
THE ROLE OF THE PRIVATE SECTOR IN IMPROVING EDUCATIONAL OUTCOMES IN HAITI

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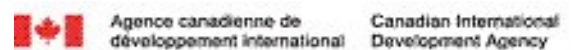
In preparing this report, every effort was made to remain true to the presentations and interventions at the Atlanta roundtable. Despite our best efforts, the difficulties inherent in transcribing and summarizing complex arguments may have resulted in inadvertent errors of fact or interpretation. FOCAL regrets and is solely responsible for any such errors that may be contained in this document.

We wish to acknowledge first and foremost that this roundtable would not have been possible without the willingness and generosity of Haitian private sector representatives who gave of their own time and resources to take part in the meeting.

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Carlo Dade, Executive Director of FOCAL, and Dan Erikson of the Inter-American Dialogue, provided the original ideas and expertise for the roundtable. Working closely with the Rt. Hon. Joe Clark and John W. Graham, respectively member and Chair of the board of FOCAL, they initiated and drove this enterprise to support private sector engagement in social and economic development in Haiti, and link the private sector with the international community and donors.

This report was prepared by Caroline Lavoie, Program Associate at FOCAL and an observer at the meeting. Chantal Laroche, from CIFAL Atlanta, provided invaluable help in organizing the meeting. We also extend special thanks to Ramsey Harris, David Martin and Julie Moreau, who volunteered their time to attend the sessions, recorded the proceedings and provided assistance in drafting this report.



BACKGROUND

In 2005 former Canadian Prime Minister Joe Clark and then-Inter-American Development Bank President Enrique Iglesias held a series of meetings with former Canadian diplomats with extensive experience in the Americas. In light of endemic crises in the Caribbean and Latin America, the goal of the meeting was to find ways to use Canada's unique position in the hemisphere to find innovative solutions to some of the key challenges facing the region. Mr. Clark and Mr. Iglesias identified Haiti, with a special focus on the private sector, as a country where new ideas, new thinking and new approaches would be warranted. As a result, in September 2005 the Canadian Foundation for the Americas, in conjunction with the Inter-American Dialogue, convened a groundbreaking meeting between 18 leaders of the Haitian private sector and international donors at Willson House on Meech Lake in the Gatineau Hills near Ottawa, the Canadian capital. It had been agreed that a conference held with key members of the private sector would be less inhibited and more innovative if held away from Port-au-Prince. This meeting represented a unique opportunity to harness some of the ideas and energy of the one sector in Haiti with the skills and capacity to reduce poverty from within and to help build human infrastructure.

This was not a private sector/international financial institution (IFI) conference, but rather an informal debate among private sector participants with a responsive and informed audience. Participants looked at how to build public and private sector capacity for development and reconstruction in Haiti through formalization, modernization, privatization and de-centralization in a variety of sectors. The meeting also provided the starting point for a discussion of education, a particular area of business involvement and investment.

Among its many positive outcomes, the Ottawa meeting:

- engaged private sector leaders to help donors think outside the box about development in Haiti;
- identified actionable initiatives and strategies for addressing broad development issues;
- sketched a framework for donors to use in incorporating private sector participation in development planning;
- demonstrated to donors the important but overlooked role of the private sector as a crucial development actor in Haiti;
- created new opportunities for engagement between donors and the private sector; and
- helped the Haitian private sector participants reflect and build consensus on their role in the development of the country.

This experiment in bringing private sector leaders together with the international development community came to be known as the Willson House process. Following the success of the Ottawa meeting, discussions with participants and other actors indicated that the next step should be to evaluate the private sector's role in all aspects of education, from participation to production to policy, and undertake a comparative assessment of relevant experiences from selected countries in the Americas. This project would assist Haitians, the newly elected government of René Préval and donors in their efforts to identify shared goals for future development strategies.

A copy of the final report for the September 2005 meeting is available at:

http://www.focal.ca/projects/governanceanddemocracy/haitidiaspora/publications_e.asp



INTRODUCTION

The second roundtable between the Haitian private sector and donors was held at The Carter Center in Atlanta, Georgia on February 3-4, 2007 and attended by 67 participants and a number of observers. In addition to many of the participants in the first meeting, education experts and practitioners from Haiti and other countries in the Americas took part in the discussions—most notably the Haitian Minister of Education, Mr. Gabriel Bien-Aimé and the Deputy Mayor for Education from the City of New York. An increased number of international financial institutions (IFIs) were also represented. The Rt. Hon. Joe Clark co-chaired the meeting. His scheduled counterpart, the President of the Inter-American Development Bank (IDB), Luis Alberto Moreno, was absent due to illness, and was replaced as co-chair by Sr. Moreno's chief of staff, Jamal Khokhar.

Presentations and background papers were prepared for the meeting and guided discussions on the current Haitian educational context and ways to improve educational outcomes in the country. In this regard, special thanks are due to Quisqueya University, the IDB and the Inter-American Foundation for preparing the papers attached in the annexes to this report. The present report describes the situation of the educational sector in Haiti as conveyed by participants, and summarizes the rich and free-flowing discussions on potential solutions and initiatives. Because the meeting was held under the Chatham House rule, this report does not attribute remarks or opinions to specific participants or identify them by name or organization. An exception to this rule is made in the last section, where donors presented their already-public programming.

Without doubt, the great success of the Atlanta meeting can be attributed to the openness of the discussions and the high level of commitment expressed by participants from all sectors to work together to improve educational outcomes in Haiti. Information exchanges on the various efforts currently underway were useful to all participants and allowed them to identify several areas where they could together towards common goals. Representatives from the Haitian private sector agreed to form a follow-up and coordination group led by the Unibank Foundation, a crucial enabling component to allow further cooperation between the private sector, donors and the government. The IDB conveyed its willingness to lead efforts towards general donor coordination and undertake a renewal of the Interim Cooperation Framework. This is a positive development and shows the usefulness of the Willson House process in addressing issues related to private sector participation and development in Haiti. Perhaps the single greatest achievement of the weekend was the IDB's pledge to organize meetings, consultations and research leading to a program for public-private partnerships in Haiti. This commitment will be central in helping such endeavours materialize and bring about results for students, teachers and families.



