

# EDUCATION for CITIZENSHIP in the **CARIBBEAN**

A study on  
curricular policy  
and teacher training  
in Cuba, Haiti and  
the Dominican Republic



FLACSO  
REPÚBLICA  
DOMINICANA



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## EXECUTIVE SUMMARY

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This study aims to describe teacher training and curricular policy for the primary and secondary levels in relation to education for citizenship in Cuba, Haiti and the Dominican Republic and make practical recommendations for improvements in the quality of design and implementation of these initiatives in the three countries.

### THE FOLLOWING ARE SOME OF THE CONCLUSIONS:

- At the start of the twenty-first century, Cuba, the Dominican Republic and Haiti share a context in which the processes of democratization have encountered obstacles connected with their colonial heritage, the hegemony of the European nations and the influence and direct interference from United States geopolitical, economic and cultural power.
- These democracies have developed from long and violent political dictatorships, which established authoritarian and restrictive institutional mechanisms for the day-to-day administration of public affairs. Public policies on education for citizenship should therefore take account of the contradictions faced by the democratizing processes and of the complex cultural impact on the development of social identities brought about by the phenomenon of mass migration.
- These issues and the tensions arising from social and economic inequalities are inadequately addressed in the three countries' curricular and teacher training policies.

- There are legal bases integrating education for citizenship as part of the States educational responsibilities in all three countries. Education for citizenship is intended as a specific subject for the primary and secondary school levels.
- Educational proposals are required that can provide the population with greater understanding of community life, skills for confronting traditional ideological indoctrination, and for learning to live together while recognizing differences, and for helping to educate the imagination for a broader view of human affairs and our responsibilities with regard to them.
- The actors involved in teacher training in the three countries consider it a key tool for the democratic development of societies. Their main criticisms indicate that there is a need to improve the contents and the approaches to teacher training so that they can respond to the current challenges of these societies from an interdisciplinary standpoint consistent with the stated educational goals.

#### THIS STUDY MAKES THE FOLLOWING RECOMMENDATIONS:

- To promote processes for improved design of pre-and in-service teacher training curricula by including pedagogical contents and approaches for reinforcing education for citizenship.
- To develop national and regional activities directed at teacher trainers and primary and secondary education teachers that will foster the exchange of experiences and viewpoints on education for citizenship.

- To support the production and distribution of materials and teaching guides that can foster teacher retraining and the development of more effective teaching practice in the three countries under study.
- To develop special refresher courses for the actors involved in teacher training so they can incorporate an interdisciplinary approach to education for citizenship based both on the challenges posed by national and international contexts and on the needs of the stakeholders.
- To involve teachers in the production and diffusion of participatory pedagogical strategies that will provide consistent support for the established objectives of education for citizenship, fostering attitudes and capacities for peaceful human coexistence and environmental sustainability.





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## INTRODUCTION

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This document describes primary, secondary and teacher training curricular policy relating to education for citizenship in Cuba, Haiti and the Dominican Republic in order to make practical recommendations for improved design, quality and implementation of these initiatives in the three countries selected.

The first chapter describes the Caribbean context of these democratic processes and a review of the literature on the topic. Chapter two describes the methodological issues connected with the study and chapter three examines in detail the public policies relating to education for citizenship in the three countries.

Chapter four describes governmental measures supporting the established curricular and teacher training policies and chapter five brings together the viewpoints of the actors involved in teacher training.

Finally, conclusions and recommendations are presented that may be useful in supporting national and regional efforts for education for citizenship.

It should be made clear that the study starts from a recognition that the three countries show significant differences arising from historical, cultural, social and economic factors. These differences are manifested in the structures and objectives of the three educational systems and how these work, but this study highlights only those issues relating to education for citizenship.

For an adequate understanding of the data presented in the study we stress that the three countries' education systems have marked differences that should not be ignored. An example of these differences is investment in the education sector. Cuba invests more than the other Latin American countries; approximately 11.4% of GDP, according to official data for 2002. By contrast, the Dominican Republic invests less than 3% of GDP and Haiti has the lowest social investment indicators in Latin America and the Caribbean.

Bearing these differences in mind, we now stress the contextual features common to all three countries that provide the background to the democratic initiatives, as well as the challenges connected with education for citizenship in the countries of the Caribbean sub-region under analysis.

