This is twice the next highest ratio of 24 to 1 in Sub-Saharan Africa and three times the rate of 15 to 1 in industrial countries. Between 1980-98, there were more than forty episodes in which annual per capita GDP fell by 4% or more. The poor in Latin America are poorer than in any other region in the world. Over 200 million people live in poverty at the end of the 1990s with 17% of households living in extreme poverty.

Source: CEPAL, 1999, p. 11

### 1.1.1 Demographic and Economic Trends

The region’s population reached 519 million in the year 2000 and will rise to 631 million by 2015. The fertility rate is 2.9 children per woman, the lowest among developing countries. Infant mortality is 29 per thousand, and a life expectancy at birth of 71 years is second to more developed regions.

However, these indicators conceal the conditions affecting the poor. Among families living in poverty infant mortality remains high due to inequalities in access to health and quality education. The average maternal mortality rate is high at 190 per hundred thousand live births. There is also high adolescent pregnancy, low use of contraception, and high rates of abortion.(CEPAL, 1997) With 50% of the population under eighteen, the demographic profile of the region is slowly changing and these trends are likely to impact on medium and long-term investments in education.

Economically, the region shows improved performance but not without instability and recurrent volatility which slowed down growth at the end of the 1990’s. High external debt, dependency on

foreign investments, and fluctuations in international capital flows are obstacles to reallocating resources to social sectors, meeting basic needs or facing the challenges of AIDS, drug consumption, child prostitution, and youth violence. (IADB, 1997) Solutions focussing only on the macroeconomic levers of development are unlikely to bring the necessary changes in social development.

Official unemployment rates remain high at 8.4% in 1998 compared to 5.1% in 1991, affecting urban areas the most. Youth and women are the hardest hit. Both groups are limited in their livelihood opportunities. Over 40% of women are employed in the informal sector, reaching 50% in Bolivia and Paraguay. Despite growth trends, economies have not succeeded in creating employment or reducing earning disparities. While the labour force grew 3.2% in this period, jobs increased 2.9% per year. The earning gap between professional and technical workers and less skilled workers in low productivity jobs widened by more than 4% per year. Wage differentials by gender remain high. Women’s average earning is less than two thirds that of men. (Lusting and Arias, 2000)

This panorama challenges education at all levels. Research has shown that education is one of the most important explanatory variables in income differentials in the region and that education of girls has significant effects on fertility, child health and nutrition, as well as household economic performance. (Stalling and Peres, 2000; Morales-Gómez et al., 2000)

### **1.1.2 The Political Landscape**

A characteristic of the region’s political landscape is the fragility of democratic and governance systems and institutions. Efforts in the 1990's concentrated on re-building democracy, strengthening state and civil society partnerships, and implementing new governance arrangements through decentralization and public sector reforms.

Today the regional scenario is promising but not without uncertainty. Political globalization is a fact mediated by factors such as foreign aid, expansion of multinational conglomerates, and transnational social policy schemes that influence how countries address their human and social development agendas. (Morales-Gómez, 2000) Powerful interest groups, including the military, are still a decisive force in the regions’ political development.<sup>2</sup>

Encouraging is the revitalization of civil society. Stimulated by reforms, the decline of traditional political movements and the lack of political participation, there is a resurgence of community movements and new forms of governance and social organization. Future changes in the structure, provision and quality of social services, including education, will likely depend upon the extent to which bottom-up approaches to governance take root. There is indication that in successful

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<sup>2</sup> Events in Peru, Ecuador, Venezuela and Paraguay are examples of underlining dangers. The potential for turmoil exists in many parts including Central America, Colombia, Peru, Haiti, Guyana, and Jamaica.

education reforms, a positive factor is the stakeholders’ involvement in implementing and monitoring change. (Martinic, Aedo and Corvalán, 1999)

### 1.1.3 A Decade of Education Reforms

The landscape of Latin America and the Caribbean has been re-shaped by economic and social policy reforms. The 1990's saw important changes to the region’s education systems.

Education reforms in the region share common concerns (See **Box 1-2**). Institutionally, there is greater administrative decentralization and a better understanding of what works. Education policies are seen in a broader public policy context. Changes in national curricula are underway to make them relevant to demands from a globalized world. There are programs to improve education quality and teacher training. Efforts to target the poorer schools and groups have met with success. And there is consensus about the need to measure learning achievements and quality of outcomes.

Five policy axes cut across education reforms in the region:

- **Equity and Quality.** Targeting marginal schools and social groups, curriculum reforms, textbooks and materials, learning time, teaching methods, and institutional strengthening.
- **Teachers’ upgrading.** Teachers’ development and training, salaries, and incentives.
- **Management.** Administrative and pedagogic decentralization, management capacities, school autonomy, community participation, information and statistical systems, accountability, and stakeholders’ participation.
- **Financing.** New partnerships, subsidy to the educational demand, private sector involvement, rationalization of resources, and changes in taxation to address education needs.

**Box 1-2**  
**Common Education Concerns**

- **Lack of Equity** between public and private schools, quality of services among disadvantaged groups, and education outcomes.
- **Poor Quality** of teaching-learning processes, curriculum, learning achievements expressed in high drop-out and repetition rates.
- **Poor Teachers’ Conditions** reflected in lack of incentives, lack of teachers’ motivation and overall low performance.
- **Out of Date** educational methods and technologies.
- **Lack of Correspondence** between education and the world of work.
- **Insufficient Funding** in terms of per student investment and differences between levels.
- **Excessive Centralism** reflected in lack of school autonomy, low school performance, low community participation, and low teacher morale.

Source: Compiled from: Gajardo, Marcela. “Reformas Educativas en América Latina. Balance de una década.” Santiago; PREAL. Documentos. n. 15, 1999.

- **Harmonization.** Standardization of curricula, and examination and accreditation systems.

These strategic directions are adopted differently across the region with varying degrees of success. **Table 1** in **Annex 1** offers an overview of general education reform trends by sub-region and country. **Table 2** in **Annex 1** shows specific areas of education reform in the English-speaking Caribbean.

These education reforms illustrate what works in what local settings. Some countries adopted consultative approaches to diagnose the problems affecting their systems. Others created expert councils to advise on the process of reform. And yet others sought international technical collaboration to assess their education system. Understanding how these reforms affect the various levels of education, what problems persist, and where the areas of vulnerability in need of attention are, requires looking at education from within the system.

## 1.2 Issues in Education in the Americas

Governments, civil society, international organizations, and international financial institutions agree that education is a dynamic development force. They also recognize that persistent problems undermine further progress. In fact, key indicators show that education in the region is in crisis.

In the 1980-90's, the region saw expansion in enrollment, including girls and early childhood education (UNESCO, 1998). However, access to schooling has not led to higher retention rates. In 1995, only 66% of those entering school completed grade four, compared to 82% in countries of similar economic development. One out of two students never finishes grade six and only one out of three attends secondary school. Drop-out and repetition are among the highest in the world impacting on the efficiency of education investments. One third of children from poor, rural and indigenous families fail at least one grade in primary school, and the number of over age students for elementary education is growing. This represents a waste estimated at \$3.3 billion or one third of the public spending on primary education. (Martinic, Aedo and Corvalán, 1999)

Poor quality and relevance of education are the most serious problems. Quality has eroded to critical levels. International test scores in language, mathematics and science show schools in the region to be among the world's worst performers. On average, those entering the labour market have 5.2 years of schooling compared to 7.0 in countries with similar income. But low levels of schooling are only one dimension. Low relevance of education affects the school-to-work transition, as countries integrate into the world economy. Students entering the labour market lack the skills to perform in knowledge-based environments driven by new technologies and demanding problem solving skills.

High drop-out and repetition rates and poor quality and irrelevant education are the single most important educational variables impacting on inequality. Many countries have implemented reforms to address these issues. However, educational reforms have yet to become a means to make

educational development sustainable, of better quality or an effective means to reduce inequity.

While education has the potential to reduce poverty and inequality, there are issues affecting both reformed and non-reformed systems. (See **Box 1-3**) The quality of teacher training and teaching methods is behind international standards. There is a lack of indicators to measure learning outcomes. Parents prefer private schools as these invest more per student, recruit the best teachers, have lower teacher-student ratios, and can afford better teaching materials. This has exclusionary effects. Poor children in public schools receive one third fewer hours of schooling and cover 50% less of the official curriculum. Schools serving poor, rural and indigenous children are the most affected.

Efforts to bring systems up to speed with new delivery approaches, using Information and Communication Technologies (ICTs), still have limited impact. Success stories about introducing computers in schools and making Internet an accessible education tool are often isolated cases. Cost, infrastructure, training of teachers, adequacy of materials, and cultural relevance remain unresolved.

Although Latin America and the Caribbean show greater progress in gender equality in education than in other developing regions, problems of quality, relevance, and retention still affect girls more severely. Commonwealth Caribbean countries are perhaps an exception. In this sub-region there is a growing trend of underachievement among male students. (Figuroa, 2000) Overall, gender stereotypes persist and gains in science and mathematic education for girls are low. In many countries, women have made little progress in breaking occupational stereotypes and in obtaining higher paid jobs.

Progress in education remains insufficient to meet the challenges of the new century. Increasing pressures from economic, technological and political globalization, regional integration, competitiveness of smaller states, and need for greater harmonization are a few examples of these challenges.

### **1.2.1 The State of Education from within the System**

Differences in the state of education are found not only across countries and sub-regions, but within the systems themselves. Improving overall system efficiency and effectiveness requires understanding

**Box 1-3**  
**Cross Cutting Issues in Education**

- Strategies to improve school management at national and local levels.
- Alternative financing mechanisms.
- New means to reduce school wastage.
- Greater use of non-traditional means of delivery.
- New ways to address teachers' and parents' demands and needs.

these differences.

### **a. Early Childhood Care and Development**

The region is on course to achieving universal access to primary education. However, much remains to be done. Disparities affect children living in poverty and indigenous children the most.

Early childhood programs by governments, and private and community initiatives led to a 41% increase in enrollment between 1990-98. There is a variety of programs for children from 0-7 years of age. These include government administered pre-school programs, non-formal programs by governments, NGOs or communities; early childhood and psycho social attention; and parents’ education. There are gains in diversifying attention to children’s early development needs, introducing non-formal approaches to complement teaching through the mass media, radio and television; and developing home-community-school partnerships.

However, disparities coexist. There are variations in coverage between countries with similar income. Services concentrate on children closer to entering primary schooling. Parents prefer private services as they show higher quality and have lower teacher-student ratios. There are biases in coverage towards higher income families in a proportion of 3 to 1. Indigenous children remain excluded or are minimally served; the programs are not up to standards; often, there is no integration with health and nutrition programs; and teacher training and status is low.

Addressing these problems requires urgent attention. The following are pressing areas:

- Improvement and monitoring of the quality of early childhood care and development.
- Lack of equity in private-public and urban-rural provision and programs for excluded sectors.
- Disparities in the distribution of public funds and shifting costs to parents and communities.
- Low adoption of comprehensive approaches to integrate pre-school education, health and nutrition services.
- Limited integration of cultural differences where the number of indigenous children is high.
- Lack of teacher training and low status of pre-school teachers.

### **b. Primary Education**

In the 1990's, the region had a net growth in primary education enrollment from 84% to 94%. (CEPAL, 1999) This represented a reduction of children out-of-school from 11% to 5%. Only Bolivia, Haiti, Nicaragua, Guatemala and Colombia exceed 20% in the rate of out-of-school children.

Gender disparities have also been reduced. Girls enrollment increased from 84% to 93% between 1990-98. Boys, however, continue to show higher enrollment than girls (94% - 93%), except in the English-speaking Caribbean where boys’ enrollment is in decline. Other gains include greater

attention to poor schools, textbook availability, new classroom technologies, new avenues for parent participation, and changes in school management and administration. These gains, however, must be examined in light of other primary school performance indicators.

Reflecting one dimension of the education crisis, primary education in most countries lacks the capacity to systematically assess student achievement and the quality of the teaching-learning process. The result is growing numbers of students reaching grade 5 without basic reading, writing and mathematic skills. Poor quality is compounded by other factors. First, there is low quality of teacher training. Primary school teachers are the most disadvantaged in the teaching profession. Second, there is insufficient investment per student. Latin America and the Caribbean spend 1.1% of GDP on primary education compared to 1.5% in the high growth Asian economies. Per each dollar spent in primary education, seven are spent on university students.

Student survival rates in school are a serious concern. These are not radically different from Sub-Saharan Africa and Southern Asia. In the mid 1990's, 83% of grade one students reached grade two, and only 67% finished grade five. Repetition rates in primary education are among the highest in the world at approximately 14%. Close to 30% of repetitions occur in grade one. School wastage before grade five amounts to 26% of current public education expenditures. The social costs are difficult to measure. Survival and repetition are closely correlated to adult illiteracy, low labour force productivity, and high numbers of people living in poverty.