Progress in Haiti since Willson House

As the first step in their discussions, roundtable participants reviewed the main conclusions from the Willson House meeting and assessed the progress made since that time.

With respect to the idea of a “**revolution of growth**” discussed during the first meeting, participants reported that the economic growth rate for Haiti has reached 2.6% since 2005, and it is hoped that the growth level can reach 4% in the near future. It was noted that a growth rate of 8% would double national income in 9 years, which would reverse the economic trends of previous years, in addition to performing the important function of increasing hope.

With regards to **infrastructure**, movement has been noted on the part of the Haitian Ministry of Public Works, which has issued a bid to fund a 30-megawatt electricity plant. Participants from Haiti were also pleased to see that the recapitalization of Haiti’s rural sector remains on the IDB’s agenda, though no notable activity has been observed in this area.

Tourism, which was identified as a key sector to spur growth in Haiti, remains at the heart of the recapitalization and decentralization plans. Plans are to increase the number of visitors to the Northern region. Nevertheless, participants recognized that an important challenge to further development of the tourism industry is the **security** situation. Participants from Haiti remarked that the security situation fluctuates, but that international media paint darker pictures than are justified. It was also explained that while political security is not a major concern, more work does need to be done in the area of police security to ensure that Haiti becomes a better known and competitive tourist destination. Currently, the increasing number of police and the more active fight against organized crime has helped to significantly reduce tension, highlighting how relatively small adjustments can produce substantial, visible results.

Another issue emphasized at Willson House, **Haiti’s reputation and public image**, was again singled out as a central and cross-cutting issue for development. Haitian participants expressed concern that foreign media and institutions do not convey improvements in Haiti’s political, economic and security climate to investors and travellers. Participants also mentioned the persistence of an apparent bias against Haiti in comparison with other countries that have similar problems and levels of crime and poverty. According to several participants, a “trick of thinking” needs to occur with regards to Haiti’s reputation. It is believed that if positive developments were better known by the general public, Haiti’s reputation would most likely improve. One speaker reminded the audience that due to a lack of time it was not possible for Haitian leaders present at Willson House to visit editorial board members, potential investors and key institutions to share these concerns, but that such an activity should remain a priority for the future. This type of activity is important to raise awareness of Haiti’s improvements, as “there is no point in keeping evidence of progress to ourselves.” Building on this conclusion, participants suggested creating a list of areas where positive change is taking place that could be publicized.



Challenges and Priorities in Education: Access, Quality and Demand

Following their review of progress since 2005, roundtable participants identified and discussed the main challenges facing education in Haiti. **Access** was identified as a crucial issue, as one-third of school-age children do not attend school. The main barrier to access is the cost of sending a child to school, estimated to average about \$109 a year per child. This is a significant burden, as 71% of Haitian households live on less than \$2 a day (or an approximate annual income of less than \$730), and 50% of the population live on less than \$1 per day. In addition to the expense of sending a child to school, families often face an opportunity cost, since children who would otherwise be working can no longer contribute to the family income, as they currently do in many cases. A rural-urban divide also persists with regards to income as well as the availability of education. A shortage of schools and teachers in rural areas was noted.

Central to the issue of access is the severe lack of financial resources for education from the Haitian government, which is unable to fund the infrastructure needed for universal education. This has led to an explosion of private investment in education by promoters and groups such as churches over the last 30 years;¹ currently, 80% of all education in Haiti is provided by the private sector and financed by families and non-public sector sources. However, the needs throughout the country continue to outpace private capacity.

The **poor quality of education**, which is due to under-qualified and under-trained teachers, was the second critical challenge identified by participants. Even though donors are engaged in teacher training, the crushing demand for trained teachers and the absence of formal training and evaluation mechanisms continue to limit improvements in the supply of teachers. According to a study commissioned for the meeting, one-third of the 62,261 teachers in elementary and secondary schools have less than 10 years of education. This lack of training is more acute in rural areas, where the proportion of teachers with less than 10 years of training rises to 43.6%. Only 10.6% of teachers have specialized training in an *école normale* for teachers (5.6% in rural areas) and only 5% of teachers have university education. This situation is due to several factors, including the lack of incentives to pursue higher education and the low teacher salaries.

The lack of resources also affects the quality of education. The poor distribution of materials and textbooks and the low access to technology were significant concerns cited by participants. The absence of a unified national curriculum was also deemed a key problem, as was the absence of a coherent framework of standards for student evaluations, teacher licensing and school accreditation. It is estimated that 70% of schools are unlicensed and operate without the minimal equipment for learning such as desks, writing materials, electricity and running water. Another preoccupation was the pressure that teachers face to promote poorly performing students to the next grade; this pressure is often effective, since it is the parents who have paid for the schooling, and hence the teacher's salary. There are two negative consequences to this practice. On the one hand, promoting failing students distorts educational outcomes as students in difficulty continue to struggle and affect the learning pace and overall results for the class. On the other hand, holding students back limits places for new students especially in areas characterized by a shortage of schools.

Another important issue raised was the discrepancy between the **demand** for workers from within the Haitian economy and the supply of school graduates. It was stressed that the Haitian private sector is relatively small and cannot absorb all graduates, who number 30,000 every year from high school only (2003 census). This is complicated by a disparity between the type of students produced by the education system

¹ As explained by Jacky Lumarque (see bibliography), low public involvement in education has been a relatively steady feature in the education landscape throughout Haitian history. Likewise, private education has also been a part of the Haitian reality since the colonial era. However, even though low public investment was a result of the political context at several junctures, the scarcity of government resources has been the main determinant of the small percentage of public education in present-day Haiti. Combined with a high demand for education from parents and enterprises, this reality has spurred increased involvement by the private sector in the last 30 years.



and the needs of the Haitian economy. Participants reported that a significant students graduating from secondary schools want to become lawyers, doctors and engineers, despite the pressing need for specialized workers at the intermediate level and for entrepreneurs who can expand the Haitian economy beyond the existing business sector.