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## METHODOLOGICAL ASPECTS

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The objectives of this study involved undertaking a literature review on the topic of education for citizenship at the primary and secondary level in Cuba, Haiti and the Dominican Republic. This review included compiling and examining curricular and policy documents from these three countries to determine the curricular statements, objectives, justifications and structures relating to the promotion of education for citizenship.

This study also proposed making practical recommendations to improve the quality of the design and implementation of primary and secondary teacher training programmes in the three countries selected.

This study has combined an analysis of secondary information on existing national data in the three countries studied, Cuba, Haiti and the Dominican Republic, and an analysis of qualitative data based on the results of interviews with trainers and teachers involved in education processes and initiatives in these countries.

Both the gathering of secondary information and the interviews were undertaken through the academic networks that function in

these countries and were activated to collaborate in this study. In Haiti, data collection was hampered by the critical socio-political situation, the weakness of government institutions and the inaccessibility of official information.

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## CONTEXT AND LITERATURE REVIEW

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### CONTEXT

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2.1 This chapter presents the main characteristics of the Caribbean background to the countries studied in this document: Cuba, the Dominican Republic and Haiti. Contextual issues essential to an understanding and analysis of public policies relating to education for citizenship are highlighted.

At the start of the twenty-first century, Cuba, the Dominican Republic and Haiti share a Caribbean context where the democratization processes have encountered obstacles connected with their colonial heritages and the hegemony of the European nations, as well as the influence and direct interference from the geopolitical, economic and cultural power of the United States. Efforts towards democracy have developed out of long and violent political dictatorships, which established authoritarian and restrictive institutional mechanisms for the day-to-day administration of public affairs.

In this sub-region the following processes have a significant impact on educational initiatives:

- Increased economic vulnerability expressed in a reduced capacity to confront and manage changes in the international economy. Despite reforms introduced, this vulnerability has increased uncertainty and economic risks in the Caribbean countries (Félix, 2002).
- There is a significant increase in poverty in line with the general trend in Latin America. Approximately 85% of the population of Haiti lives below the poverty line (Hector, 2002); 77% of families in Cuba declared income insufficient to cover their basic needs (Dilla, 2002) and 51.8% of the Dominican population is poor (Gabinete Social, 2002).
- There has also been an increase in inequality between social sectors arising from selective access to economic areas, spheres of consumption or public and private social services, which results in various types of socio-economic exclusion. There is also an uncertain economic and socio-political transition, since this is determined by a subordinate, fragmented and unequal incorporation into the global economy (Dilla, 2002).
- The demands of the democratic initiatives coexist with authoritarian institutional and cultural practices that need to be examined and deconstructed reflectively so they can be understood in all their complexity, thus avoiding postponement of democracy initiatives due to the difficulties involved.
- Though to different extents, the regimes of the three countries are confronted with their limited capacity to process the multiple internal and external demands made on them in timely fashion and with appropriate levels of effectiveness and social legitimacy. Furthermore, their civil societies have limited autonomy for build-



ing social movements capable of contributing proposals for democratization on a national scale.

- The increasing deterioration, albeit varying from country to country, of eco-systems and cultivable land, the spread of deforestation and water pollution, together with the population increase projected for the coming years, are likely to exacerbate inequality in the use and distribution of natural resources.
- These are societies that see an exodus of significant groups of people to the United States, Europe and other nearby countries, for economic or political reasons. This massive migration reflects the inequality, poverty, political conflicts and various dissatisfactions experienced by these societies.
- The cultural, economic and political impact of these migratory movements on both the receiving and supply nations makes Caribbean societies more complex. This in turn has repercussions on families and on all educational institutions.
- The changes relating to language, values, attitudes, norms of interpersonal communication, means of production and cultural consumption have produced societies more open to diverse cultural codes (Valera, 2001).
- These culturally more complex societies publicly express various identities and antagonisms (gender, ethnic group, age, territories, religious beliefs, etc.), which pose demands for finding new means of negotiation and institutional provisions. Recognition of the differences raised by these social identities and the conflicts this brings is part of the current agenda for the democratic projects being constructed in these societies.

- Associated with the emerging efforts towards democracy, there should be a view of citizenship that can embrace the complexity of transcultural interactions and the multiplicity of viewpoints, as well as recognizing the heterogeneity of identities and handling conflicts and problematical issues of intercultural co-operation (Canclini, 1999).