Improving primary education in the region requires paying attention to:

- developing information and monitoring systems of students' achievement;
- improving teacher training and performance;
- making health and nutrition services and early intervention programs more accessible;
- reducing costs of schooling, particularly for lower income families;
- assisting schools in poor communities and in rural areas;
- experimenting with new financial arrangements and incentives; and
- developing community leadership programs.

### **c. Secondary Education**

Secondary education is defined differently across the region. It ranges in length from 7 years in Jamaica, to 3 years in Brazil and El Salvador. Most countries have between 5 and 6 years divided into “junior” and “senior” cycles. There are also differences in the scope of secondary education in terms of general secondary and technical-vocational education.

Until recently, secondary education was the “forgotten” level of education as more pressing and visible needs were associated with primary education, and powerful interest groups pressed for higher education. Argentina, Barbados, Chile, Colombia, Dominican Republic, Jamaica, Uruguay, Paraguay,

Mexico, Costa Rica and El Salvador among others are undertaking reforms to expand and improve secondary education. Brazil has identified it as a priority. (Wolff and Moura Castro, 2000)

Even so, secondary education is not achieving its goals. Gross enrollment is low (55%), although there are important differences among countries ranging from 82% in Uruguay and 80% in Cuba to 22% in Haiti and 25% in Guatemala. Gender disparities are small but there is a high rate of exclusion by social class and by population sectors, particularly indigenous youth and youth in rural areas. Per student expenditure ranges from \$67 US in Guatemala to \$964 in Argentina (with a regional average of \$344 US), compared to \$4,000 - 7,000 in OECD countries. Like primary education, learning is of poor quality and inadequate by international standards. Teachers are poorly trained, unmotivated and in some countries up to 50% are uncertified. The proportion of students graduating from upper secondary education is less than half that of OECD countries. Learning curriculum and materials are traditional and do not include the latest ICTs. School management is outdated and lacks coordination within the system and the community. Like primary education, the underlining problem across the region is low quality of education and low learning achievements.

Globalization, knowledge-based economies and countries’ competitiveness raise expectations about the potential of secondary education. Students are expected to have strong mathematic, language and communications skills, to be flexible and creative, and work cooperatively. Such expectations require improved curricula, content of higher quality and relevance, and higher learning standards. Research shows that broad based provision of secondary education is also an incentive to complete primary education. (Wolff and Moura Castro, 2000)

The current state of secondary education suggests a number of priority issues:

- enhancing access and retention;
- greater focus on quality of learning and measurement of achievement;
- better and more current teaching and learning practices;
- greater use of educational technologies and better teaching and learning materials;
- improved school management and recognition of teachers and school administrators’ roles;
- better linkages between school, community and the private sector; and
- greater attention to the transition between secondary education and the world of work.

#### **d. Technical and Vocational Education**

Technical-vocational education varies greatly across the region in modalities, academic / vocational mix, secondary / post-secondary balance, funding, and quality. Technical-vocational education with an occupational and apprenticeship orientation is often an alternative to general academic secondary education. However, a segmented labour market and demands for cutting edge skills are stretching the capacity of existing systems. Enrollment in countries with established technical-vocational education varies from 60% of secondary school age students in Argentina and 49% in Brazil to 12%

in the English-speaking Caribbean and Mexico, with an average of 35% across the region.

This level reflects similar shortcomings to those found in general secondary and university systems. Issues of quality, relevance, resources, accreditation, and public-private mix are paramount. Recently, however, technical-vocational education is receiving greater attention from governments, universities, and the private sector given new labour market demands.

Technical-vocational education requires attention on several fronts:

- the status of technical-vocational education in relation to other levels;
- the role of private industries as providers of on-the-job training, and the balance between technical and professional education;
- the financing through various modalities including public-private mix, and industry-government partnerships;
- the balance between a focus on traditional occupations and demands for new cutting edge skills in new technologies;
- the responsiveness of technical-vocational education and training in the context of trade; regional integration; the local demands of the micro-enterprise sector;
- the quality, relevance and internal efficiency of various systems and modalities.

#### **e. Higher Education**

The performance of Latin American and Caribbean higher education varies across countries and sectors and across institutions and units within them. Higher education institutions, particularly public universities, play key social and political roles breaking down gender barriers and preparing the new cadres of professionals. They occupy an important place in national research and science and technology efforts. In the last decades, however, a number of changes have taken place.

There are greater numbers of private institutions accounting for close to 40% of enrollment. Higher education systems have undergone reforms affecting access, financing, accreditation and scope of programs including the graduate level. (Moura Castro and Carnoy, 1997) The performance of universities is not without shortcomings. Higher education expanded under conditions not conducive to high levels of qualitative performance. Lack of human resources, and problems of internal efficiency and administration are serious. Overriding issues are low student achievement and completion rates. This is compounded by outdated curricula and lack of materials and equipment, including low adoption of ICTs. The rapid expansion of private institutions, often not closely monitored and oriented by profit motives, exacerbates problems of quality, relevance, and equity.

Preventing the further deterioration of higher education in the region requires attention to:

- the systems of finance, public-private funding mix, new forms of partnership with the private sector, and the role of government;
- equity considerations, subsidies, loans, scholarships, cost recovery, and private sector links;
- quality, academic leadership, role in research and science and technology development, professional and technical training functions, and students’ achievements;
- the systems of governance, including institutional performance monitoring and accreditation, accountability, planning, and incentives;
- the adequacy of the links between higher education and the labour market, the role of new models of post-secondary education; and
- the institutional capacities to adapt to the electronic age.

#### **f. Adult Education and Literacy**

Despite the high levels of universal primary education, youth and adult literacy are areas of concern. Illiteracy is to a large extent the combined outcome of school inefficiencies, social exclusion, poverty and inequality. The past decade shows progress in reducing illiteracy. Projections indicate that this trend is likely to continue. Still, the region has over 42 million youth and adult illiterates. Most affected are school drop-outs, the urban and rural poor, indigenous youth and adults, and women.

Variations among countries and sub-regions are high. In some countries in Central America, the Caribbean, and the Andean sub-region the problem is more serious. Adult literacy rates in Honduras, for example, dropped from 27% in 1990 to 21% in 1998. Guatemala has one of the lowest rates of years of education among women (3 years of schooling) making female illiteracy a critical issue (close to 68% of illiterates are women). Bolivia, Ecuador, Guyana and Peru have higher rates of illiteracy among indigenous youth and adults. Important efforts to address these problems are underway but rural and indigenous girls, street children, young adults working in the informal sector, and non Spanish-speaking indigenous people remain marginal to these efforts.

Several areas require attention if further progress is to be made, including:

- priority and official support to non-formal practices, and to the role of communities, NGOs, and the churches;
- integrating literacy efforts with school, health and nutrition programs;
- using distance education in all its forms;
- identifying factors resulting in drop-out, repetition and exclusion;
- monitoring and quality control systems, and means to document cases of success;
- targeting persistent gender disparities, poorest households, and indigenous communities;
- applying lessons learned and replicating successful programs; and
- training teachers.

### **g. Special Needs Education**

Education initiatives in the region to address special needs of physically or mentally challenged children and youth in school, children with learning disabilities, and children affected by special circumstances (i.e. street children, children affected by war and violence, and refugee children resulting from natural disasters) are scarce. School violence is a growing phenomenon which most schools are not prepared to handle. Schools are not well equipped, teachers do not have appropriate training, there is a lack of suitable materials, there is a lack of statistics to identify those in need, and social stereotypes limit the attention that education systems pay to these populations.

Attention in this area is required to:

- introduce means for the early detection of special learning needs;
- introduce “inclusive” education approaches, particularly in early childhood, primary and secondary education, expanding the notion of “special education”;
- develop the capacity of education systems to respond to children affected by violence, social conflicts, and natural disasters;
- identify and learn from innovations responding to the needs of street children, such as rehabilitation of young prostitutes, family violence, and child labour;
- raise awareness among teachers, families and communities;
- integrate education approaches with health, family assistance, and social work programs.

## **2. Searching for Solutions. What is Being Done**

This section presents an overview of ongoing efforts to meet the challenges of education in the Americas. It reviews the work of selected donors and international organizations working in Latin America and the Caribbean, the work of CIDA, and what Canadian expertise can contribute.

### **2.1 Aid to Education in the Americas**

ODA to Latin America and the Caribbean increased by 20.3% between 1987-98 as a total of DAC country disbursements (**Table 3** in **Annex 1** shows an overview of ODA for the region). European Union (EU) countries accounted for 45.3% of the total.<sup>3</sup> In 1997-98, Japan was the largest net ODA contributor (US\$888 million), followed by the U.S.A. (US\$716 million), Germany (US\$542 million) and the Netherlands (US\$484 million). The majority of DAC countries show an increase between

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<sup>3</sup> Total aid disbursement among DAC countries between 1987-88 and 1997-98 grew from \$3,648 millions to \$4,388. The contribution of EU countries alone represents a 51.3% increase for the period.

1987-98,<sup>4</sup> and only a small number of countries show net reductions.<sup>5</sup> (OECD, 2000)

Bilateral aid to education over the decade remained constant, while multilateral aid was below 10%. Basic education saw positive changes in aid commitments in this period. By the end of the 1990's, bilateral aid to basic education as a percentage of all commitments to education averaged 25%. This reflects a shift among donors towards policy dialogue and partnerships seeking to follow the host government priorities, often under the framework of sector-wide approaches (see Section 4.2).

Bilateral aid commitments to education in Latin America and the Caribbean, remained at an average of 8%. **Table 4** in **Annex 1** shows the fluctuations of aid to education in the region between 1993-97 as a percentage of overall ODA.

There are broad differences in the ways in which donor countries implement their ODA programs in the region, despite efforts to coordinate approaches among themselves and with host governments. The next section presents a review of selected donors operating in Latin America and the Caribbean.

## 2.2 The Work of Bilateral and Multilateral Agencies

Efforts are underway among bilateral and multilateral agencies and governments to coordinate assistance to education. Seeking to enhance aid effectiveness, this is increasingly done by adopting a comprehensive view of the sector, integrated with the development priorities of recipient countries.

Donors and governments are moving to find complementarities in terms of coordination in aid delivery, and in the frameworks of commitments to education set by events such as the Dakar Forum, other international fora,<sup>6</sup> and the Summits of the Americas. **Box 2-1** highlights common targets for education between the Dakar Forum and the Santiago Summit of the Americas (see Section 4.1).

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<sup>4</sup> Countries with the largest increase are Spain (458.8%), Austria (275%), Norway (250%), the U.K. (179.8%), Australia (166.7%), Belgium (105.6%), Switzerland (103.8%), and Japan (93.1%).

<sup>5</sup> Countries that decreased their commitment are: the U.S.A (44.3%), Italy (40.2%), Canada (13.9%), and Finland (10.7%).

<sup>6</sup> The World Summit for Children in New York (1990); the Conference on Environment and Development in Rio de Janeiro (1992); the International Conference on Population and Development in Cairo (1994); the Fourth World Conference on Women in Beijing (1995); the World Summit for Social Development in Copenhagen (1995); and the United Nations Conference on Human Settlements - Habitat II in Istanbul (1996).

**Box 2-1**  
**Common Targets for Action in Education**

**Dakar Framework of Action**

- Promote EFA policies within a sustainable and well-integrated framework, linked to poverty elimination and development strategies
- Systematically monitor progress towards EFA goals and strategies at the national, regional and international levels
- Enhance the status, morale and professional capacity of teachers
- Ensure the engagement and participation of civil society in the formulation, implementation and monitoring of strategies for educational development
- Develop responsive, participatory and accountable systems of educational governance and management

**Santiago Summit Strategic Commitments**

- Implement targeted policies and programs focussing on the needs of the disadvantaged
- Establish or strengthen systems to evaluate the quality of education
- Develop integrated programs to increase the status and level of professionalism of teachers and educational administrators
- Strengthen education sector management and institutional capacity at national, regional, local, and school levels, furthering decentralization where appropriate and promoting community and family involvement

**2.2.1 Examples of Bilateral Programs**

The work of bilateral agencies in Latin America and the Caribbean has various degrees of relevance to education. Their agendas are broad covering multiple aspects related to education reform.