This discrepancy originates in part from the type of knowledge and skills taught in schools. Haitian education has been extremely traditional, and practical, hands-on training has been lacking. The language of instruction in schools was also deemed critical, as children learn only Creole until they reach age 12, whereas French and English are the languages most needed by the private sector. While the value in preserving Creole as a national language was not questioned, private sector participants noted that time spent teaching in Creole meant that the level of French and English taught in schools is insufficient for students to become functional employees upon graduation. Participants highlighted the risk that in response, a tendency is emerging to hire expatriates and foreigners for intermediate jobs.

Solutions

While all participants considered access, quality and economic growth to be national priorities, views differed greatly on the order in which these should be addressed, and by whom. The existence of a gap between demand for education and supply of jobs led some to suggest that quality should be the focus of attempts to improve the education system. Those favouring this approach noted that while access to education may be insufficient to achieve universal education, the current rate of access, albeit low, already overwhelms the economy. By the same token, some thought that improving the quality of the education system would require giving more attention to tertiary education as a means to foster the development of specialized Haitian workers and entrepreneurs; assistance to universities would also help train teachers. Also, it was suggested that stipends given to families would be better spent on supporting schools directly.

In contrast, others emphasized the positive spillover effects that greater access to education could have for the development of Haitian society. Several participants advocated for the generalized creation of incentives to increase the perceived value of schooling for families, and cited successful experiences with the provision of a daily hot meal, health care and sports training in schools.

In spite of the diversity of views expressed, the question of priorities resonated with representatives of all sectors, and everyone acknowledged the dilemma at hand: if the focus is placed exclusively on access, quality will suffer; but if the focus is on quality only, there is a high risk for civil unrest.

Some participants believed that given limited resources, education interventions could be made more effective through concerted action on a set of priorities shared by the public and private sectors. Other participants thought that given the differences between the public and private sectors in terms of expertise and needs, having each sector focus on separate issues would be better. For instance, some pointed to the acute needs of the private sector for vocational training. Likewise, it was suggested that since public and multilateral funds go mostly toward basic education, the private sector should play a complementary role by concentrating its investments in tertiary education. One participant suggested that the Haitian state should have a constitutional mandate to provide access to education, and that the private sector should be responsible for ensuring quality in education. However, others countered that the private sector has already performed well in the creation of educational infrastructure, and that perhaps public energies should be concentrated in the articulation of an overarching regulatory and administrative framework for the education sector as a whole.

The challenges and difficult choices in the education sector make it evident that some form of cooperation between actors is needed in order to harmonize the activities of the various providers and consumers of education. Even though views differed on the relative priorities that should be assigned to those chal-



lenges and the exact form that private-public collaboration should take, participants in Atlanta shared a sense of urgency about the state of the education system and proposed several ideas.

Public and Private Sector Collaboration: A Framework

Though there was some debate on the roles that public and private entities should play in education, there was also a general recognition that the government does not have the resources to carry out its basic functions and therefore cannot play the robust role that many would like. By the same token, the Haitian private sector does not have the capacity or incentive to ensure equity and quality in education. Therefore, any movement forward will require a combination of the expertise and resources available on both sides, albeit in a different fashion from traditional models of public-private collaboration. Another key element is that in Haiti's post-conflict setting, agreement among actors will be critical in maintaining political stability and in helping to ensure that efforts will be enduring and commitments enforced.

Beyond the financial rationale, it was widely believed that public and private involvement in education is not an "either/or" proposition. While education is a largely public domain, participants agreed that private initiatives could also serve the public good and that the private sector could sponsor innovative approaches to education with scalable model projects.

Participants explained that a de facto partnership already exists between the government and the private sector in that both agree that access, quality, and cost of education must improve. However, the terms of public and private sector collaboration must be better defined and formalized. Certain key questions remain to be addressed, such as: Should private sources continue to provide the majority of education funds? Would a mixed commission be legitimate in the administration of the education system? Which institutions would oversee collaboration and how would they be held accountable? The discussions emphasized the need for a long-term commitment on both sides and suggested a 30-year time span as a framework and target period for results.

A recurring theme throughout the sessions was the need to define a "shared vision about education" between public and private actors. Participants felt that no coherent vision currently exists in Haiti and that one must be forged to incorporate the needs of various social groups. This shared vision would guide investments in education and serve as a basis for ongoing and sustainable collaboration. Since the education system trains citizens in addition to workers, participants underscored the key role for municipalities, churches, and civil in defining a vision for education. Government, private sector and donors, as well as parents' associations, teachers and other organizations such as the Federation of Protestant Schools and the Catholic Community would have to be included in defining this vision.

The public sector has shown interest in encouraging dialogue and moving forward in this area. Participants referred to a consortium of the public and private sectors for quality and equity in education that held a meeting last year of 400 representatives of the public and private sectors to develop a shared vision on education. Another participant offered the tourism development experience as a potential model, explaining that based on needs in that sector, practitioners and the government were able to develop a shared vision.

Current Activities of the Private Sector in Education

As a starting point for the establishment of a shared vision, the Atlanta meeting provided an opportunity for information sharing and a survey of current private sector undertakings in education. Though not an exhaustive list of all initiatives to date, this discussion illustrated the sustained commitment of the Haitian private sector in educational development. It also allowed participants to identify the three principal types of private sector involvement. Participants made an important distinction between the "education" private



sector—the direct provider of 80% of education in Haiti—and the “non-education” private sector, i.e. businesses whose primary focus is outside the area of education but who contribute through philanthropy. One private school representative explained that some private schools also fund other activities in educational development, such as a school that established a structured curriculum, funded scholarships for 6,000 students per year, undertook teacher training programs and supported university students.