In this context, the emerging projects for democracy conjure up a legitimate ideal provided they take into account the need for social equity, pluralism, participation, recognition of the differences between the different social subjects, as well as for environmental sustainability.

#### THE CARIBBEAN CONTEXT OF THE DEMOCRATIC PROCESS (CUBA, HAITI, DOMINICAN REPUBLIC)

1. Efforts towards democracy in the Caribbean have arisen in opposition to European colonial heritages and the hegemony and interference of the United States through conflict.
  2. The legitimacy of democracy has strengthened following long periods of political dictatorship.
  3. There is an increase in economic vulnerability, poverty and social inequalities.
  4. National states with a limited capacity for processing social and political demands.
  5. A growing deterioration of natural ecosystems.
  6. Societies with significant migratory movements.
-

## 2.2 LITERATURE REVIEW

In this chapter we present the different conceptions of education for citizenship developed in the three countries under study and which are the basis of current government initiatives, as well as other actions undertaken in these societies.

In the nineties, the Cuban State proposed to work intensively on the formation of moral values and qualities in children and young people, due to the impact of the Torricelli and Helms-Burton laws and the economic crisis, and to confront the uncertainty regarding the durability of the revolutionary process and the devaluation of spiritual and moral values (Chacón, 2000).

The Cuban government designed special guidelines (MINED, 1998) for an ideological and political undertaking to tackle the crisis in moral values. This crisis was manifested in a lack of discipline, of motivation to work, the loss of meaning and value of work, the search for money or a life of luxury by easy or illegal means, the appearance of prostitution and the dishonesty of some officials and administrators (Chacón, 2002).

The document "Guidelines for reinforcing the construction of values, discipline and responsibility as citizens through the school", drawn up by the Ministry of Education (MINED), indicates that the purpose of this undertaking is training of a patriotic, revolutionary and citizenship-focused nature, as well as training for work and economic efficiency, in order to foster permanent beliefs and behaviors in pupils both inside and outside the classroom (MINED, 1998).

The Cuban Ministry of Education defines this educational undertaking as essentially ideological, connecting political training, unifying

moral values such as human dignity and intransigence against foreign domination and human solidarity (MINED, 1998).

Cuban education policy and the viewpoints of the actors involved in teacher training concord in defining education for citizenship as integrating civic education, education in moral values and ideological and political training for the purpose of supporting continuity of the revolution and strengthening socialist democracy.

The main set of meanings associated with education for citizenship in the current Cuban context includes training in moral values and social standards, education regarding the national legal order, education for the preservation of health, for national defense and internationalism.

According to some authors, there is a consensus in Cuba regarding the criterion that school should contribute to transforming its administrative methods and styles, the characteristics of the teaching-administrative process, school life and school-community relations. It is also proposed that school should become increasingly democratic, flexible and creative (Cabrera, 2003).

In the case of Haiti, the nineties meant both advances and retreats in socio-political terms and contradictory experiences with regard to the attempts at democratization. According to Cary Hector, the post-authoritarian transition in Haiti... *“cannot be understood as re-democratization, that is as a democratic reconquest or reconsolidation, but as an initial process of democratization, starting with the effective construction of a State of Law and the foundation of citizenship”*... (Hector, 2002).

For this analyst, it is the social, multi-polar and pluri-regional process, which vigorously claims democratic rights, freedoms and spaces that

promotes the agenda for dismantling Duvaliers authoritarian structures and establishing a new democratic regime (Hector, 2002).

But this democratic agenda and institutionalization of the country have encountered significant obstacles such as the long, conflictive post-authoritarian transition, the states institutional weakness, political instability, extreme socio-economic inequalities, the poverty of two thirds of the population and misappropriation of the state apparatus.

The democratizing processes in Haiti also face the need for national re-appropriation of the struggle for democracy to recover the autonomy lost during the processes of international tutelage.

According to Sabine Manigat, in Haiti... *“we are facing a kind of congenital incompleteness of the State, where administration of the territory and society appears to be only a marginal concern. The State’s inability to work towards a specific project means that public services can barely be defined as such”*... (Manigat, 1998).