**a. Japan.** Over the past ten years Japan's technical assistance and ODA in the region focussed on public health and family planning, environment, tax systems, communications, and advanced technology. Important interventions are the exchange of experts and trainees, mostly at a graduate level, and the funding of technical and scientific research institutions. From 8,363 trainees accepted from overseas in 1992, 20.8% were from Latin America. Japan's support to primary education reforms has been low. Priorities have focussed on secondary and vocational education. Aid for primary education-related purposes has focussed on school building projects and the assignment of Japan Overseas Cooperation Volunteers. (Council on ODA Reforms for the 21st Century, Final Report. <http://www.mofa.go.jp/policy/oda/summary/1999/>)

**b. United States.** The U.S. government and the Agency for International Development

(USAID) have played a decisive role in defining education as a key development sector. In 1994, the Summit of the Americas set a foreign policy agenda for the U.S. in the region. The Summit Education Working Group identified four priority areas: educational standards and assessment, education technology, decentralization, and involvement of civil society in education administration. One of the main USAID vehicles for aid delivery to education in the region has been the Partnership for Educational Revitalization in the Americas (PREAL). In the FY 2000, activities will be implemented in all these areas to improve educational management and the establishment of a clearinghouse on the application of technologies to education. (U.S. Agency for International Development. LAC REGIONAL FY2000)

**c. Germany.** Germany and the GTZ’s work in the region focusses on human rights programs, reforms to the criminal court systems, non-formal education for street children, technical-vocational education and training, and education administration reforms. In 1998, for example, at the request of the Bolivian government, GTZ began to play a role administering educational reform providing services in procurement, warehousing and logistics, contracts and accounting, management of funds, and internal and external monitoring and controlling. Tasks included the development of an efficient administrative structure, the introduction of a data processing and communication system to meet the requirements of all financing bodies, and the measurement to motivate the staff performance. (GTZ Annual Report, 1998)

**d. The Netherlands.** Dutch development cooperation has undergone radical changes to make it more effective, including a reduction in the number of countries and projects in order to avoid fragmentation. Poverty reduction remains a focus, but since July 1998 development aid targets a small number of countries eligible for long-term cooperation. These are poor countries with good governance systems, and sound macroeconomic and social policies. The Netherlands concentrates on whole sectors, such as health care or education. The only country in the region eligible to this new sectoral long-term cooperation approach is Bolivia. (<http://www.minbuza.nl/English>)

**e. France.** France has ties to the region through networks of cultural and technical cooperation. This include exchange of expatriates professors and the delivery of continuing training and other services. Since the ODA reform and the creation of Agence Française de Développement (AFD) in 1999, eleven countries in the region are eligible for French ODA, all of them in the Caribbean. South and Central America countries are not eligible to bilateral ODA but are considered partners in the traditional strategic framework of economic, cultural, technical and scientific cooperation.

**f. Spain.** The Agencia Española de Cooperación Internacional (AECI) covers a range of activities throughout Latin America and the Caribbean. Cutting across development cooperation, it targets poverty alleviation, gender equality, and the environment. Education and culture are priority areas. Assistance includes provision of education to respond to basic human needs; scientific and technological development; inter-university collaboration; adult literacy, indigenous education, and programs for the preservation of cultural identity.

### 2.2.2 Examples of Multilateral Agencies

The Inter-American Development Bank (IADB), the World Bank group, and the Caribbean Development Bank (CDB) play leading roles in education in the region among multilateral agencies. Following significant changes in the 1990's, they re-established their priorities in social and human development with a focus on poverty eradication, public sector reforms, and education.

#### a. The Inter-American Development Bank (IADB)

The IADB is the major aid contributor to the region, both in absolute terms and in net-transfers. By the end of the 1990's, it provided US \$10 billion in loans in the hemisphere, and is committed to doubling its lending for social development, including education. (Sagasti and Alcalde, 1999)

Through the Sustainable Development Department, the Bank covers areas related to education in youth and child development, labour markets, poverty and inequality, violence reduction, public sector development, women and development, and indigenous peoples. It covers pre-school, primary and secondary education, higher education, and ICTs in education.

The IADB continues to play a decisive role supporting education reform as well as technical training and development of science and technology. Together with the World Bank, the IADB was requested at the Santiago Summit to play a central role in implementing the Summit's targets and take a leading role in educational technology and distance education matters.

#### b. The World Bank (WB)

The World Bank has gone through important changes towards a greater focus on poverty. The World Development Report released in September, 2000 (World Bank, 2000) proposes an expanded definition of poverty to include powerlessness, "voicelessness", vulnerability, and fear.<sup>7</sup>

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<sup>7</sup> The report states that economic growth is crucial but often not sufficient to create conditions in which the world's poorest people can improve their lives. It expands the understanding of poverty and its causes and sets out actions in all its dimensions. The report builds on the view that poverty means not only low incomes and low consumption but also lack of education and poor nutrition and health.

The report recommends that developing country governments at all levels, donor countries, international agencies, NGO's, civil society, and local communities, mobilize behind three priority areas: **Opportunity:** Expanding economic opportunity for poor people by stimulating economic growth, making markets work better for poor people, and working for their inclusion, particularly by building up their assets, such as land and education. **Empowerment:** Strengthening the ability of poor people to shape decisions that affect their lives and removing discrimination based on gender, race, ethnicity, and social status. **Security:** Reducing poor people's vulnerability

The Bank has taken a leading role in the promotion of sector-wide approaches. The Bank Education Strategy Paper sees the shortcomings in education as a lack of “foundation skills required to survive - let alone the advanced skills needed to thrive - in our complex world (World Bank, 1999: iii). The 1999 Education Strategy for Latin America and the Caribbean shifted the Bank’s focus from raising coverage to raising quality in primary education. The strategy targets improving teacher training and school management, improving equity and social inclusion with an emphasis on compensatory education to ensure that poor children stay in school and learn, and diversifying higher education and creating conditions for expanding access, with emphasis on private sector provision and financing.

Among the activities supported in 1999 are projects on training opportunities for youths at risk, preventive initiatives to reduce violence, education household surveys, the expansion of the EDUCO model of community-based schools to rural areas and marginal urban zones in Central America, the improvement of quality and coverage of secondary education, and the Millennium Science Initiative in Chile which aims to establish virtual centers of excellence to carry out research and training in science and technology. (World Bank, 1999)

#### **c. The Caribbean Development Bank (CDB)**

The CDB’s policy in education is regional in scope. The emphasis is on quality and access for early childhood, primary and secondary education. Among the education objectives set for the region are the development of children with creative minds and capable of independent thinking, improving quality of education as a foundation for further levels of training, improving the transition between education levels and from school to work, improving the overall education environment and the quality of services, and broadening certification and attention to further training. (Bentall et al. 2000)

An overarching concern is curriculum reform. This provides a context for improvements in access and quality, attention to cultural aspects and teacher training, as well as management, administration and financing. The Bank also expresses concern about language, identifying “multi-lingualism” or “multi-dialectalism” as positive attributes and important variables in achievement and teaching.

#### **d. UNICEF**

UNICEF will meet the Dakar objectives by providing technical support and material assistance to priority areas in basic education ensuring that children have access to and stay in school, and learn and achieve. It supports the development of national EFA plans and of basic education policy, especially those which ensures inclusive, child-centred and gender-equitable education. It also promotes more efficient and increased investments in basic education among national decision-makers and international partners. (Bellamy, 2000)

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to sickness, economic shocks, crop failure, unemployment, natural disasters, and violence, and helping them cope when such misfortunes occur

UNICEF has set a number of programming guides. These include intra-regional technical cooperation, experience exchange and capacity-building, inside and outside UNICEF, the development of communications and advocacy strategies, the development of better indicators and evaluations of ongoing work in education, the development of a resource mobilisation plan for education, and the strengthening of global and regional follow-up mechanisms.

**e. The United Nations Educational Scientific and Cultural Organization (UNESCO)**

UNESCO is the Secretariat for the implementation of the Education for All objectives. One of its assets is a network of 188 National Commissions which interface between UNESCO and national authorities. At Dakar, UNESCO called upon governments to draw up national plans of action entailing a transparent and democratic process involving civil society, with teachers in the forefront, non-governmental organizations and the private sector. These plans would ensure the improvement of quality of basic education and the elimination of discrimination, especially that based on gender. UNESCO gives particular attention to improve monitoring, statistics and evaluation tools.

UNESCO’s commitment following Dakar includes (1) the creation of education systems whose contents and methods are geared towards social and cultural realities, linguistic heritage, and local values, and strengthening science teaching from primary level; (2) the development of basic education services accessible to all, through a strategy involving both formal and non-formal education; (3) the promotion of modern ICTs for all; and (4) the replacement of costly, rigid and culturally alienating educational structures with less expensive delivery systems that are flexible, diversified and affordable.

**f. The International Labour Office (ILO)**

The ILO through CINTERFOR (Centro Interamericano de Investigación y Documentación sobre Formación Profesional) offers technical advice to training institutions across the region in areas such as methodology, research, training materials and exchange of experiences. It addresses issues related to quality of training, vocational skill development, youth and women integration into the labour market, and the role of labour organization in education and training.

## **2.3 Current CIDA Programming and Pipeline**

CIDA’s programming in education over the past decade is an important source of information. CIDA efforts to address the challenges of education in the Americas covers a broad range of areas.

### **2.3.1 CIDA’s Assistance to Education**

CIDA’s disbursements to education in Latin America and the Caribbean between 1990-99 amount to \$490.59 million, with an increase from \$22.2 million in FY 1990-91 to \$38.9 millions in FY 1998-99. Direct education assistance is 50.2 % of the total, while 28 % is delivered through Institutional Support and Management, and 21.8 % through Human Resources Development. **Table 5** in **Annex 1** presents an overview of CIDA’s disbursements to education for the period.

The Americas Branch bilateral disbursements to education during this period amount to approximately \$70.1 million. By sub-region, the Caribbean received the largest share (64.4%) followed by South America (21.8%) and Central America (13.8%).

In non sector specific areas, “Policy and Administration Management” was the area of higher concentration of assistance (59.1%), with the largest share going to the Caribbean; followed by “Education Facilities and Training” (14.9%), and “Teacher Training” (7.0%). “Education Research” accounts for 3.9% of total disbursements early in the period, and only in Central America.

Sector specific assistance concentrated in post-secondary education receiving 10.4% of the total of which 3.1% was in higher education and 7.3% in technical and managerial training. Basic primary education in South America and the Caribbean received 4.3% of the funds in this period. Funding to secondary education in vocational training (0.2%) concentrated in Central America. **Table 6** in **Annex 1** presents CIDA’s bilateral disbursements in education by education sector and sub-region. **Table 7** shows figures for total budget and actual disbursements.

CIDA’s contribution to education over the past decade shows a clear attempt to focus assistance to the sector in key areas and target relevant initiatives. Further gains, however, could be made by adopting a more integrated and strategic approach to programming, identifying areas of comparative advantage, and by developing broader forms of collaboration with other agencies and with institutions in the region.

### **2.3.2 Project and Programs**

In 1990-99, CIDA supported a range of projects and programs throughout Latin America and the Caribbean. **Annex 2** shows the list of projects approved in this period by sub-region and country.

In the Caribbean the largest share of actual disbursements went to Haiti, followed by Jamaica, and Guyana. Regional projects and programs accounted for 26.6% of actual disbursements. In Latin America, Nicaragua, El Salvador, Guatemala, and Brazil received the largest proportion of funding, and Belize, Uruguay, Argentina, and Ecuador the smallest. Regional projects and programs accounted for 4.4%. Hemispheric activities accounted for 11.3% of all actual disbursements.

The growing interest in international cooperation in education in Canada is a building block for future programming in areas such as human resources development, expertise exchange, dissemination of

science and technology research, and education methodologies. **Table 8** in **Annex 1** presents an overview of the distribution of funds in the region by executing agency. Private sector and state organizations and agencies received the highest share during 1990-99, followed by academic institutions and NGOs.

CIDA’s current and past investments in education in the region support a variety of projects and programs. Over time, CIDA has shifted the focus of projects supported from areas such as school construction and facilities, to technical education, to current pressing issues in basic education. A sample of past, current and future projects is shown in **Table 9** in **Annex 1**. Opportunities do exist, however, to achieve greater effectiveness through strategic project coordination, more integrated planning, and greater regional and sub-regional strategic programming.

## **2.4 Canada as a Source of Expertise**

Education systems in Latin America and the Caribbean are adapting to the global economy and to advances in science and technology while overcoming problems of inequality and performance. Canada has the knowledge and expertise to assist in meeting the challenges identified by the Ministries of Education, regional organizations, and by the Summit of the Americas.

### **2.4.1 The Canadian Education Landscape**

Canada’s education landscape is rich and diverse in lessons from provincial systems and federal education experiences. Equally relevant is the growing education experience found in the private sector and non-governmental organizations.

#### **a. The Provinces as a knowledge base in Education**

Canada’s 12 education systems reflect the provincial and territorial diversity of the country and its cultural make-up. With no national curriculum or a common set of educational standards, provincial or territorial Ministries of Education are responsible for elementary and secondary curricula and standards. The Council of Ministers of Education allows for collaboration on country wide initiatives (i.e. educational indicators and statistics; learning assessment). Provincial educational structures, systems of fiscal and administrative responsibility and institutions are a source of best practices.

##### **i. Elementary and Secondary Education**

Public education is the responsibility of School Boards, accountable for functions ranging from school management and supervision, to setting local tax assessment rates, and hiring teachers and school administrators. Programs in addition to the core subjects attend to the needs of specific populations (i.e. French immersion programs). Publically funded separate schools boards (denominational

schools) exist in some provinces. Secondary education varies among provinces in number of years, compulsory subjects, and mix of academic and vocational programs. Second language instruction (English / French) is offered by all provinces together with optional subjects. Various provinces have adult education and distance instruction programs, and certification programs for school administrators. Privately funded education as an alternative to public schooling is experiencing a rapid increase in enrollment.