Participants explained that ad hoc, education-related initiatives by businesses are a typical form of involvement. Most firms contribute individually towards education via scholarships for children of employees, back-to-school bonuses, in-kind donations to local projects (books, computers) or sponsorship of local teachers. It is also common for educational publishers to offer teacher training or establish school and community libraries. Most participants from the Haitian private sector reported leading similar initiatives. Some also stressed the multi-faceted nature of their initiatives, like a telecommunications firm that has provided schools with electricity, air conditioning and computers as well as evening training sessions on computer use. This company also has built schools, provided hot lunches to five school systems, sent students to training programs and helped students graduate from a vocational university, many of whom it has hired.

However, it was noted that the ad hoc nature of such initiatives, though widespread and immensely helpful, leave huge gaps due to lack of coordination and structure, and cannot hope to replace a well-coordinated education system. Some remarked that such contributions are often made based on the whim of the contributor, for instance contributing to a school that they attended rather than contributing to a school based on the quality of its programs or its needs.

Nonetheless, the private sector has also led several “structuring” initiatives in partnership with other organizations, education or non-education, domestic or foreign. Examples include the *Fonds de Parrainage National* (National Sponsorship Fund, FPN), *Haiti TEC*, the Haitian Education & Leadership Program (HELP) and the *Consortium du secteur non public pour la qualité et l'équité de l'éducation en Haïti* (Non-public Consortium for Quality and Equity in Education). These are described below. The private sector also funded the start-up of Quiskeya University.

Needs: Enhancing Private Sector Engagement

Four main needs were highlighted in areas that require collaboration between the private sector and other actors.

Participation in policy and decision making. As the foremost contributor to education in Haiti, the private sector believes it must be able to put its experience and expertise to the service of the education sector as a whole by participating in policy making. This is important for the design of mutually compatible objectives and frameworks with the state. Participants believed that the business sector had an important role to play in helping to assure that the knowledge and skills needed by Haitian businesses and society are incorporated in curriculum. Participation in policy making is as important for private providers of education as for private businesses that make contributions and support education-related initiatives.

Increased regulatory capacity of the state. Discussions on private and public collaboration and the roles of each sector often returned to the question of public capacity. Participants argued that institutional weaknesses must be addressed for development to occur, and stressed the importance of state leadership in providing a regulatory framework to accredit schools, license teachers and evaluate the skills and knowledge of students. An operating framework for the different types of educational establishments also must be defined, as well as the rights and duties of students, parents, administrative staff and teaching staff. It was argued that the current lack of state involvement in this area is a handicap to development of the entire sector.



At the basis of this need for state involvement is a recognition that a framework will not spontaneously come about as a result of market forces and cannot easily be coordinated by a large number of private providers. However, the private sector can offer expertise and can support government efforts designing such a framework. For instance, the private sector uses a matrix to measure quality in the universities it operates, and this could serve as a model for public institutions and other levels of education system. Some expressed the view that if the public sector could play a strong normative role in design and enforcement, the private sector would respond with increased level of confidence and amounts of its investments in education.

A specific mechanism for professional and vocational training. Having a natural interest in the development of specialized labour, the private sector expressed strong concern about the insufficiency of professional and vocational training programs. One participant explained that her company often needs to train recruits abroad in the absence of adequate training programs in Haiti, and lamented the fact that a significant number of those trained abroad choose not to return.

Coordination and combination of resources. Contributions from the private sector (and other sectors) could be made more efficient if resources were pooled and administered centrally as an Education Credit Fund. A feasibility assessment has already been conducted based on a joint request by several commercial banks, (Promobank, Unibank, Sogebank), the Haitian Chamber of Commerce and Industry, the Ministry of Education, *Fondation haïtienne de l'enseignement privé* (FONHEP), the FPN, the Haitian Tourism Association, the O.J. Brandt Foundation, the Franco-Haitian Chamber of Commerce, the *Maison Henri-Deschamps* and Quisqueya University. The study demonstrated that such a fund could function if it administered credit and technical assistance activities only (excluding the management of any form of subsidies or sponsorship) and targeted a diversity of recipients, namely schools, parents, students and teachers. An education credit fund could then administer: mortgages to finance school infrastructure (building construction and renovation); credit for equipment and material; and short-term back-to-school credit; and longer-term credit to students and parents of children in pre-schools, elementary and secondary schools in the private sector. Such credit could also be made available to students and families in public schools to a lesser extent and for shorter periods (i.e. reimbursement within the school year).

The Strategy of the Haitian Government

Following discussion on the needs in the private sector and the recognition of the role of the Haitian government in addressing them, a presentation of the Haitian Ministry provided substance for further discussion and strategizing. The Haitian Ministry of Education's main objectives and action items until 2015 were outlined, consistent with their "Education for All" strategy and emphasizing the changing role of government and the important role of the private sector in achieving educational goals. Based on five "strategic choices"—equity in the development of early childhood education, higher equity in access to formal and informal education, reducing the cost of schooling for Haitian families, fostering greater internal efficiency of educational establishments, increasing external efficiency of the educational system and promoting efficient management—this plan of action encompasses measures to improve both public and private schools. Pledging to address some of the needs and challenges described above, the plan also provides guidelines to donors. Funding the entire plan will require US\$3.5 billion dollars over the next eight years—or 400 million dollars per year. This will cause the education budget to move from 8% to 23% of the national budget. It was acknowledged that the program is an ambitious one; consequently there are yearly plans to reach objectives, along with budgets. This again highlighted the presence of a conflict between assigned roles and realities and reminded the audience about the lack of consensus in Haitian society on how much Haiti should and can budget for education.

The suggestion was made that given the financial constraints faced by the government; subsidies should be given according to the performance of students and schools. One program that has demonstrated suc-



cess in Haiti asks families who receive grants to comply with educational parameters, and to fulfill particular obligations. This approach increases school retention rates and puts money into poor communities. Though questions remained at the session's close, there was a general consensus that public expenditure for education in Haiti must increase.