The tasks on the Haitian agenda seem to be related to the strengthening of the fabric of civil society, the recomposition of the State and its institutions and the definition of a direction for the nation to take (Manigat, 1998). Haiti’s socio-political crisis has hindered national implementation of the different reforms to the state apparatus, including the reforms to the education system and the initiatives connected with the development of explicit public policies on education for democratic citizenship.

In the Haitian context, the education for citizenship promoted by the social movements and demanded of the education system is directed at contributing to the process of constructing the State and its institutions

and to strengthening the fabric of civil society as possible mediating instruments for improving quality of life and peaceful coexistence.

On the other hand, in the Dominican Republic, education for citizenship has been a process promoted initially by various sectors of civil society. In the nineties, this proposal was integrated into educational legislation and into curricular policy to contribute to the consolidation of a democratic culture.

In the Dominican context, towards the end of the last decade of the twentieth century, the education system decided to reinforce the efforts of education for citizenship in education institutions through civic education. According to Dignora García, this initiative indicates that it is imperative to restore the value of a civic education aimed at educating on the basis of concepts of equity and justice, of concepts of acceptance and respect for the rights and responsibilities of each individual and each social circumstance (García, 2002).

García puts forward the construction of a new mode of being and living together in the social fabric of the new century as the basic purpose of civic education. This should focus on education in human rights and in civic values as a means of guaranteeing citizenship behavior ruled by ethical principles and should pay particular attention to freedom, equality, and equity from a multi-cultural viewpoint (García, 2002).

For Marcos Villamán, citizenship implies individuals able to recognize rights and duties that lead them to certain relations with all other human beings. The development of democratic attitudes includes cultivating dialogue, tolerance and respect for different lifestyles (Villamán, 2002).

It can be concluded from this review of Cuba, Haiti and the Dominican Republic that issues relating to the development of citizenship currently mean considering the opportunities and constraints on the various democratic projects in dispute in these countries, as well as their ethical and political proposals.

Reflection on education for citizenship is posed as a crucial challenge in the light of institutional practices marked by authoritarian administration of public affairs and political and cultural exclusions. It also involves addressing recognition of diversity and of democratic participation, which is difficult given these countries' authoritarian traditions.

Educational interventions for citizenship, in their focus on the establishment of social identities and of recognition of difference, imply the exercise of reflection, of interpretative abilities, of competence in the use of language and of capacity for argument supported by action. Also the use of rational dialogue and the ability to creatively contribute to improving the world we live in.

## 2.3 BRIEF DESCRIPTION OF THE EDUCATION SYSTEMS OF CUBA, HAITI AND THE DOMINICAN REPUBLIC

### CUBA'S EDUCATION SYSTEM

The Cuban education system consists of pre-school, primary which covers the six years of compulsory schooling, basic secondary of three years (7th, 8th and 9th), pre-university, special education, technical and professional education (including the training of new teachers, of art instructors, physical education and sports teachers), vocational and professional art and other schools, and university level education.

According to data from the Cuban Ministry of Education, in the school year 2002 the number of students in the educational institutions of all the above-mentioned levels amounted to 2,623,300. The number of practising teachers was 222,286 with primary teachers accounting specifically for 85,000 of this group. The number of educational institutions for 2002 was 13,343. (Granma, September 2002). The gross enrolment rate for 1996 in pre-primary was 88%, in primary 106% and in secondary 81%. Illiteracy was estimated at 4.4%. (UNESCO, 1995 and 1996).

Ordinary public spending on education in 1996 as a percentage of the Gross Domestic Product was estimated at 6.7% according to UNESCO, in 2002, according to the Cuban government, spending on education, including investment, is calculated at 11.4% of the Gross Domestic Product. (Granma, September 2002).

### HAITI'S EDUCATION SYSTEM

In its traditional structure, the school system in Haiti is organized into six years of compulsory primary education and seven years of secondary education, but the reforms after 1982 introduced optional nursery education, a basic school level of three cycles in 9 years and a second level of 4 years.

According to data from 1994-1995, of a total of 1,156,937 children educated at primary level, approximately 67% of pupils attended private schools. The private sector includes various kinds of religious institutions and denominations and initiatives by teacher groups, communities and private individuals. (Ministry of National Youth and Sports Education of Haiti, 1995).