## **ii. Post-Secondary Education**

A range of publically and privately funded institutions offer tertiary education. These include degree granting colleges and universities, community colleges, and technical-vocational institutes offering technical certification and diplomas, including those aimed at the training of indigenous teachers. Institutional accreditation systems, and professional degree programs are overseen by professional licensing bodies. Post-secondary education is also delivered through extra-mural and distance education by specialized agencies. Post-graduate level programs are offered by most universities accredited by the Association of Universities and Colleges of Canada (AUCC). Private sector tertiary education operates under various schemes including private colleges and full cost recovery programs. Initiatives linking educational institutions and the private sector in co-operative education, training, and marketing of research products are expanding.

### **b. Community Colleges**

Colleges are receiving growing attention among post-secondary institutions. Community colleges, colleges of applied arts and technology, the collèges d’enseignement général et professionnel in Quebec (cégeps), and institutes of technology service students who do not follow the traditional university path to post-secondary education. There is a growing interest in colleges as an avenue to serve a diverse clientele by providing shorter-term, skills-oriented programs allowing students to combine education and employment. The advantages of such a system include educational opportunities to students of lower socioeconomic status, ranging from literacy programs to building on students’ job experience for job advancement, and providing students with education to fulfill requirements for higher degrees.

### **c. Federal and Non-government Initiatives**

A dimension of Canada’s comparative advantage in education are initiatives led by departments and agencies of the federal government, national associations and the NGO community. Under various forms of collaboration and partnership with the provinces, universities and the private sector and

government departments<sup>8</sup> offer expertise potentially relevant to education in the Americas.

National associations also provide a source of educational know-how about inter-governmental and non-governmental initiatives.<sup>9</sup> Many of them lead successful international partnerships. An active cooperation environment in education rests with international NGOs.<sup>10</sup> Canadian institutions have the capacity to assist the region in primary and secondary education, teacher training, and technical education. Combined with a new strategic approach to the region based on lessons learned, this opens new opportunities to achieve the goals of education for all.

Canada’s diverse expertise and capabilities in education represent a solid base to promote regional-Canadian collaboration across a wide spectrum of technical areas. These range from learning assessment systems in core subjects, financial and administrative decentralization of schools, administrative and financial management and school support systems, teaching and quality of learning standards, to programs for specific population sectors’ needs, experiences in school planning and use of tele-education, life-long learning, distance learning and computerized instruction.

### **3. Learning from Experience. Best Practices and Lessons Learned**

Since “Education for All” (1990), countries in the region have implemented innovations to improve education. The Dakar Forum (2000) reinforced the value of learning through shared experiences.

#### **3.1 Lessons Learned**

Governments’ actions, initiatives by international organizations, and CIDA’s own programming provides knowledge about effective approaches and areas of intervention. Experiences to date teach us lessons regarding constraints as well as areas where there are opportunities to explore. **Table 9** in **Annex 1** shows the evolution in the emphasis of CIDA projects over time looking at completed,

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<sup>8</sup> The Department of Foreign Affairs and International Trade (DFAIT), Finance, Human Resources Development Canada (HRDC), Industry and Health, Canadian Heritage, and Indian Affairs & Northern Development.

<sup>9</sup> These include the Council of Ministers of Education Canada (CMEC), the Canadian Education Association (CEA), the Association of Universities and Colleges of Canada (AUCC), the Association of Canadian Community Colleges (ACCC), and the Canadian Teachers’ Federation (CTF).

<sup>10</sup> Some examples are the Canadian Bureau of International Education (CBIE), the World University Services Overseas (WUSC), The Canadian Foundation for the Americas (FOCAL), the Canadian Association for Latin American & Caribbean Studies (CALACS), OXFAM, the Inter-American Organization for Higher Education (IOHE) and the Commonwealth of Learning (COL).

approved and planned activities.

### 3.1.1 Lessons on Constraints

**Box 3-1** shows some broad unresolved issues which point to structural problems that cut across efforts in social development and to shortcomings due to the interests, and approaches of the actors involved in educational change.

#### **Box 3-1** **Lessons on Constraints**

- **Inability to address the Social, Economic, and Cultural Factors** causing poverty and inequality has detrimental effects on the impact of educational change and innovations.
- **Resistance from Interest Groups** affects efforts to improve access to quality education, governance and accountability, balance investments in private and public education, and improve teachers performance.
- **Weak Individual and Institutional Capacities** at the school and local levels limit efforts to decentralize, delegate responsibilities, increase users' participation and community involvement, and upgrade teacher training.
- **Limited Financial Resources** remain a barrier particularly in new technologies, teacher upgrading, school expansion, and distribution of resources within the system.
- **Making Innovations Sustainable** over the long-term is a concern at the national, local and community levels as education reforms are often dependent on donor support.
- **Duplication and Lack of Flexibility** impair efforts to innovate and use available resources effectively in education and across sectors.
- **Inadequate Data Gathering and Information Tools** limit the capacity to monitor and assess performance and quality, document success and failures, and identify gaps.
- **Social and Cultural Stereotypes** limit the improvement of equality of educational and professional opportunities.

### 3.1.2 Lesson on Opportunities

The lessons learned to date not only tell us what kinds of intervention are effective and what areas need further action, but also point out potential opportunities for future strategies. **Box 3-2** highlights some of the key areas of opportunity where lessons have been learned in the past decade.

**Box 3-2**  
**Lessons Learned. Areas of Opportunity**

- **Political and Institutional Commitment is Vital.** The success of reforms in education is higher where there is national and local government long-term commitment and where there are inclusive and flexible institutions to adapt to change.
- **Quality and Relevance of Education are Central.** Making education effective in building national competitiveness in the world economy implies improving quality of learning, curricula, teacher training, learning materials, and educational facilities at all levels.
- **Equality in Education is an Overriding Principle.** Improve gender equality and expanding the inclusion of vulnerable groups in the education system is vital to achieving social equity.
- **Integrated Education Approaches Maximize its Human Development Potential.** Integrated approaches with other sectors could help to address problems such as HIV/AIDS, malnutrition, youth violence, child labour and prostitution more effectively.
- **Building Partnerships has the Potential to Enhance Impact.** Flexible collaboration with a variety of international and national actors in education, including the civil society and the private sector, can be a means to maximize resources and to enhance impact.
- **Local Ownership is Essential.** Mobilizing and building capacities at the community level, both of individuals and institutions, strengthens decentralization, stimulates community innovations, enhances accountability, and improves quality and equity in education.
- **Decentralization is a Means for Power Sharing.** In addition to improving systems’ efficiency, decentralization can be an effective means to involve stakeholders in educational decisions, improve accountability, and promote users’ ownership.
- **New Technologies can Assist in the Delivery of Education.** Properly adapted to local realities, ICTs can play a role responding to educational demand, overcoming geographical barriers, and stimulating and improving teaching-learning processes.

### 3.2 Best Practices From the Region

Educational innovations in the region address problems in basic, primary and secondary education. Their aim is to improve teaching-learning practices, quality and relevance of education, and to respond to populations in need.

Experiences to date show several key areas of innovations. Some general examples are:

- **Self-management and school autonomy** to reach pre- and primary school children in rural areas, involving teachers and parents and using community associations as a management tool.

- **Community committees** to improve school administration, involving parents, teachers, community leaders.
- **Reforms of educational institutions** to improve educational coverage and quality, school administration, and teachers training.
- **Innovations in financing education** including “voucher” systems to finance training on demand to respond to the labour market (i.e. Guyana, Paraguay, Ecuador, Venezuela) and to facilitate access of lower income youth to private education.
- **Subsidies** paid directly to publicly funded schools based on school attendance and school enrollment (i.e. Chile, Brazil).
- **Strengthening of education decentralization** to delegate responsibilities to schools, allowing schools and the community to develop their own plans to meet national educational objectives; promote school innovations led by teachers to improve educational efficiency and effectiveness; and increase parents and community involvement in education.
- **Use of ICTs** to enhance educational delivery and student learning, including distance education to carry out teacher training and upgrading, introduction of educational technologies and computers in rural primary schools one-teacher schools.

**Box 3-3** shows selected examples of educational innovation. It is important to keep in mind, however, that many of these innovations are only recently at a stage that allows for their evaluation.

**Box 3-3**

**Selected Educational Best Practices in Latin America and the Caribbean**

**Argentina. Improvement of Achievement (PROMERE)** provides funding for textbooks and teaching materials, in-service teachers training, and nutrition programs to improve achievement in primary and the first two grades of secondary schools with high repetition.

**Chile. The 900 Poorest Schools** seeks to improve quality, equity and community participation. It focuses on language and mathematics and teacher training, targeting 10% of schools with lower 1-4 grade achievement located in poor sectors. Over 200 schools benefited between 1990-96.

**Uruguay. Full-time Schools** offers full-time education to children from the poorest households by creating and improving existing schools.

**Colombia. Escuela Nueva** combines curriculum strategies with community participation, and improvement of teacher training and school administration to offer primary education, improve quality and reach rural schools.

**Brazil. New Communication Technologies in Education** promotes interactive informatics and the use of communication technologies in teacher training and to improve student learning.

**Venezuela. Interactive Mathematics for Basic Education** improves quality in mathematics teaching in grades 1-3 of basic education. By the year 2000 it will reach 1.2 million students.

**Mexico. Education Program for Indigenous Populations (PAEPI)** established inter-cultural and bilingual education in over 8,000 indigenous primary schools and a similar number of pre-schools. It operates in 14 states covering 52 dialects and 33 indigenous languages, serving grades 1-4 students.

**Costa Rica. Improvement of General Basic Education (PROMECE)** improves quality and efficiency of basic education and strengthens school planning and administration.

**El Salvador. Education with Community Participation (EDUCO)** serves populations affected by the civil war by transferring the administration of financial resources and quality control to Community Associations. Over 1,700 communities were involved between 1990-97.

**Guatemala. National Self-Management for Educational Development (PRONADE)** promotes decentralization and participation in the management of resources. It improves access to and quality of the first three years of basic education in rural areas.

**Haiti. Promotion of Human Rights** through various programs targeting civic education, technical training and nonformal education.

**Honduras. Community Education Project** improves access and quality of pre-school and basic education through community participation in poor rural areas benefiting over 25,000 children.

**Dominican Republic. Multigrade Schools** is a program inspired by Escuela Nueva to strengthen grades 1-8 of basic education in rural areas representing 60% of the country primary schools.

**Regional. Latin American Laboratory for the Evaluation of Educational Quality** involves 15 countries, gathering comparative data on quality of education, developing regional standards, and improving national institutional mechanisms for education evaluation.

**Source:** Partnership for Educational Revitalization in the Americas. PREAL.

These and other projects in education in the region over the past decade, and the lessons learned about their successes and failures, offer insight to the importance of:

- **the potential of civil society and community based initiatives** to reach excluded sectors and to improve access to education,
- **setting accountability and participatory governance systems** closer to the users of the services,
- **finding better means to reach children at an early age**, and to fully include women, and to build the capacity of youth as the foundation of social development,
- **modernizing education at all levels**, finding means to benefit from ICTs, updating curricula, and improving teacher capacities and morale,
- **measuring student learning achievements**, education quality and relevance, and
- **developing the indicators, mechanisms, and statistical means** to effectively monitor education on an ongoing basis.

#### 4. Looking Ahead

Education reforms in the region show that the complexity and diversity of needs and demands require flexibility, creativity, and a variety of approaches. Development trends and new initiatives to make education an engine of development show promise and offer a wealth of opportunities.

The most effective strategy will likely be one that guided by clear programming criteria combines multiple approaches, various forms of partnership, short and long-term objectives, and elements of risk to embrace new practices and maintain those proven successful in the past. Supporting educational change through institutional projects and programs, for example, continues to be an important mechanism to invest in supporting targeted innovations.

Initiatives involving greater coordination and partnerships among like minded donors, organizations and local institutions in Canada and in the region could enhance capacity building efforts, maximize resources, avoid duplication, and make better use of expertise. Multi-disciplinary approaches, innovative methodologies, and ICTs are likely to be more comprehensive in their scope and broader in their reach and impact.

#### 4.1 Hemispheric Priorities in Education

One of CIDA’s priorities in the Americas is “to improve delivery of basic social services and to increase the productive and earning capacity of the poor.” Education is key to achieving this goal, and to empowering women, strengthening democracy, and enhancing competitiveness.

The First Summit of the Americas in Miami (1994) set the stage for cooperation in education. Among 23 initiatives, it singled out the need to work collectively in improving quality education, reducing illiteracy, updating technical-vocational training, strengthening the human resources of the teaching profession, promoting cooperation in higher education and in the production of scientific and technical knowledge, and improving women’s universal access to education.