Models from the Region: Public-Private Collaboration in Education in Colombia and New York City

After the briefing by the Minister of Education, discussion shifted to experiences and lessons from other parts of the Western Hemisphere, with presentations from Colombia's *Fundación Empresarios por la Educación* and New York City's Mayor's Fund to Advance New York City.

Coordinating Private Sector Engagement in Education: Colombia's *Fundación Empresarios por la Educación*

The first case discussed was Colombia's *Fundación Empresarios por la Educación* (ExE) which is a consortium of 110 corporations (national and some multinationals) from several economic sectors including industry, banking and financial services, telecommunications, computer technologies, food and agriculture. ExE focuses on equity and quality in education, philanthropy with public policy orientation and developing partnerships with other actors. ExE is not an operating foundation; instead it manages a network of regional chapters that coordinate public-private partnerships in education.

Colombia's education system suffers from the same problems that are common in Haiti and throughout Latin America: poor quality, insufficient coverage, inefficiency in resource use and low priority in governmental agendas. At the basis of ExE is the recognition that while the private sector has a natural interest in a well-functioning education system and has resources to contribute, it can be difficult for businessmen to identify their role in education, which can be viewed as a "complex and specialized issue, open only to educators, academicians and bureaucrats." In contrast, ExE views the public education system like "an enormous business," with schools as branches and students as consumers. One can imagine the difficulty of running such a business, given the size and nature of the client base, the resources needed and the amount of branches. Seen in this light, businessmen have much to offer: resources, knowledge, leadership and skills in coordination and management.

ExE programs are organized along four strategic lines. The first imparts managerial knowledge to education officials in local government through advisory committees. This is motivated by the belief that businessmen can help to improve local public education management through the application of management principles and tools in tandem with the local Secretaries of Education. Secondly, the Foundation has developed a voluntary program to help schools improve management. Employees in the program (usually an intermediate level manager), spend one or two hours a week helping a public school to adopt standard business practices of planning, processes improvement and organization. Currently, 340 volunteers are helping 300 public schools. The third area of engagement is in the compilation of an "Excellence Portfolio," i.e. a listing of programs pre-evaluated by ExE to help donors find organizations and programs that deserve corporate support. Finally, ExE generates awareness towards public education issues, with mass media campaigns.

New York City: Public Accountability and Private Sector Support

The second regional example was New York City, where current Mayor Michael Bloomberg has been very successful in raising funds from the private sector through his "Mayor's Fund to Advance New York City." The Mayor's Fund is a private non-profit entity to promote partnerships between the City and the



private sector. This results-oriented approach places a high priority on accountability. Prior to the current administration, the Mayor did not have direct control over education in the city, which was reserved to various school boards and a citywide Chancellor. Now with direct control the Mayor is not only able to act decisively, but is also held directly accountable for outcomes.

Several education programs and initiatives have been developed through the Mayor's Fund, targeting principals, teachers, students and their families to improve students' learning and individual development as well as schools' governance and funding. A remarkable feature of the Mayor's Fund and one of particular interest for the Atlanta meeting is the sharing of decision making between public and private entities and the cooperation between both sectors. It was stressed that though the programs rely on private donations, the Department of Education is also able to draw on a large City budget, on which it is heavily dependant.

Drawing a comparison with Haiti's context of urgency, one participant underscored the benefits of a built-in sense of urgency through the mayoral election cycle: with a limited term and being subject to a popular vote, the mayor and his deputies are pushed to show results. This participant noted the necessity of having a single person who can be held accountable for the outcomes of education policy and, by the same token, for establishing a specific, concrete picture of the desired outcome in the long term (ten years or more) and of ways to achieve it.

As security remains an important concern in Haiti, the question was raised whether the private sector had been able to offer assistance in this area in Colombia or New York City. It was explained that Colombian businesses are not directly involved in security matters. However, in New York City the Department of Education has worked with the city police to create an office of school security to address concerns of school safety. Certain schools in particular need, deemed "impact schools," are flooded with security personnel to ensure safety. The Department of Education has also implemented reforms establishing best practices standards for all schools in the city.

The Role of Donors and Synergies with the Private Sector

Haiti relies heavily on international donors for government operations and development projects. Bilateral and multilateral donors contribute significant financial resources to the national budget and to private entities to engage in field activities. Having examined the needs in education and explored possibilities for collaboration among actors, participants turned to the donors present at the meeting to survey their current involvement in Haiti and in education, but also to hear about new interests and possible synergies with the private sector.

The Global Fund Model: Private Sector Provision of Public Services

In 2005 at Willson House, the Global Fund to Fight AIDS, Tuberculosis and Malaria was identified as a unique and inspiring model of direct donor-private sector collaboration. The Fund's success in fighting disease in Haiti and its emphasis on rapid fund disbursement were noticed by participants, and several suggested this model be explored further and perhaps applied in other areas of extreme need, such as education.

The Global Fund (GF) pools international donations and distributes grants for local projects to fight HIV/AIDS, tuberculosis and malaria. The GF administers 300 grant programs in over 130 countries, which are funded by donations from G-8 countries and the (RED) campaign, whereby a percentage of each (PRODUCT)^{RED} product sold by the GAP clothing chain goes to the GF. In Haiti, the Fund works directly with the Sogebank Foundation as its Principal Agent to carry out the largest HIV/AIDS prevention and treatment program in the country. The GF's HIV programs in Haiti are performing well, and 10,000 individuals are currently receiving treatment for HIV/AIDS. However, the malaria and tuber-



culosis programs, accounting for 20% of all GF funding in Haiti, have had greater difficulty. Based on the GF's motto: "Raise it, Spend it, and Prove it," grants are made based on countries' income and burden of disease. The GF board approves proposals and awards grants to a principal recipient (PR) for an initial period of 2 years. An evaluation is conducted after 16 months, with continuation of funding based on performance and the recommendations of a Local Fund Agent. A major criterion when considering a country for grant proposal implementation is a country's ability to absorb and distribute the money.

Participants in Atlanta noted with particular interest that GF principal agents from the private sector (non-governmental organisations, private entities and faith-based organizations) have a grant implementation level that is 7.4% higher than public organizations. However, they also noted that multilateral organizations (e.g., UNDP) have the highest implementation rates.