According to data from UNESCO, in Haiti the gross enrolment rate by educational levels for 1990 was 34% for pre-primary, 48% for the primary level, and 21% for the secondary level. (UNESCO, 1999). The illiterate population was calculated at 2 million 410,000, approximately 56.1% of the total. Public spending on education as a percentage of the Gross Domestic Product was calculated at 1.5% for 1990 by UNESCO. (UNESCO, 1999).

### THE DOMINICAN REPUBLIC'S EDUCATION SYSTEM

In the Dominican Republic, the education system covers three basic levels: the initial level for children aged up to six, the last year being compulsory and beginning at 5 years of age, the basic level covering eight years' schooling serves a population aged between 6 and 13 and the middle level, following the basic level, covers the population aged between 14 and 17 and lasts four years.

The total population enrolled in the three levels of the Dominican education system is calculated at 2,325,863 students. (SEE, 2003). The net enrolment rate for the population aged 3 to 5 for the 2000-2001 school year was 34%, for the basic level 93.9 % and for the middle level 27%. (SEE, 2003). The percentage of the population aged 15 and over who do not know how to read and write is 16.4 according to official sources. (SEE, 2000).

Public spending on education as a proportion of Gross Domestic Product for 2001 amounted to 2.9% and as a proportion of the national budget has been below 17% from 1998 to 2001. (SEE, 2003).

To conclude, in comparative terms the educational systems of Cuba, Haiti and the Dominican Republic present not only significant differ-

ences in educational investment, enrolment rate and illiteracy rates, but also in their results regarding the academic performance of the student population. Cuba stands out not only above the other two countries, but also in Latin America as one of the countries with the best performance in mathematics and Spanish, according to UNESCO/OREALC data in 1998.

In all three countries, the State is legally the national regulator of education but one notable difference is that Haiti stands out as the education system with a majority participation by the private sector as provider of initial, basic and secondary education services, whereas in the Dominican Republic the public sector is the main provider of education services, which it shares with the private sector, while in Cuba the state is the only provider of all education services.

As a result, in Haiti teacher training is carried out by the State, by religious institutions and by other private education institutions, in the Dominican Republic teacher training is undertaken by the universities and the teacher training colleges (old teacher training schools) and is regulated by the National Institute of Teacher Training. In Cuba, the State designs and implements teacher training policy through the Higher Pedagogical Institutes and the Ministry of Education.

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## DESCRIPTION OF EDUCATION POLICIES RELATING TO EDUCATION FOR CITIZENSHIP

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### 3.1 LEGAL BASES

In the three countries studied, national legislation includes education for citizenship among the States educational responsibilities.

In Cuba, the constitution prescribes a socialist workers' State and both this State and society are directed by the Communist Party. Teaching is conceived as a State function and is free. The constitution also establishes it as an objective of the State to promote the patriotic and communist education of the new generations and the preparation of children, young people and adults for social life (Cuban Communist Party, 1976).

The constitution of Haiti prescribes in its article 32 that..... "*The State guarantees the right to education. It seeks the physical, intellectual, moral, professional, social and civic education of the population*"... (Constitution of Haiti, 1987).

In the Dominican Republic, the legal framework that structures and regulates the Dominican education system, General Education Law

66'97, includes among the principles, functions and purposes of this system the strengthening of a democratic culture through the education of participatory subjects with the ability to exercise their rights and responsibilities as citizens.

The General Education Law establishes among its purposes... *“fostering collaboration and solidarity among Dominicans and knowledge and practice of participatory democracy as a way of coexistence that allows all citizens to exercise the right and duty to intervene actively in decision making aimed at the common good”*... (Education Law 66'97).

## 3.2 CURRICULAR POLICIES

The main curricular regulations relating to education for citizenship in the three countries studied are described below.