The Santiago Summit (1998) focussed this mandate and set two objectives. The first was “ensuring, by the year 2010, universal access to quality primary education for all children and access to quality secondary education for at least 75 percent of young people, with increasing percentages of young people who complete secondary education.” The second was “providing the general population with opportunities for lifelong learning.” (Summit of the Americas Information Network, 2000). This Summit also emphasized the need to strengthen regional cooperation in four areas:

- Distance education,
- Fellowships and exchange programs,
- Development and use of information technology in education,
- Updating of educational statistics and quality evaluation

The agenda agreed upon by the governments of the Americas (See **Box 4-1**) opens opportunities to federally led initiatives, to provincial Ministries of Education, universities and colleges, and NGOs.

**Box 4-1**  
**Americas Governments’ Commitments in Education**

- Implement compensatory and inter-sectoral educational policies that focus specifically on the most disadvantaged groups.
- Assess quality of education through national, sub-national and subregional indicators.
- Develop comprehensive programs to improve and increase the level of professionalism among teachers and school administrators.
- Strengthen education management and institutional capacity at the national, regional, local and school levels.
- Strengthen preparation, education and training for workers, with consideration to the adoption of new technologies.
- Establish, according to their internal legal framework, educational strategies relevant to multicultural societies.
- Broaden education to include democratic principles, human rights, gender-related issues, peace, tolerance and respect for the environment and natural resources.
- Promote access to and more effective use of information and communication technologies.
- Foster scholarship and exchange programs for students, teachers, researchers and educational administrators.

**Source.** Summit of the Americas Information Network. Second Summit of the Americas. Education. June, 2000.

Follow-up events since 1998 moved this agenda forward. Actions are underway to follow up on the commitments made by governments through discussions around the preparation of the Chapter on Education of the 2001 Plan of Action by the Summit Implementation Review Group. The Summit in Quebec (2001) will “*mark the culmination of a period in which Canada has strongly reaffirmed its identity as a nation of the Americas.*” (PMO. Prime Minister of Canada, December 4, 1999) Efforts are underway to set-up appropriate hemispheric mechanisms to ensure the implementation of the Plan of Action, establish benchmarks and time lines for implementation, promote cooperation and partnership, and promote the relevant participation of civil society. These actions are guided by recommendations to promote access to early childhood education and life long learning opportunities, integrate gender and local government concerns, improve the teaching profession, and promote access to new information and communication technologies.

## 4.2 Integrated Approaches

Seeking to make official development assistance (ODA) more effective in contributing to reduce poverty and achieve other development objectives, new initiatives are emerging in the international community. These translate into instruments and approaches to coordinate the work of bilateral and multilateral agencies and governments. They all look for a greater integration of efforts and resources, and more comprehensive ways to respond to basic needs across sectors. Education is one of the sectors addressed by these approaches.

Although differing in the terminology, these approaches (see below) have at least three common characteristics. First, they aim to deal with central aspects related to the effectiveness of development assistance. These include the need for a positive policy environment; the development of ownership of the reform processes by stakeholders; the “fungibility of aid” to release government resources to respond to other priorities; donors conditionality; and the need for improving institutional capacity among recipient countries. (Jones, 1999)

Second, these approaches are intended to meet six general criteria. They are sector-wide in scope, follow a coherent policy framework, intend to have local stakeholders directly involved in decision-making, seek all donors agreement, operate on the basis of common implementation arrangements, and keep long-term technical assistance to a minimum. (Harold, 1995)

Third, a defining characteristic of these approaches is the coordination of all significant funding to a sector (i.e. education, health) within a common policy, management and planning framework, around government leadership and the expenditure programs and procedures to disburse and account for all funds. (Foster et al. 2000)

### 4.2.1 Sector Wide Approaches (SWAPs)

The complexity of development in general and education in particular suggests the need for development assistance approaches which encompass the inter-relations between social and human development needs, and among sectors of intervention. One of such approaches is generally referred to as Sector Wide Approaches (SWAPs).

SWAPs are expected to facilitate greater donor-country collaboration and shift from "clientship" to partnership in donor-country relations.

“This approach, which would be undertaken in co-ordination with other donors, would see CIDA providing broad support -- both financial and technical -- to a developing country in a given sector ... The resources and knowledge provided by CIDA would go to improved planning and service delivery within that sector rather than to specific projects. This approach aims to build sustained capacity within a country to address key social issues in ways that are

more responsive to local concerns. Donors, by uniting their efforts and combining related projects in a country, would also help to lessen the administrative burden on donors, including CIDA, and the developing-country partners. This approach also puts a premium on the quality of the knowledge Canada can provide to its developing-country partners.” (Minister for International Cooperation. Canadian International Development Agency. 2000-2001 Estimates. Part III. Report on Plans and Priorities. p. 6).

#### **4.2.2 Comprehensive Development Framework (CDF)**

The Comprehensive Development Framework (CDF) is an initiative led by the World Bank and currently implemented experimentally. This approach is expected to have the potential to address issues of inclusion of development initiatives and enhance countries ownership in development efforts.

“The Comprehensive Development Framework takes a holistic approach to development. It seeks a better balance in policymaking by highlighting the interdependence of all elements of development - social, structural, human, governance, environmental, economic, and financial. It emphasizes partnerships among governments, donors, civil society, the private sector, and other development actors. Perhaps most important, the country is in the lead, both "owning" and directing the development agenda, with the Bank and other partners each defining their support for their respective plans.” (World Bank. 2000. <http://www.worldbank.org/cdf/>)

#### **4.2.3 Sector Investment Programs (SIPs)**

Sector Investment Programs (SIPs) are another variation of the sector-wide approach. Used primarily by the World Bank to increase aid effectiveness in Africa, SIPs are often referred to as Sector Programs (SPs) as their intent is to support the whole of the public expenditure program in a sector and not just to provide investment resources (Okidegbe, 1998). In their application, SIPs have typically involved a systematic and formal stakeholders consultation process, preparation of a strategy document, and a joint donor appraisal of the strategy, expenditure plans and the management framework. In principle, the intent of SIPs is to limit the proliferation of poorly coordinated and separately managed donor projects with a single financing and management framework, with donors committing funds to a common pool managed by a government. (Jones, 1999)

#### **4.2.4 Inter-Sectoral Programming (ISP)**

ISP represents another way of addressing development needs and making use of opportunities while building on mutual strengths with the aim of maximizing impact. Within the general principles of the SWAPs approach, inter-sectoral programming,

“tries to have an impact in several sectors at the same time, by including elements/interventions in those sectors. (...) It may be focussed in one sector (i.e. education) but include smaller

components in related sectors (eg. nutrition, health, income generation) which are complementary to the main sectors. (...) It may be a set of interventions in several sectors, without a main sector as the centre ...” (CIDA, 2000)

This approach is an attempt to address development as it occurs in the people’s lives where basic human needs express themselves in complex interrelations. It requires a broader and more inclusive view of development and the capacity to work across sectors.

#### **4.2.5 Heavily Indebted Poor Countries Initiative (HIPC)**

The Heavily Indebted Poor Countries initiative (HIPC) was proposed by the World Bank and IMF and agreed by governments around the world in the fall of 1996. The intention was to set up a comprehensive approach to reduce the external debt of the world's poorest, most heavily indebted countries, placing debt relief within an overall framework of poverty reduction.

While the Initiative yielded significant early progress, multilateral organizations, bilateral creditors, HIPC governments, and civil society have engaged in an intensive dialogue since the inception of the initiative about the strengths and weaknesses of the program. A major review in 1999 resulted in enhancements of the original framework. Serious concerns have been raised about the criteria that makes countries eligible for debt relief. In the Latin American and Caribbean region only four countries qualify under this initiative: Bolivia, Guyana, Honduras and Nicaragua.

#### **4.2.6 Integrated Approaches in Education**

In principle, these approaches and the variations of them (such as the Sector Program Support - SPS, and the Sector Development Programs - SDPs), have the potential to enhance countries’ ownership in and their commitment to development initiatives. All of these approaches aim to operate in the context of clearly defined sector policies, and accountable and realistic strategies.

Education is one of the sectors in which some of these various approaches have been applied, mostly in Africa. As they continue to be examined and assessed, they are likely to have an impact on future aid in the Latin America and the Caribbean. They could reduce the administrative burden on governments of dealing with multiple donors in parallel. Donor cooperation is central to create new synergies, enhance complementarities, build on comparative advantages, and avoid duplication.

However, the literature points to the potential for some discrepancies between the principles and the practice. Ractliffe and Macrae (1999) suggest that there are at least three major risks:

- a danger that the weaknesses of the project approach could be reinvented,
- limited opportunities for continual strategic review and/or negotiations, and
- little incentive for regular monitoring review.

Others argue that these approaches have been restricted in scope, often resulting in a collection of sub-sectoral strategies and ear-marked projects with little integration. The issues of eligibility and appropriateness have also attracted attention as in most cases the criteria that allow countries to benefit from these approaches impose demands that the most needed countries cannot meet. With the exception of few cases, there has been little non-governmental involvement; they often do not follow a common implementation strategy; and there is excessive reliance on external consultants. (Bentall et al. 2000) It is, however, too early to assess their full potential and the extent to which they represent a shift both in donor cooperation and, most importantly, in enhancing patterns of countries’ ownership of development initiatives in general and in education in particular.

### **4.3 CIDA’s Future Education Work and Challenges**

In light of these approaches and the interest in the international community to further focus and integrate their actions, CIDA has identified a number strategic areas which represent opportunities for greater impact in education. In so doing, it builds on past experiences and follows the Dakar Framework for Action. The following section explores possible interventions that may facilitate CIDA’s achievement of these objectives in Latin America and the Caribbean.

#### **4.3.1 Areas of Intervention in Education in Latin America and the Caribbean**

The issues affecting education in the region documented earlier are broad and complex. Addressing them effectively will require selecting areas of intervention where international development, government and civil society actors could come together under commonly agreed upon objectives.

CIDA’s strategic directions in education and Canada’s expertise in this sector, suggest eight potential areas of intervention. These areas reflect the major issues and concerns about the future of education in the region, and many are currently the target of reforms:

- **Improving Quality of Education and Students’ Performance.**
  - update testing methods and examination systems at all levels,
  - develop quality standards and indicators to monitor curriculum objectives,
  - set in place monitoring systems to assess school performance and retention practices,
  - update and improve curriculum and instructional methods, textbooks and materials to address problems of relevance of education,
  - improve teaching-learning methodologies.

- **Building the Capacity of the Teaching Profession.**
  - improve teacher training systems and accreditation systems,
  - update teacher training and upgrade curricula and means of training delivery including distance education and extra-mural programs,
  - improve government and institutional teacher incentive systems, professional development, motivation and organization,
  - improve assistance mechanisms for teachers in remote and rural communities.
  
- **Enhancing the Life Long Learning Role of Education.**
  - recognize the importance of early childhood education and care,
  - develop targeted programs that address issues such as child labour and youth violence and delinquency, prostitution and street children,
  - develop integrated health, nutrition, and sanitation education programs,
  - develop government and community based initiatives to address the AIDs pandemic,
  - assist in the development of programs to strengthen political education, democratic citizenship, and civic participation,
  - ensure the availability of life long learning mechanisms.
  
- **Responding to the Needs of the Excluded.**
  - assist in the development of bilingual and local languages education programs,
  - develop multi-cultural curricula, instructional methods and materials,
  - assist in the development of non-formal education and media programs for indigenous peoples,
  - develop second language teacher training programs,
  - strengthen gender sensitive curricula and the curricula of teacher training programs,
  - setting mechanisms to ensure gender equality in access, retention and outcomes.
  
- **Enhancing School to Work Opportunities.**
  - update technical-vocational training systems and on-the-job training to create a flexible labour force,
  - develop youth training, livelihood and occupational skills programs, particularly for economically disadvantaged groups, women and ethnic minorities,
  - build public sector/industry partnerships leading to school-to-work transition, work placement, and cooperative programs,
  - develop training programs in high technology suitable to knowledge base economies,
  - develop modern adult education and life long learning programs and curricula.

- **Improving Educational Delivery Mechanisms.**
  - develop distance learning and life long learning approaches to reach both isolated communities and populations out of reach of the formal school systems,
  - develop needs identification and parents’ satisfaction monitoring systems,
  - develop multi-schedule systems to maximize the use of school facilities and expand opportunities for young adults,
  
- **Adapting Education and Information Technologies to Schools Needs.**
  - contribute to the adaptation of approaches such as computer assisted instruction, the SchoolNet model, distance education approaches, and television and radio education,
  - assist in the development of culturally relevant software and computer assisted and multi-media educational programs,
  - expand the provision of and low-cost access to ICTs and the Internet,
  - develop teacher training programs in the use of ICTs,
  - expand vocational and training curricula to use and include ICTs know-how.
  
- **Strengthening Decentralization of Education.**
  - models of planning, financial and administrative delegation of decision-making,
  - school management and accountability systems including the school board model and local government involvement in education,
  - approaches for enhancing community and stakeholders participation and accountability,
  - appropriate performance monitoring and data gathering systems, including the improvement of national education statistics,
  - standardization of performance and accreditation systems.