The Global Fund model was thought to be of interest to anyone in the field of development assistance. Several participants liked the multilateral structure, which reduces transaction costs and increases coordination and transparency. The following basic guidelines for success were emphasized to participants considering the GF model as an avenue. A GF-like entity ought to:

- operate as a financial entity as opposed to an implementing agency;
- support programmes that reflect national ownership;
- leverage and make available resources for emergencies;
- evaluate proposals through an independent review process; and
- establish a streamlined grant-making process operating transparently within a strong accountability structure. Transparency and accountability were underscored as paramount in order to build the trust needed at the basis of any partnership.

Donors then individually provided a brief summary of their programming in Haiti and shared information about their interests for the future, particularly as it relates to direct collaboration with the private sector. Because such programmes are already available publicly, this section will make references to particular donors. The discussion made clear donors' commitment to working with the Haitian government to strengthen institutions, but also their openness to new ways to engage in development through the private sector.

Donors: Accountability, Oversight and Reputation Building

Stressing the crucial importance of accountability and oversight, donors felt that investing in the public sector and working on institution building was an area of priority. Strong institutions are important for the administration of funds and programs, but also a central element in the image Haiti projects abroad and particularly in the international media. One representative from a development agency also noted that a common and corrosive trend in developing countries is citizens' disillusionment with their own institutions, which they do not expect to work. This pointed to the responsibility of the Haitian government to focus on its accountability to citizens and address in-country perceptions of Haiti's reputation, but also drew attention to the potential role the private sector, most importantly banks, can play in supporting the oversight function of the government. As an example, one participant suggested that scholarship recipients could be required to set up bank accounts that require certain signatures before money can be released.

Development agencies believed that part of their role includes working to develop greater trust between the private and public sectors. Participants held a shared belief that development initiatives need to address business sector leaders to determine possible private sector contributions. However, many acknowledged that there are negative perceptions of the private sector, and participants agreed that the message of social responsibility must be directed to its members as well. Parallels were drawn with experience in the health sector, where the provision and management of services has been provided by the private sector but strongly overseen by the public sector. Most participants agreed that even if the private sector contin-



ues to provide the majority of education in Haiti, the public sector must play an oversight role. For other types of private sector projects, many believed funding from multilateral development agencies should be granted based on intended results listed in clear proposals as well as on achievement of those results.

Several participants felt that international agencies are over-stressing the corruption issue in Haiti. Participants from the Haitian private sector remarked that increasing the adequacy and transparency of country rankings would improve relations between donors and air recipients. “Haitians do not pay much attention to world rankings, but donors do” as rankings are linked to credit and insurance on investment. In addition, one participant demonstrated how that the methodology used in country rankings such as those of the International Finance Corporation (a World Bank Group affiliate) are flawed and presented an inaccurate picture of the business environment.

Many suggested that Haiti is not getting credit for its successes and progress.² Participants decried unwarranted policies on investments in Haiti by banks and insurance companies. For instance, construction companies are often unable to obtain financing for building in Haiti because of Haiti’s bad reputation. Some participants believed that such policies impeded growth.

Donors were urged to consider increasing transparency around international rankings. Recognizing that the stigma attached to their conclusions is tremendous and that all stakeholders must work to improve Haiti’s image, several participants asked donors to tell the Haitian government and private sector leaders what rankings they pay particular attention to. It is hoped that rankings and indexes can be listed and defined in a document.

Other Ideas and Potential New Partners for Education

In addition to discussing the strategies and models described above, participants made several suggestions regarding new ways to finance education development in Haiti. These suggestions either called for engagement with potential partners not present at the meeting, or required to be fleshed out more in the follow-up phase of the Atlanta meeting. Some advocated for community engagement, while others supported a dual approach focused on community-based development, but with the involvement of the international community in strategizing and planning broader-based models.

There was a brief discussion regarding the possibility of implementing taxes that go directly towards education in Haiti. However, a large number of participants agreed that Haiti’s revenue agency, the *Direction Générale des Impôts* (DGI), is not transparent or accountable enough to administer such a program. One participant recalled that airport taxes were once introduced to improve airport infrastructure but never served that purpose. In 1996, a Haitian government initiative to tax international calls to finance infrastructure backfired. By taxing outgoing calls, communications became unaffordable for many poor individuals and families, who could no longer call their relatives, even to simply ask to be called back. One participant noted that Jamaica had instituted taxes on incoming international calls, an approach that yielded fairer results. Participants argued that before any new taxes are implemented, the DGI must be radically reformed.

The One Laptop Per Child project (OLPC) was raised, with questions about the cost and feasibility of providing OLPC’s specially designed, low-cost laptops to Haitian children. This project aims to develop laptops that are adapted to social, physical and economic conditions in the third world at a cost of US\$100 or

² Haiti ranked last in Transparency International’s Corruption Perception Index. http://www.transparency.org/news_room/in_focus/2006/cpi_2006_1/cpi_table



less. The devices are still in the prototype stage and it would be necessary to make a formal bilateral agreement between the country and the vendor. The hypothetical amount suggested by one participant (10,000 units) was deemed to be too small an order for the vendor to accept at present, whereupon it was suggested that several Caribbean states could make a collective order of one million units or more at a future date. It was also suggested that such a deal could be made trilaterally, through an intermediary organization.

Another participant suggested creating an “Educator Corps.” Like the American-based Peace Corps, such a program would invite teachers, specifically members of the Haitian diaspora, to teach in Haiti for a year.

Engage the diaspora

Another exchange arose regarding remittances from the Haitian diaspora. Estimated at US\$1.2-1.5 billion per year, private transfers represent approximately one-quarter of Haiti’s GDP. Several participants saw tremendous potential in the diaspora. In spite of the Canadian government’s convocation of an international conference of the Haitian diaspora, it has largely remained an untapped resource. One participant suggested that most members of the diaspora would agree to invest in Haiti, but that a way must be found to link them to projects in Haiti. A number of suggestions were made, including the adoption of schools, and participation in matching grant programs with multilateral donors. Such initiatives would require strengthening public-private partnerships and making sure that money goes towards education. Diaspora participation through a multilateral, multi-sector fund for education was suggested. The importance of transparent financial management and auditing was again underscored.