### 3.2.1 CURRICULAR POLICIES IN CUBA

In Cuba, the main guidelines for education up to the school year 2003-2004, issued by the Ministry of Education (MINED, n/d), state that:

*Political-ideological training continues to be the main day-to-day priority, with special emphasis on the teaching of History. This effort conceives school education as the basic means for instilling revolutionary convictions in pupils and aims to guarantee that school should be the political-pedagogical unit where all are educated and participate in the tasks required by the revolution, particularly as regards work for the patriotic-military and internationalist education system.*

In ministerial resolution No.90/98, the Cuban Ministry of Education elaborates on these guidelines, indicating that

*...“The curriculum for each grade and each subject at the different levels of teaching must lead to the communist education of the new generations, based on two essential aspects of education which we must concentrate on: the first, patriotic, revolutionary, civic education; the second, education for work and economic efficiency, through which are fostered permanent convictions and behaviors in pupils both inside and outside the classroom”... (MINED, 1998).*

### EDUCATIONAL OBJECTIVES FOR THE PRIMARY LEVEL<sup>1</sup>

The general objectives for the primary level, responding to the various areas of pupils' development and relating in turn to education for citizenship and specified by levels and grades, are as follows:

- To express feelings of love for the country, the Revolution and its symbols, as well as admiration and respect for the country's heroes and martyrs and a desire to follow their example, in line with their age. To show feelings of repudiation towards all those who in any way offend their country.
- To feel self-respect, and to show affection, honesty, decency, modesty, courtesy and solidarity in their relations with their families, teachers, schoolmates and all other people they have contact with.
- To feel happy to be a school student and a good “pionero” (member of the communist youth movement), to meet the demands of school and the communist youth movement, as well as the basic standards of good manners and to be prepared to constantly improve these aspects through active criticism and self-criticism.

- To show a hard-working, responsible attitude to tasks charged to them, to value the importance of work and their own work specifically, as well as showing respect and admiration for the trades and professions most needed by the country, and for workers in general.
- To take care of and value school materials, water and electricity, appreciating the importance of these actions.
- To comply with measures for hygiene and for the protection of themselves, their belongings, their school and the environment, as well as showing concern for the conservation of their community's natural and cultural heritage and the saving of resources.
- To know and be able to assess the basic contents of the Constitution of the Republic and the main events that occur around them and in their country. To be informed of the main international events and evaluate them according to their age.
- To have mastered knowledge of essential elements relating to the preservation of life and their environment when faced with natural disasters, and with regard to preparation for defense, and to recognize basic aspects of human sexuality, thus establishing the basis for a responsible, healthy sexuality and a clear understanding of their respective genders.

To advance in this view of education, it is proposed that the purpose of primary school is to contribute to the overall formation of the school child's personality, fostering from the earliest grades the internalization of values (knowledge and orientations) that will gradually

be reflected in their feelings, ways of thinking and behavior, in line with the system of values and ideals of the Cuban socialist revolution (MINED, 1998).

## OBJECTIVES FOR BASIC SECONDARY EDUCATION

The general educational objectives for (students of) basic secondary education can be summarized as follows:

- To show patriotism in rejecting American imperialism for its attitude towards Cuba, respect and loyalty to the heroes and martyrs of the country.
- To be fully aware of the constitutional duties and rights of the Cuban citizen.
- To decide how to continue their studies, in order to pursue a profession that is needed by their community.
- To pose and resolve day-to-day problems, showing a scientific, responsible understanding of the environment.
- To show correct habits of coexistence and physical and mental health, expressed in their appropriate personal appearance and in responsible, decent, honest behavior in their different relations.

## EDUCATIONAL CONTENTS

The main contents relating to education for citizenship as specified for basic secondary education (MINED, n/d) are:

- Contents of patriotic, military and internationalist education

including mastery of the main facts that show the aggressive nature of United States governments towards the Cuban nation and the other third world countries.

- To explain the decisive role of the peoples unity in the different stages of Cuban history. To know, respect and be loyal to the thinking, life and revolutionary work of José Martí, Ernesto Guevara and Fidel Castro, among other figures. To obtain the rank of “Pionero Listo para la Defensa” (Communist Youth Ready for Defense) and to know and admire the achievements of the Revolution as the result of the leading role of the Cuban Communist Party.
- Contents of legal education: to be fully aware of the constitutional duties and rights of the Cuban citizen and on that basis to comply with and enforce school rules, based on civic education and the system of political and ideological preparation.

Furthermore, to know the principles of socialist democracy and their expression in the penal code, in the law relating to the family, children and young people, on the basis of civic education and the system of political and ideological education.

Grades 7, 8 and 9 of basic secondary education include the above-mentioned common contents of patriotic and legal education and civic education is introduced as a subject in 9th grade.