### **4.3.2 Challenges for Future Programming**

The panorama of education in the region shows that together with opportunities to make education a better contributor to development, there is a number of challenges to overcome. Some of them are contextual in nature and require an integrated view of development and education. Others are specific to making education an effective tool in reducing poverty and inequality, and to enhancing the capacity of Latin American and Caribbean countries to compete in a globalized world.

#### 4.3.2.1 Contextual Challenges

Countries in the region have made important progress in various fronts. There is progress in strengthening democracy and introducing new and more effective forms of governance built on participation, human rights, gender equality, and social inclusion.

Governments are moving forward opening countries to economic competitiveness. Decentralized systems are taking roots opening new avenues for accountability and greater involvement of the civil society and the private sector. There is greater awareness of the need to maintain economic stability, adopt new technologies, and find the means to make the gains of development sustainable. However, there are contextual challenges which are likely to affect future education strategies. (See **Box 5-1**).

**Box 5-1**  
**Contextual Challenges**

- How to make growth both sustainable and inclusive?
- How to steer economic competitiveness towards greater and more equitable domestic employment opportunities?
- How best to translate concerns about reducing poverty into actions to extend the benefits of growth, improve systems of social protection, and increase social mobility?
- How to strengthen democratic rights as an essential ingredient of greater social equity?
- How to bring into reality social and human development as true guides of economic growth?
- How best to approach social, human and economic development in an integrated manner, with the right tools, and mediated by human development concerns?

Regarding each of these challenges education has an important role to play through targeted strategies.

#### 4.3.2.2 Challenges in Education

Although it is too early to have definite results from on going reforms, there is consensus that the challenges education faces in Latin America and the Caribbean relate to quality, equity, internal efficiency, relevance, and funding, among others. Early assessments of the reforms implemented in the region (Gajardo, 1999; Moura Castro and Carnoy, 1997) show that:

- *the distribution of educational opportunities remain unequal.* This shows across countries, with the exception of Guyana and some English-speaking Caribbean countries. This is evident among workers with primary education, poor children, women, and indigenous populations.
- *improvements in quality and learning achievements are slow.* International comparisons show that the region falls behind international standards, a situation compounded by a lack of systems and mechanisms to gather data, monitor and measure student achievements.
- *education systems remain largely irrelevant to the human development requirements of the new global economy.* There is a lack of understanding about the strategic links between education and the capacity of countries to respond to new global economic opportunities.
- *innovations are scarce and their adoption is slow.* Traditional practices, lack of monitoring and information systems to document lessons learned, and costly introduction of ICTs into schools, threaten the region’s capacity to meet standards required for economic competitiveness.
- *teacher and institutional capacities remain low.* Lack of resources, low morale and resistance from teachers’ organizations to change, low salaries and lack of incentives are some of the critical factors affecting the teaching profession.
- *education systems and the public have not embraced life long learning.* There are system-based and population-based biases against a continuous learning culture.
- *administrative and political obstacles remain.* In many countries these have seriously limited the impact of decentralization, the opportunities for community participation, and the attempts to empower local governments and schools.
- *funding is insufficient.* The progress made in reallocating resources, finding public-private partnerships, introducing low cost technologies, establishing subsidies, targeting, and improving system efficiency raise doubts about how sustainable these measures are.

## 5. What to Do Next? Areas of Intervention for Greater Impact in Education

The challenges highlighted above require CIDA to make difficult programming choices, identify opportunities for greater impact, find the most appropriate approaches for intervention, and change attitudes towards the importance of long-life learning. Operationally, there is a need to set clear programming criteria that could facilitate making such choices.

To guide programming decisions there is a need to consider opportunities of potential impact in light of criteria such as the:

- **relevance** of specific interventions to the region, to the beneficiaries, and to the Agency’s main objectives;
- **institutional capacity and expertise** both in Canada and in the region upon which future intervention could build upon;
- **priorities and objectives** in education of the national government and local partners;
- **gaps and opportunities** emerging from the actions and interventions of CIDA’s partners;
- **potential for replication and multiplier effect** of the intervention;
- **sources of complementary funding** from other donors and national governments; and the
- **national and cultural specificity** of the problems to be addressed.

Some of the areas where CIDA could maximize its impact in education in Latin America and the Caribbean are suggested below:

### a. Redistributing Educational Opportunities

There is a need for continuing efforts to redistribute educational opportunities by including but not limiting actions to targeting the poor. More integrated approaches with actions in other sectors would help the region to reach international economic competitiveness. A focus on primary and secondary school age students could lead to strengthening traditional skills, and add new ones in response to market demands by providing the knowledge, values, and abilities that promote technological innovations and problem solving skills.

Redistributing education opportunities needs a focus on initiatives to raise levels of basic literacy and numeracy particularly among girls and illiterate adults; improve and stimulate youth towards science education; and to emphasize independent thinking, and self-directed learning at all levels of the

system. Identification and replication of best practices to allocate resources more effectively within levels of the system particularly primary and secondary education; to increase levels of basic education and the skills of school drop-outs; and to improve the standards and relevance of vocational-technical education, can make education more responsive to labour market demands.

**b. Bringing Quality and Learning Achievements Up to Standards?**

Improving quality involves focussing on actions to improve teacher training, modernize teaching methods and curricula, and improve the conditions of schools and the quality of learning materials. Improving learning achievements requires setting minimum standards of learning in such core subjects as language, mathematics, science, history and geography; establishing national and regional monitoring systems of examination, and developing proper statistical tools and information systems.

Building on the consensus about the priority of quality and learning achievements requires focussing on assessing the systems’ internal efficiency; measuring educational outcomes; and developing systems and means to document and measure results. International cooperation and partnerships to share know-how, lessons learned, and technical expertise could play an important role in this regard.

**c. Strengthening Teacher and Institutional Capacities**

A key window of opportunity is strengthening the capacity of the teaching profession and the efficiency of schools. Both have important medium and long-term effects.

There is a need for initiatives that involve governments, teachers’ organizations, parents and communities in enhancing school capacities. There is also the need to set appropriate legal frameworks, redefine professional standards, establish incentive mechanisms, design the means to evaluate teachers’ performance, and improve teachers’ status and employment conditions. Experience from previous successes in school administration and in measuring school performance could be applied to poorer schools.

**d. Expanding Funding Options**

Improving the funding of education is not only a matter of more government investments but also of redistribution of opportunities, more efficient use of existing resources, and new forms of partnership. Initiatives directed to achieving greater balance in investment per student; making the reallocation of resources between primary, secondary and higher education more balanced on equity grounds, and directing resources to populations in greater need are some options.

Innovations to reduce school wastage could receive priority attention, if nothing else, based on economic grounds. Improving school efficiency in terms of input-output ratios, seeking private sector and community involvement and partnerships, and setting subsidy mechanisms to assist the poor can

contribute to maximized investments and expanded opportunities.

#### **e. Strengthening Governance in Education**

The decentralization of education offers opportunities to strengthen the governance of education systems by focussing on initiatives directed to increase accountability, broaden the participation of stakeholders in policy decisions, improve school management, and improve transparency. The net gain of this type of effort would be to make the systems less vulnerable to political changes.

Central to these efforts are actions that could be directed to maintaining education at the top of the political agenda and to ensuring that schools pay greater attention to the development of new citizens aware of democratic values, more autonomous, better informed, and more socially responsible. Making schools more in tune with democratic values both in their performance and in their content is essential to redefining equity.

#### **f. Seeking Innovations**

Initiatives that identify, assess, and contribute to replicating lessons learned and best practices can make a difference in enhancing knowledge about low-cost educational practices and facilitate their adaptation to local environments. The potential of new teaching and learning materials, teaching-learning methods, educational delivery approaches, modalities of financing, and ways to reach the excluded can be greatly enhanced by documenting and evaluating them and by disseminating the lessons learned. Such experiences do exist both within the region and in more developed countries.

Relevant is the role of ICTs in education. Such technologies can play key roles in maximizing investments, by offering cost-effective delivery of educational programming. Attention could focus on several fronts. Assessments need to be done of the feasibility of the use of such technologies with equity and cultural considerations in mind. Initiatives to make access to ICTs, such as telematics, distance education, radio, and computer-assisted learning, more equitable, more affordable, and above all their content more relevant to the realities of the users could receive priority attention.

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### List of Acronyms

ACCC	Association of Canada Community Colleges
AFD	Agence Française de Développement
AIDS	Acquired Immune Deficiency Syndrome
AUCC	Association of Universities & Colleges of Canada
CALACS	Canadian Association of Latin American and Caribbean Studies
CARICOM	Caribbean Community
CBIE	Canadian Bureau of International Education
CDB	Caribbean Development Bank
CDF	Comprehensive Development Framework
CEA	Canadian Education Association
CEPAL	Comisión Económica Para América Latina y el Caribe
CÉGEPS	Collèges d’enseignement général et professionnel
CIDA	Canadian International Development Agency
CINTERFOR	Centro Interamericano de Investigación y Documentación sobre Formación Profesional
CMEC	Council of Ministers of Education Canada
COL	Commonwealth of Learning
CTF	Canadian Teachers’ Federation
DAC	Development Assistant Committee
DFAIT	Department of Foreign Affairs and International Trade
EDUCO	Educación con Participación de la Comunidad
EFA	Education for All
ECERP	Eastern Caribbean Education Reform
FOCAL	Canadian Foundation for the Americas
GDP	Gross Domestic Product
GTZ	Deutsche Gessellschaft Für Technische Zusammenarbeit
HIV	Human Immunodeficiency Virus
HRDC	Human Resources Development Canada
IADB	Inter-American Development Bank
ICTs	Information and Communication Technologies
ILO	International Labour Office
IMF	International Monetary Fund
IOHE	Inter-American Organization for Higher Education
ISP	Inter-Sectoral Programming
LAC	Latin America and the Caribbean
NGOs	Non-governmental Organizations
OAS	Organization of American States
ODA	Official Development Assistance

OECD	Organization for Economic Co-operation and Development
PAENA	Projet d’appui a l’école nouvelle dans l’Artibonite
PREAL	Programa de Promoción de la Reforma Educativa en América Latina y el Caribe
PMO	Prime Minister Office
PROMECE	Programa para el Mejoramiento de la Calidad de la Educación General Básica
SIPs	Sector Investment Programs
SDPs	Sector Development Programs
SPs	Sector Programs
SWAPs	Sector Wide Approaches
UNESCO	United Nations Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
USAID	United States Agency for International Development
WB	World Bank
WUSC	World University Services Overseas

## **ANNEX 1**

**Table 1**  
**General Education Reforms in Latin America and the Caribbean**  
**By Sub-region and Country**

Reforms	Sub-Region		
	South America	Central America	Caribbean (*)
• Decentralization and Institutional Reorganization	Argentina, Colombia, Chile, Brazil	Mexico El Salvador	Dominican Republic
• Financial, Pedagogical and Curricular School Autonomy	Bolivia, Brazil, Chile, Paraguay	Guatemala, El Salvador, Nicaragua	Jamaica
• Quality and Equity Improvements and Focalization	Argentina, Bolivia, Chile, Colombia, Brazil, Peru, Paraguay, Uruguay	Costa Rica, Guatemala,	Dominican Republic Jamaica St Lucia
• Curriculum	Argentina, Chile, Bolivia, Brazil, Uruguay	Costa Rica, Mexico	Dominican Republic CARICOM
• Extension of School Calendar	Colombia, Chile, Uruguay		
• Teachers' Training and Improvement of Teachers' Conditions	Argentina, Chile, Colombia, Brazil, Uruguay	Costa Rica, Guatemala, Nicaragua	Dominican Republic Jamaica
• Financing	Argentina, Brazil, Bolivia, Chile, Colombia,	Costa Rica, Guatemala, Mexico, Panama	
• Harmonization of Education Systems			CARICOM

**Source:** Compiled from IADB, 2000; Gajardo, 1999; Moura Castro and Carnoy, 1997

(\*) Specific for English-speaking Caribbean countries are presented in Table 2

**Table 2**

**Education Reforms in English-speaking Caribbean (\*)**

<b>Type of Reform</b>	<b>Strategy</b>
General Education Reform	<ul style="list-style-type: none"> <li>• Harmonization (primary and secondary curricula; teacher training; technical-vocational education; designation of class groups).</li> <li>• Common Legal Framework</li> <li>• Environmental Education</li> <li>• Foreign Language Learning (language policies)</li> <li>• Centralized Curriculum Development</li> <li>• Textbook procurement</li> <li>• Development of regional philosophy of education</li> </ul>
Early Childhood Education Reform	<ul style="list-style-type: none"> <li>• Continuation and facilitation of private provision</li> <li>• Regulation of establishments</li> <li>• Establishment of pre-schools departments in primary schools</li> <li>• Parent awareness programs</li> <li>• Government assistance (teacher training, curriculum materials)</li> </ul>
Primary Education Reform	<ul style="list-style-type: none"> <li>• Modernization of school facilities</li> <li>• Quality improvement (teacher training, resource centers, evaluation, records system, functional standards)</li> <li>• Management of primary schools</li> <li>• Special needs support services</li> <li>• Integration of creative &amp; fine arts into curriculum</li> <li>• Student transfer mechanisms</li> </ul>
Secondary Education Reform	<ul style="list-style-type: none"> <li>• Restructuring the school system (universal provision)</li> <li>• Re-conceptualizing secondary education programs</li> <li>• Quality improvement (training of principals, teachers, school calendar, foreign language)</li> <li>• Support Services (guidance, welfare, library and resource centers)</li> <li>• Articulation (upper primary, tertiary, continuing education, TVET)</li> <li>• Promotion of enrichment and exchanges (students and teachers)</li> </ul>