The diaspora is also well placed to help change Haiti’s reputation, as many Haitian expatriates have business and investment connections. It was suggested that those members could be persuaded to meet periodically—perhaps four times annually—to help market the country at a global level. It was also proposed that a second international conference of the diaspora be organized.

Towards a Public-Private Partnership

Private sector representatives agreed that in order to be effective in education and collaborate with the public sector and donors, they must first organize themselves. Private sector leaders present at the meeting pledged to form a **coordinating group for the private sector**, to be led by the Unibank foundation, an initiative strongly supported by other participants.

Donor coordination was also acknowledged as very important. The international organizations present reported a sense of bewilderment in the donor community, particularly in regards to Haiti. It was suggested that instead of backing disparate projects, energies and funds should be channelled towards two or three big projects. The role of the Haitian government in informing bilateral and multilateral coordination was underscored and the IDB pledged to take the lead in getting donors to **renew the Interim Cooperation Framework** in light of current needs and changes in Haiti, which include a stable, elected government and a new focus on education.

The IDB committed to facilitating the formation of public-private partnerships in Haiti. Representatives suggested holding a **third meeting** to identify four or five main points/initiatives that could be proposed to the Haitian government for the private and public sectors to agree on and commit to. This third meeting would include a broader range of actors for a broad-based consensus and solid science on public-private partnerships. It was thought that this meeting should be held in the next six months, and participants were enthusiastic about holding it in Haiti. Haiti’s *Centre Pour la Libre Entreprise et la Démocratie* (CLED) has already submitted a proposal to organize the next meeting. One participant urged all stakeholders to support the legislation currently before Parliament in the meantime, reminding them that the key mandate ensures



the establishment of a partnership office and the creation of a fund to support education. Participants also hoped that CLED will be able to work directly with the Haitian Parliament until the next meeting.

CONCLUSION

Haiti's education sector has not been spared by the tremendous challenges that poverty, inequity, corruption and weak institutions pose throughout the country. Access to quality education remains all too limited and maladapted to the demands from the Haitian society and economy. The meeting at Atlanta allowed key players in Haiti's development to appreciate the importance of the contribution made by the Haitian private sector in education to date and its great potential for the road ahead. The private sector has an extensive track record of involvement in all aspects of education—particularly as a provider—and its demonstrated commitment to improving the quality of education positions it as a serious partner.

Participants from public, private and donor organizations were cognizant of the singular case Haiti presents for development and consequently were open to innovative strategies and models for overcoming challenges in education. Exchanges among representatives of all sectors of the Haitian and international communities helped to identify the needs of the diverse parties involved as well as new opportunities to join forces and improve educational outcomes in Haiti. A widely shared recognition of the validity of public-private collaboration in this area led participants to strategize on concrete ways to implement this approach beyond Atlanta. Participants collectively aimed for partnerships built from concrete, results-oriented proposals and supported by mechanisms for oversight and transparency, and pledged to lay the foundation to facilitate such partnerships in the short term. The creativity and commitment that underpinned their discussions must remain at the heart of these next steps.

The Canadian Foundation for the Americas (FOCAL) is an independent, non-partisan think tank that works with government, civil society, academics and the private sector to produce policy alternatives and innovative solutions to the political, economic and security challenges that underlie Canadian engagement in the Western hemisphere. Through research and dialogue, our goal is to encourage, support and facilitate a robust Canadian engagement in the hemisphere that benefits Canada and brings Canadian ideas, perspectives and resources to bear on issues facing countries of the hemisphere.



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Base Development and Education, Executive Summary, *Fundación Empresarios por la Educación*, Inter-American Foundation, RedEAmerica, Bogotá, 2007

These papers are available for download at <http://focal.ca/protected/> or by contacting Carlo Dade at cdade@focal.ca

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The Role of the Private Sector in Improving Educational Outcomes in Haiti

February 3-4 2007, The Carter Center, Atlanta, Georgia

Agenda

Saturday 03 February

8h00 Breakfast – *Cyprus Room*

8h30 Welcome and Brief Opening Remarks – *Cyprus Room*

- Joe Clark, Meeting Co-Chair and Board Member, FOCAL
- Luis Alberto Moreno, Meeting Co-Chair and President, Inter-American Development Bank
- Alex Mejia, Executive Director, CIFAL Atlanta
- Peter Hakim, President, Inter-American Dialogue
- Peter Bell, Visiting Fellow, The Carter Center and former President, CARE USA

9h30 Review of 1st Meeting and Subsequent Progress – *Cyprus Room*

- Carl Braun, Unibank
- Q&A

10h10 Coffee

10h30 Second Session: The Role of Private Sector in Education – *Cyprus Room*

- Framework for Thinking about Public and Private in Education in Haiti
Claudia Uribe, Inter-American Development Bank
- Private Sector Involvement in Education in Haiti
Jacky Lumarque, Quisqueya University, Haiti
- Haitian private sector and government responses and private sector examples
- Q&A

12h45 Lunch – *The Rotunda*

Introduction: Albert Ramdín, Assistant Secretary General, Organization of American States

Remarks: Jamal Khokhar, Executive Advisor, Office of the President, Inter-American Development Bank

14h00 Third Session: Relevant Experiences and Lessons from the Hemisphere – *Cyprus Room*

- Relevant LAC Experience in Business Involvement in Education
Guillermo Carvajalino, Fundación Empresarios por la Educación, Colombia
- Private Sector Support for Education Overhaul in New York City
Dennis M. Walcott, Deputy Mayor, City of New York
- Q&A

15h45 Coffee

16h00 Fourth Session: What Can Development Agencies and Donors Do? – *Cyprus Room*