The contents of the subject Civic Education are related to the national symbols, their meaning and regulation; law 42 of 1983; treatment of the history of Cuba's constitutions; study of the Constitution to show the advantages of socialist democracy; work with the peoples



patriotic traditions; the preservation of and respect for the national patrimony; the defense of the socialist country and internationalism in our history.

Patriotic, legal and civic education is posed as key to instigating the "battle for ideas" to preserve in young people the values of the revolution and of socialism and to counteract the effects of capitalism. Therefore, school is conceived as the center of political and ideological work to reinforce the inculcation of the established values, discipline and responsibility (MINED, 1998).

## TEXTBOOKS

The contents of the textbooks for second, third and fourth grade of primary school specify topics connected with patriotic education. The textbook "The world we live in" for second and third grade includes topics connected with the country's symbols, anniversaries and heroes.

The textbook "Civic education" for fifth grade includes topics connected with family co-operation, the concept of country and the symbols of the Cuban nation, love and defense of the socialist homeland, the Constitution and other laws; the organization of the nation; internationalism; work and workers; life in socialist Cuba, which includes the rights of all citizens (MINED, 1999).

In the ninth grade of basic secondary school, the civic education textbook goes into greater detail on relations with the family, work in socialism, patriotism, proletarian internationalism, the political organization of Cuban society, socialist legislation and life in Cuba.

### 3.2.2 CURRICULAR POLICIES IN HAITI<sup>2</sup>

Civic Instruction was a curricular subject in Haitian education until 1997-1998. From the end of the nineties this subject underwent a process of review by the Ministry of Education. Currently it is called "Education for Citizenship" and a framework programme was drawn up including the development of teaching materials for training and intervention in the classroom. According to the UNESCO educational expert in Haiti, Dr. Georges Melisirr, this programme has not been systematic and has lost dynamism due to the country's critical political and economic situation.

The curriculum for the three cycles of basic education from first to ninth grade entitled Education for Citizenship (*Education à la citoyenneté*) was drawn up by the Department for Curriculum and Quality of the Ministry for National Education, Youth and Sports for compulsory application as from September 2001 in all Haitian schools.

Official justification for the programme relates to the crisis of values, the problems of the family, the dysfunctional nature of Haitian society in its transition to democracy, together with the social demand for education for citizenship. The programme's novelty lies in the fact that it proposes three types of skills for citizenship education: experiential, cognitive and emotional.

CONTENTS AND COMPETENCES IN HAITI'S EDUCATION FOR CITIZENSHIP PROGRAMME

**1) TOPIC: IDENTITY**

COMPETENCES FOR THE END OF THE FIRST CYCLE:

- ▣ Describe the distinctive traits of ones personal and family identity.
- ▣ Accept positively the elements that define ones personal and family identity.

COMPETENCES FOR THE END OF THE SECOND CYCLE:

- ▣ Identify the characteristics of ones community.
- ▣ Explain the functioning of different community organizations.
- ▣ Express ones feelings of belonging to the community.  
Become involved in actions that demonstrate ones interest in the community.

COMPETENCES FOR THE END OF THE THIRD CYCLE:

- ▣ Describe the elements that characterize the nation.
- ▣ Identify the elements of Haitian identity.
- ▣ Explain each of the elements that make up Haitian identity.  
Express the feelings and behaviors that reflect Haitian identity.

**2) TOPIC: RIGHTS AND DUTIES**

COMPETENCES AT THE END OF THE FIRST CYCLE:

- ▣ Identify the obligations of the family and the school towards children.
- ▣ Describe the responsibilities of the family and the school towards children.
- ▣ Describe childrens responsibilities towards family and school.

COMPETENCES AT THE END OF THE SECOND CYCLE:

- ▣ Identify the communitys obligations towards children.
- ▣ Describe childrens responsibility towards the community.
- ▣ Explain childrens duties to the community.
- ▣ Get involved in community service.

COMPETENCES AT THE END OF THE THIRD CYCLE:

- ▣ Identify the elements that define the concept of the citizen.
- ▣ Identify the States obligations to children.
- ▣ Describe the States responsibilities to children.
- ▣ Explain childrens duties to the State.
- ▣ Apply in daily life the rules fixed by the State.
- ▣ Get involved in activities in the service of the State.