Tertiary, Adult & Continuing Education Reform	<ul style="list-style-type: none"><li>• Multi disciplinary colleges</li><li>• Expansion of tertiary education</li><li>• Reorganization of TVET and education to work</li><li>• Training of adult educators</li><li>• Revision of legal basis</li><li>• Restructuring of governance of tertiary education</li><li>• Rationalization of tertiary programs</li><li>• Public-private partnerships (literacy, continuing education, non-formal and formal linkages)</li><li>• Tertiary and university articulation</li><li>• Upgrade modes of delivery and ensure equity</li><li>• Hostel accommodation</li><li>• Eastern Caribbean College Council</li></ul>
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**Table 2 (Cont.)  
Education Reforms in English-speaking Caribbean (\*)**

<b>Type of Reforms</b>	<b>Strategy</b>
Teacher Reform	<ul style="list-style-type: none"> <li>• Improvement of salaries of qualified teachers</li> <li>• Improvement of benefits to teachers (mortgages, health schemes)</li> <li>• Improvement of working conditions</li> <li>• Expanding teacher training (education capacity, centres of specialization, scholarships and student loans schemes, continuing professional development, national quota for training)</li> <li>• Enhancing status (legal parameters of teachers authority, code of ethics, pre-service training, entry criteria)</li> <li>• Career path (seniority, duties and responsibilities)</li> </ul>
Management and Administration Reform	<ul style="list-style-type: none"> <li>• Expansion of participation in management (national councils, school boards, student councils, re-designed supervision, review of dual systems)</li> <li>• Training for managers (senior managers, principals, teacher education)</li> <li>• Pool specialists (networks, central units)</li> <li>• Independent scholarship award bodies</li> <li>• Human resources development institute</li> <li>• Review of organization structure of Ministry</li> </ul>
Education Financing Reform	<ul style="list-style-type: none"> <li>• Redefinition of financial obligations (free primary and secondary education, parental cost-sharing, poverty alleviation and needy students, tertiary cost-sharing, financing development, monitoring financial obligations)</li> <li>• Guarantee education subvention</li> <li>• Equitable school financing</li> <li>• Financial management capabilities</li> <li>• Cost-effective tertiary, tech-voc and training</li> <li>• Private sector incentives</li> <li>• Control of external borrowing</li> </ul>
Reform Process	<ul style="list-style-type: none"> <li>• Acceptance of strategy</li> <li>• Mobilization of sub-region</li> <li>• Coordinating mechanisms</li> <li>• Reform unit</li> <li>• National priorities</li> <li>• Implementation through projects</li> </ul>

**Source:** Adapted from Miller, Thomas and Jules. Assessing Progress in the Implementation of Foundations for the Future. Education reform Unit. Organization of Eastern Caribbean States. August, 2000.

(\*) Includes: Anguilla, Antigua and Barbuda, British Virgin Islands, Dominica, Grenada,

Montserrat, St. Kitts-Nevis, St. Lucia, St Vincent and Grenadines.

**Table 3**

**ODA Net Disbursements to Latin America and the Caribbean (\*)**  
(\$ US Millions)

Countries	Net Disbursements (Two years averages)		
	1987-88	1997-98	Change
Japan	460	888	+ 93.1
United States	1,285	71	- 44.3
Germany	521	542	+ 4.0
Netherlands	267	484	+ 81.3
United Kingdom	114	319	+ 179.8
Spain	51	285	+ 458.8
France	226	239	+ 5.8
<b>Canada</b>	<b>194</b>	<b>167</b>	<b>- 13.9</b>
Italy	234	140	-40.2
Sweden	69	127	+ 84.1
Denmark	32	112	+ 250.0
Norway	52	106	+ 103.8
Switzerland	63	89	+ 41.3
Belgium	36	74	+ 105.6
Austria	8	30	+ 275.0
Finland	28	25	- 10.7
Australia	6	16	+ 166.7
Luxembourg	-	14	
Ireland	1	7	
New Zealand	1	4	
Portugal	-	4	
<b>Total</b>	<b>3,648</b>	<b>4,388</b>	<b>+ 20.3</b>
<b>EU members</b>	<b>1,587</b>	<b>2,401</b>	<b>+ 51.3</b>

**Source:** Compiled by Andre Lapante. Adapted from [www.oecd.org/dac/.../tab32e](http://www.oecd.org/dac/.../tab32e)

(\*) Donors are ranked by their disbursements in 1997-98. Includes imputed multilateral flows.

**Table 4**

**Bilateral ODA Commitments to Education  
Latin America and the Caribbean (1993 - 1997)**

	<b>1993</b>	<b>1994</b>	<b>1995</b>	<b>1996</b>	<b>1997</b>
<b>Education</b>	313.60	390.30	355.20	331.00	377.50
Total ODA	4402.20	3,870.00	5,127,40	4,572.00	4,362.00
<b>% of Total ODA</b>	7.12	10.90	6.93	7.24	8.65

**Source:** Geographical Distribution of Financial Flows to Aid Recipients, OECD 1998, pp 274- 275. Compiled by André Laplante.

**Table 5**

**CIDA's Annual Disbursements in Education.  
Latin America and the Caribbean (1990 - 1999)**

	Period 1990 - 1999								
	90-91	91-92	92-93	93-94	94-95	95-96	96-97	97-98	98-99
<b>Education</b>	9.96	11.54	9.73	9.50	9.36	8.32	9.52	5.22	7.19
Institutional Support and Management	5.04	4.04	4.65	6.42	7.68	13.21	19.83	26.18	22.78
Human Resources Development	7.24	10.40	7.27	7.96	8.17	7.99	10.90	10.18	8.91
<b>TOTAL</b>	<b>22.24</b>	<b>25.98</b>	<b>21.65</b>	<b>23.88</b>	<b>25.21</b>	<b>29.52</b>	<b>40.25</b>	<b>41.58</b>	<b>38.88</b>

Source: CIDA. Central Data base., 2000 Compiled by André Laplante

**Table 6**  
**CIDA’s Bilateral Disbursements in Education.**  
**Latin America and the Caribbean(1990 - 1999)**  
**Americas Branch**

**By Division and Sector**

Sector	Division			
	Central America	South America	Caribbean	Americas Branch
<b>Basic Education</b>				
• Primary Education		1,653,434	1,327,075	2,980,509
<b>Secondary Education</b>				
• Vocational Training	120,733			120,733
<b>Post-Secondary Education</b>				
• Higher Education	1,191,086	998,135		2,189,221
• Technical & Managerial Training	1,095,086		4,115,501	5,210,587
<b>Sector Unspecified</b>				
• Policy & Administration Management	2,470,927	11,029,694	27,903,559	41,404,180
• Education Facilities & Training	1,105,910		9,415,597	10,521,507
• Teacher Training	978,068	1,602,495	2,347,100	4,927,663
• Education Research	2,700,623			2,700, 623
<b>TOTAL</b>	\$9,662,433	\$15,283,758	\$45,108,832	\$70,055,023
<b>%</b>	<b>13.8</b>	<b>21.8</b>	<b>64.4</b>	<b>100.0</b>

**Source:** Compiled from CIDA database. Projects in Education. Fiscal years 1990-2000. Bilateral. Americas.

August, 25, 2000.

**Table 7**

**CIDA’s Education Projects and Programs by Sector.  
Latin America and the Caribbean (1990 - 1999)**

**(\$ Millions)**

<b>Sector</b>	<b>Total Budget</b>	<b>Actual Disbursement</b>
<b>Education</b>	185.13	156.57
<b>Human Resources Development</b>	116.40	62.79
<b>Institutional Support and Management</b>	171.37	118.26

**Source:** CIDA Database. 2000. Compiled by André Laplante

**Table 8**

**CIDA’s Education Projects and Programs by Executing Agencies.  
(1990 - 1999)  
Latin America and the Caribbean  
(\$ Millions)**

<b>Sector</b>	<b>Total Budget</b>	<b>Actual Disbursement</b>
Academic and Related NGI Agencies	66.30	46.37
State Organizations & Agencies	114.35	91.67
NGO Agencies	61.91	55.25
Private Sector Agencies	206.09	135.76
United Nations Agencies	7.25	7.21
Other Agencies	17.03	1.36

**Source:** CIDA Database. 2000. Compiled by André Laplante

**Table 9**

**Sample of CIDA Projects in Latin America and the Caribbean**

<b>Projects (*)</b>
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### Completed

- **Paper for School** provides Cuba’s education sector with paper for textbooks and teaching materials as a means to improve teaching learning processes.
- **Canada CARICOM Scholarship Program** enabled middle and senior management from the Caribbean to study at Canadian institutions.
- **Saint Lucia St. Laurence College** contributed to the institutional and academic strengthening of the St Lucia college.
- **Canada - University of West Indies Project** focuses on institutional capacity building including the development of strategic planning capacity.

### Operational

- **Eastern Caribbean Education Reform (ECERP)** improves school performance and student retention rates, streamlines school management, improves teacher training, and enhances information and monitoring systems.
- **Guyana Basic Education Teacher Training** seeks to improve quality of education and the capacity for basic education teacher training.
- **Projet d’appui a l’école nouvelle dans l’Artibonite (PAENA)** improves school administration and local governance in basic education to better quality of education.
- **Ecuador’s Integrated Education and Health Project** builds capacities to improve youth basic learning, health and life skills.
- **Opening the Door for Women**, a collaboration the Brazilian training institute SENAI, seeks to improve access of women to training programs and to introduce gender sensitive educational content into the curriculum.

### Pipeline

- **Integrated Early Childhood Education** will explore avenues of collaboration with the Ministry of Education and Culture of Jamaica in the area of basic education, particularly improvement of the quality of early childhood education and equality of access.
- **Argentina Innovative Child Care Practices for Children at Risk** will provide quality child care and protection to pre-school children in high risk and poor areas to strengthen skills of early childhood providers, increasing community involvement in the provision of childcare and protection, and the establishment of a partnership between the federal, provincial and municipal governments.
- **Pilot Alternative Basic Education** will develop alternative programming in basic education modelled on Canadian programmes and systems. Canadian experts will work with the Santa Fe Ministry of Education and the University of Rosario in Argentina to increase the re-entry levels of at-risk children in basic education programs in Grades 6-9 as well as their graduation from Grade 9.

**Source:** Compiled from CIDA Corporate Memory

(\*) Information current to August, 2000.

## Annex 2

### CIDA's Projects and Programs by Countries (1990 - 1999)

Projects and Programs	Year of Approval	Year of Completion	Executive Agency	Total Budget	Actual Disbursements
<b>The Caribbean</b>					
<b>CUBA</b>					
0019878 Social Sector Line Of Credit (Ssloc)	1996	1998	Travaux Publics Can.	4,00	4,00
0020216 Canada-cuba Tax Assistance Pr.	1996	2000	Revenue Canada	5,00	3,45
0020378 Cuba - Dialogue Fund	1997		CIDA	1,20	0,22
0020217 Trainig in Economic & Management Project	1997	2001	ARA Consulting	2,00	1,40
0021199 Edu. Sector Line Of Credit	1998	2000	INTER-CITY PAPERS	3,50	3,47
<b>Total CUBA</b>				<b>15,70</b>	<b>12,55</b>
<b>GUYANA</b>					
0018669 Social Infrastructure Project	1995	2000	Dominion Raw Mat.	4,97	9,24
0019365 Economic Management Prog. (Gem)	1995	2000	CRC Sogema Inc.	4,40	4,23
0019352 Building Community Capacity Proj.	1996	2002	PWGSC-	4,80	3,14
0021047 Hrd For Economic Competitivety	1996	2005	ARA Consulting Gr.	5,00	0,43
0020252 Basic Ed.teacher Training	1997		Techsult international	4,50	1,36
0021482 National Development Strategy	1998	2000	Carter Center	0,10	0,16
<b>Total GUYANA</b>				<b>23,77</b>	<b>18,55</b>
<b>HAITI</b>					
0016676 Appui démocratisation en Haïti-Phase II	1990	1991	Elections Canada	1,00	1,03
0016195 Appui Centre d'études spécialisées	1990	1992	CECI	1,20	0,35
0016698 Renforcement institutionnel ONG	1991	1992	AQOCI	5,00	0,22
0018280 Mission Civile OEA/ONU	1993	1994	CIDA	2,34	2,14
0018261 Promotion des Droits de la Personne	1993	1999	CECI	5,00	3,97
0018263 Revitalisation du mouvement coopératif	1993	1999	SOCODEVI	10,00	6,51
0019046 Prog de reconstruction des écoles et cliniques	1994	1999	CECI	5,00	9,94
0019531 Formation et appui institut. à la Justice	1995	1996	Justice Canada	3,60	3,77
0019224 Prog. canadien d'assistance technique à Haïti.	1996	1999	CECI	3,60	3,28
0019688 Appui à la réforme fiscale et douanière	1996	1998	UNDP	0,50	0,50
0020470 Projet de revitalisation du mouvement coop.	1997	2000	DID	3,27	3,24
0020706 Projet de revitalisation du mouvement coop.	1997	2001	SOCODEVI	3,00	2,26
0020705 Projet D'appui la Justice (Phase Ii)	1998	2003	-	5,00	0,94
0020883 Appui a la Mission Civile Internationale	1998	1999	OAS	0,30	0,30
0020709 Projet d'appui à l'école nouvelle (Paena)	1998	2002	F. Paul-Gérin Lajoie	3,00	2,24
0020941 Appui à l'init. des consult. pour le progrès	1998	1998	CECI	0,09	0,83
0020356 Fonds por l'env.,le dév. éc. et la recons. civile	1999	2002	Mennonite Ec. Dev. A.	4,45	1,20
0021420 Gestion du Fonds de Contrepartie			CIDA	3,50	0,70