- What development agencies can do
CIDA, IDB, USAID/GDA, OAS, World Bank, RedEAméricas
- An example of a Donor-Private Sector Partnership in Haiti
Wolfgang Munar, The Global Fund to Fight AIDS, Tuberculosis and Malaria
- Q&A

17h30 Close of 1st Day and Planning for 2nd Day – *Cyprus Room*



18h30 Reception – *Atlanta City Hall*

Sunday 04 February

8h30 Breakfast – *Cyprus Room*

9h00 Synergies and Opportunities for Promoting Private Sector Engagement to Improve Education Outcomes in Haiti – *Cyprus Room*

2nd day will have *either* plenary discussion of possible areas of collaboration and new initiatives *or* breakout sessions on specific thematic areas identified during the first day's sessions

12h00 Closing Session: Setting the roadmap for future action – *Cyprus Room*

- Meeting outcomes
- Areas for follow up
- Roadmap, actions, timelines, follow up

13h00 Meeting adjournment – *Cyprus Room*



The Role of the Private Sector in Improving Educational Outcomes in Haiti

February 3-4 2007, Atlanta, Georgia

Attendees

Patrick Attié, Vice-Rector, École Supérieure d'Infotronique d'Haiti
Édouard Baussan, President, AGEMAR
Peter Bell, Visiting Fellow, The Carter Center
Gabriel Bien-Aimé, Haitian Minister of National Education and Professional Training
Pierre Marie Boisson, Chairman of the Board, SOGESOL
Rudolph Boulos, Senator, Northeast Department, Haiti
Carl Braun, Chairman of the Board, Unibank
Richard Buteau, President, Kinam-Karibe Hotel Group
Jerry C. Butler, Caribbean Executive Director, The Bahamas, Barbados, Guyana, Jamaica, Trinidad and Tobago, Inter American Development Bank
Guillermo Carvajalino Sánchez, Executive Director, Fundación Empresarios por la Educación
Lunise Cérin, Executive Director, Fondation haïtienne de l'enseignement privé
Max Chauvet, Director, Le Nouvelliste
Franck N. Ciné, President Directeur General, Haitel SA
Joe Clark, Meeting Chair and Board Member, FOCAL
Charles Clermont, IDEO, SOGEBANK
Gladys Coupet, Country Corporate Officer, Citibank
Frantz Bernard Craan, President, SOFIHDES
Lizbeth Cullity, Deputy Chief of Political Affairs, UN Stabilization Mission in Haiti
Carlo Dade, Deputy Director, FOCAL
Ramón Daubon, Vice President for External Affairs, Inter-American Foundation
Lionel Delatour, Secretary General, Centre Pour la Libre Entreprise et la Démocratie
Alex Deprez, Acting Mission Director, USAID/Haiti EGE
Eugenio Diaz Bonilla, Executive Director for Argentina and Haiti, Inter-American Development Bank
Dan Erikson, Director, Caribbean Programme, Inter-American Dialogue
Bernard Fils-Aimé, Executive Director, Comcel
Peter Frisch, CEO, Groupe Deschamps-Frisch
Ghada Gebara, CEO, Digicel Haiti
John W. Graham, Chair of the Board, FOCAL
Peter Hakim, President, Inter-American Dialogue
Riyad Insanally, Adviser, Office of the Assistant Secretary General, Organization of American States
Christine Johnson, Senior Policy Advisor, Canadian International Development Agency
Sharon Joseph, Business Manager, CIFAL
Jamal Khokhar, Executive Advisor, Office of the President, Inter-American Development Bank
Chingboon Lee, Sector Leader, Human Development, World Bank
Jacky Lumarque, President, Quisqueya University
Denis Marcheterre, Counsellor (Canada), Inter-American Development Bank
Jennifer McCoy, Director, Americas Program, The Carter Center
Anna Cecilia McInnis, Resident Representative, Haiti, Inter-American Development Bank



Alexander A., Mejía, Executive Director, CIFAL Atlanta
François Montour, Head of Aid, Embassy of Canada, Port-au-Prince
Luis Alberto Moreno, Meeting Co-Chair and President, Inter-American Development Bank
Wolfgang Munar, Deputy Director, Latin America and the Caribbean, The Global Fund to Fight AIDS, Tuberculosis and Malaria
Emma Naslund-Hadley, Social Development Specialist, Inter-American Development Bank
Lionel Nicol, Deputy Manager, Regional Operations Department 2, Inter-American Development Bank
Brian Oakes, Deputy Director of Monitoring & Evaluation and Capacity Building, CHF Haiti
Dina Parks, Deputy Press Secretary, New York City Department of Education
Maryse Penette-Kedar, President, Association des Industries d'Haiti
Kesner Pharel, President and Director, Group Croissance
Ericq Pierre, Senior Counsellor, Executive Director for Argentina and Haiti, Inter-American Development Bank
Guy Serge Pompilus, Directeur, Centre d'études secondaires
Jeffrey M. Puryear, Codirector, Programa de Promoción de la Reforma Educativa en América Latina y el Caribe
Albert A. Ramdín, Assistant Secretary General, Organization of American States
Rebecca Reichert, Director of Program Development, FAVACA
Carolyn Rose-Avila, President, Florida International Volunteers, FAVACA
Héctor Salazar, Division Chief Social Programs, Inter-American Development Bank
Darren Schemmer, Director General, Haiti, Cuba and Dominican Republic, Canadian International Development Agency
Claudia Uribe, Education Sector Specialist, Inter-American Development Bank
Gabriel Verret, Economic Advisor, Office of President Préval
Arlindo Villaschi, Alternate Executive Director for Brazil and Suriname, Inter-American Development Bank
Ted Waldbart, President, Health and Education Relief Organization
Dennis M. Walcott, Deputy Mayor for Education and Community Development, City of New York
Vinita Watson, Executive Director for Canada, Inter-American Development Bank

Also present as rapporteurs: Ramsey Harris, Caroline Lavoie, David Martin, Julie Moreau