<b>Total HAITI</b>				<b>59,84</b>	<b>43,42</b>
<b>JAMAICA</b>					
0015829 Education/Training for Productivity-Ph.II	1990	1996	ACCC	2,95	2,84
0015545 Canada/jamaica Training Fund	1990	1997	CBIE	4,98	4,81
0017272 Primary Textbook Bridging Project	1991	1994	CODE	0,35	0,32
0017801 Children's Teaching Materials Project	1992	1994	CIDA	0,50	0,43
0017643 CCO (PSU) JAMAICA (PH PII)	1992	2000	Carrib. applied tech.ltd	3,47	2,67
0018211 Advisor To The Bank Of Jamaica	1993	1997	individual	0,31	0,91
0018107 Green Fund - Jamaica	1993	2000	CIDA	2,00	2,29
0016747 Environment Development Program	1993	2004	ADS/NORECOL/MAR	21,00	6,03
0019363 Capacity Building For Poverty Reduct.	1996	2000	PACT	0,89	0,83
0020766 U. Of Technology Of Jamaica Innov. Center	1997	2005	UofTech jamaica	2,61	0,00
0020755 Supporting Local Government Refo	1997		Can. Urban Institute	4,00	1,22
0019364 Enhancing Civil Society In Jamaica	1997	2003	F. for internat. training	3,00	0,53
0020753 Social Conflict And Legal Reform	1998			7,00	0,40
0019361 Green Fund Extension	1998	2005	CIDA	3,00	0,67
0021091 Pact ii	1998	2001	PACT	0,50	0,37
0021048 Regional Hrd For Economic Compet.	1998	2005	ARA COUNSULTING	5,00	0,51
0019362 Credit For Micro & Small Enterpr	1998	2005	Bank of Nova Scotia J.	3,50	0,00
0021550 Public Sector Responsive Fund	1999	2003	CIDA	0,40	0,16
0016781 National Accounts Analysis Advisor - Jamaica				0,01	0,01
<b>Total JAMAICA</b>				<b>65,47</b>	<b>25,02</b>
<b>REGIONAL</b>					
0016794 U. of the West Indies Inst. Strengthening Proj.	1990	1997	U. of West Indies	11,00	9,82
0017193 Assistance to Windwards Unification	1990	1993	OECS	0,10	0,09
0016978 Assistance to the West Indies Commission	1990	1993	Sec.(CARICOM)	0,85	0,85
0017267 Assist.to the OECS Reform Working Group	1991	1993	OECS	0,25	0,21
0016697 Eastern Caribbean Economic Management II	1991	2000	CRC Sogema Inc.	13,60	13,31
0016972 Caricom Regional Institution Str.	1993	1997	Guelph University	4,77	4,87
0017184 Eastern Carib. Edu. Reform Project	1994	2004	Eduplus Inc	12,92	6,41
0019355 Oecs Institutional Reform Project.	1995	1998	OECS	0,98	0,88
0019347 Oecs Trade Policy Project	1998	2005	CIDA	3,00	0,26
0019348 Oecs Encapd	1998	2004	OECS	4,50	0,61
0020934 Judicial Education Project	1998	1998	OECS	0,03	0,03
0021046 Oecs/reg. Hrd For Eco Comp	1998	2005	ARA Cons.	9,70	1,01
<b>Total REGIONAL</b>				<b>61,70</b>	<b>38,34</b>
<b>SAINT LUCIA</b>					
0019269 Rehabilitation Assistance - St.lucia	1995	1997	OECS	5,00	5,00
0016357 Sir Arthur Lewis / St. Lawrence College - PH3	1990	1994	St.Lawrence College	3,00	1,08
<b>Total SAINT LUCIA</b>				<b>8,00</b>	<b>6,08</b>
<b>Latin America</b>					
<b>ARGENTINA</b>					
0015777 Human Resource Development-Argentina	1990	1994	WUSC	0,96	0,93

<b>Total ARGENTINA</b>				<b>0,96</b>	<b>0,93</b>
<b>BELIZE</b>					
0017471 Belize Foreign Policy Training	1991	1994	Carleton University	0,08	0,04
<b>Total BELIZE</b>				<b>0,08</b>	<b>0,04</b>
<b>BOLIVIA</b>					
0020153 Sustainable Urban Dev. Bolivia	1996	2001	CUCS (U. of Tor.)	5,00	3,55
0019861 Bolivia Petroleum Regulation	1996	1997	UNDP	0,50	0,50
0021554 Training Indigenous Com.	1999	2000	UNDP	0,50	0,50
<b>Total BOLIVIA</b>				<b>6,00</b>	<b>4,55</b>
<b>BRAZIL</b>					
0015994 Institutional Dev. - Professional Training	1990	1996	CIDE	7,86	7,35
0019777 Canada Brazil Tech. Transfer Proj.	1996	2003	CIDA	15,00	9,66
0020437 Local Fund For Progr. And Project Dev.	1996	1999	CIDA	0,25	0,24
0021375 Local Pub & Soc Sect Ref Fund	1998	2002	CIDA	1,00	0,17
<b>Total BRAZIL</b>				<b>24,11</b>	<b>17,42</b>
<b>COLOMBIA</b>					
0015193 Development Line Of Credit	1991	1993	ECOPETROL	10,00	2,02
0019312 Promotion Of Human Rights	1995	2001	CINEP	1,50	1,38
0019254 Energy Mining & Environment	1996	2003	CERI	11,30	6,25
<b>Total COLOMBIA</b>				<b>22,80</b>	<b>9,65</b>
<b>ECUADOR</b>					
0018178 Feed - Technical Ass. Unit, Phase Ii	1994	2001	FECD	1,80	1,73
0019329 Program Support Unit For Ecuador	1995	2002	CIDA	0,20	0,01
0021162 Ecuador Election Support	1998	1999	OAS	0,03	0,03
<b>Total ECUADOR</b>				<b>2,03</b>	<b>1,77</b>
<b>EL SALVADOR</b>					
0016636 Appui au développement communautaire	1990	1994	Partners in Rural Dev.	2,54	4,88
0012202 Democratic Dev. And Human Rights Fund	1992	1995	CUSO	1,60	3,10
0017803 Social Reconstruction Programme	1993	2000	CRC SOGEMA Inc.	26,00	19,68
<b>Total EL SALVADOR</b>				<b>30,14</b>	<b>27,65</b>
<b>GUATEMALA</b>					
0015586 Appui aux Projets de Développement Local	1990	1997	SOCODEVI	8,85	10,49
0018552 Fund For Democratic Development	1993	1997	CECI	1,50	1,44
0019223 Human Rights Verification	1995	1998	CESO	0,31	0,51
0019612 Democratic Development Fund - Ph. ii	1995	2001	CECI	5,00	6,91
0020628 Santa Eulalia Admin. Of Justice Centre	1997	1999	MINIGUA	0,75	0,71
<b>Total GUATEMALA</b>				<b>16,41</b>	<b>20,06</b>

**HONDURAS**

0016638 Maternal/Child Health Clinics - Phase II	1991	1994	Horizons of Friendship	2,45	1,84
0019125 Appui à la gestion durable des ress. naturelles	1996	2001	CIDA	5,00	3,19
<b>Total HONDURAS</b>				<b>7,45</b>	<b>5,03</b>

**NICARAGUA**

0016132 Prog. D'optimisation et de Dév. Res. Humaines	1990	1998	ACCC	4,60	3,29
0016958 Development.line Credit	1990	1995	CIDA	15,00	18,00
0017871 Nicaragua Electoral Mapping Project.	1992	1993	Elections Canada	0,22	0,22
0017870 2ième Ligne de Crédit ./fonds de Contrepartie	1995	1999	CIDA	15,00	17,99
0019433 Projet de Renforcement Institutionnel	1996	1999	Deloitte&Touche	3,20	2,84
0020100 Appui Proces.electoral	1996	1998	CODE Inc	1,10	0,99
<b>Total NICARAGUA</b>				<b>39,12</b>	<b>43,34</b>

**PANAMA**

0019431 Projet de Formation et Perfect.	1995	1999	BCEI	1,00	0,98
<b>Total PANAMA</b>				<b>1,00</b>	<b>0,98</b>

**PERU**

0017798 M. Of Economy And Finance Support Prog.	1992	1995	M. of Econ. and Finance, Pe	0,45	0,47
0018661 Economic Research Consortium Ii	1994	2000	IDRC	4,80	4,61
0019572 Program Support Unit-peru	1995	1998	CIDA	1,50	0,25
0019127 Appui aux Coop. D'épargne et de Crédit.	1996	2000	DID	4,00	3,16
0019925 Unicef Cooperation Programme Peru ii	1996	2001	UNICEF	5,00	5,00
0021598 Amélioration de L'édu. De Base Piura	1997	2005	-	5,00	0,01
0020904 Support To Defensor Del Pueblo	1998	2000	CIDA	2,31	1,03
0020846 Appui au Renforcement Municipal	1998	2000	Deloitte&Touche	1,70	0,92
0021526 Consortium For Econ. And Social Research	1999	2003	IDRC	3,75	0,96
0030346 Presidential Electoral Support Project	1999	2000	CIDA	0,10	0,12
<b>Total PERU</b>				<b>28,61</b>	<b>16,53</b>

**REGIONAL**

0019754 Support Unit For The South. Cone	1996	2000	CIDA	0,36	0,36
0019882 Appui À L'institut Iglu	1996	2000	OUI	2,20	2,07
0020620 Cono Sur - Local Pub Sec Ref	1997	2000	CIDA	0,75	0,65
0020619 Andean Local Fund Pub Sec Ref	1997	2000	CIDA	2,25	2,24
0019987 Transfert Tech.aux Banques Coop.du Cône Sud	1997	2001	DID	2,00	1,34
0021450 Belize Indigenous People Co-management Init	1998	2005	Inuit Circumpolar Confer.	0,92	0,18
<b>Total REGIONAL</b>				<b>8,48</b>	<b>6,84</b>

**URUGUAY**

0015779 Human Resource Development-Uruguay	1990	1994	WUSC	0,80	0,75
<b>Total URUGUAY</b>				<b>0,80</b>	<b>0,75</b>

**OTHER REGIONAL AND HEMISPHERIC**

0016691 Special Prog. Implementation Facility(spif)-. ii	1990	2001	T.E. Body and Assoc.	15,00	14,48
0018122 Support Unit For Promotion Of Democracy	1992	1997	OAS	1,00	1,00
0017108 Prog. D'appui aux Initiatives Régionales	1993	2000	CRC Sogema	14,00	13,65

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0019605 I.c.o.p.	1995	1996		0,02	0,00
0019381 Accessing Nafta Training Course	1995	1999	TFOC	0,09	0,09
0019182 Diffusion du Droit International Humanitaire	1995	2002	CRCS	2,40	1,10
0019257 Alliance For Sustainable Development	1996	1999	CCAD	1,55	1,05
0020186 Ceso Public Sector Support Progr	1996	2001	CESO	5,00	4,21
0020634 Focal Ii (Related: 0018163)	1997	2000	FOCAL	1,15	1,13
0020352 Regional Hrd For Ec.competit.	1997	2005	ARA Cons	5,30	0,06
0030227 Focal Iii	1999	2002	FOCAL	1,30	0,57
0030228 College Of The Americas	1999	2004	OUI	3,15	0,26
0021273 Oas Parliamentary Network (Pna)	1999	2000	OAS	0,40	0,50
0030260 Women's Access And Leadership Initiative	1999	2000	IFES	0,10	0,01
<b>Total OTHER REGIONAL</b>				<b>50,46</b>	<b>38,11</b>