### **3) TOPIC: CULTURE OF PEACE**

COMPETENCES AT THE END OF THE FIRST CYCLE:

- ▣ Identify a conflict in ones personal environment.
- ▣ Explain the causes and impacts of the conflicts in ones personal environment.
- ▣ Explore the personal values that may be the source of the conflict.
- ▣ Choose a method for managing the conflict.

COMPETENCES AT THE END OF THE SECOND CYCLE:

- ▣ Analyze the causes and consequences of the conflicts in ones school and family environment.
- ▣ Within the school environment apply personal and family values favorable to peace.
- ▣ Describe the competences and attributes of a mediator.
- ▣ Apply (master) mediation techniques for the resolution of conflicts.

COMPETENCES AT THE END OF THE THIRD CYCLE:

- ▣ Understand the various issues at stake in a conflictual situation.
- ▣ Be prepared to discover the common, complementary and opposing interests for resolving a conflict situation.

- ▣ Integrate techniques for establishing positive peace in the everyday life of the school.

#### **4) TOPIC: SOLIDARITY**

COMPETENCES FOR THE END OF THE FIRST CYCLE:

- ▣ Explore manifestations of solidarity in family, school and community.
- ▣ Identify elements of solidarity in community and society.
- ▣ Accept positively manifestations of solidarity.
- ▣ Undertake actions which contribute to collective solidarity.

#### **5) TOPIC: SAFETY**

COMPETENCES FOR THE END OF THE FIRST CYCLE:

- ▣ Interpret the symbols relative to ones safety and that of others.
- ▣ Apply rules relating to personal and collective safety to actual situations.

COMPETENCES AT THE END OF THE SECOND CYCLE:

- ▣ Identify the different institutions whose function it is to ensure protection of citizens.
- ▣ Get involved in activities that aim to protect citizens' lives and possessions.

COMPETENCES FOR THE END OF THE THIRD CYCLE:

- ▣ Identify the different institutions charged with ensuring the defense of the national territory and of citizens.
- ▣ Get involved in activities that aim to protect life.

## **6) TOPIC: STATE/DEMOCRACY**

COMPETENCES FOR THE END OF THE FIRST CYCLE:

- ▣ Identify the elements which define democracy.
- ▣ Identify the elements which define the State.
- ▣ Explain the modus operandi of the democratic State.
- ▣ Express ones expectations with regard to a social and democratic environment (family and school); and a democratic state.

COMPETENCES FOR THE END OF THE SECOND CYCLE:

- ▣ Explain the functions of the different areas of power in the working of the democratic State.
- ▣ Actively live according to the rules of democracy.

COMPETENCES FOR THE END OF THE THIRD CYCLE:

- ▣ Analyze the functioning of the democratic State.
- ▣ Get involved in reinforcing democracy in a democratic State.

**4) TOPIC: FREEDOM**

COMPETENCES FOR THE END OF THE SECOND CYCLE:

- ▣ Explore the different forms of freedom.
- ▣ Analyze the relationship between the terms freedom and duty.

**6) TOPIC: EQUALITY**

COMPETENCES FOR THE END OF THE SECOND CYCLE:

- ▣ Recall events or situations demonstrating equal rights and equality of opportunity for all members of society.
- ▣ Recall events and situations demonstrating equality of gender opportunity for all members of society.
- ▣ Recall events demonstrating both equality of opportunity and the differences that exist among individuals.

COMPETENCES FOR THE END OF THE THIRD CYCLE:

- ▣ Identify elements that do not foster equality among members of society.
- ▣ Get involved in actions that contribute to respect for the principles of equality.



## **7) TOPIC: JUSTICE**

COMPETENCES AT THE END OF THE SECOND CYCLE:

- ▣ Explain the role of justice in a democratic society.
- ▣ Identify the main institutions that guarantee justice.
- ▣ Get involved in promoting justice.

COMPETENCES FOR THE END OF THE THIRD CYCLE:

- ▣ Interpret the different forms of justice in society.
- ▣ Get involved in actions that contribute to respect for the principles of justice.
- ▣ Express ones opinion regarding the mechanisms of justice in the country.

## ASPECTS OF EVALUATION

The competences pupils must acquire in education for citizenship may be evaluated both continuously and at the end of the cycle.

At the end of the first cycle, the evaluation will be cumulative, and for the second and third cycle via State examinations. The method of evaluation proposed within the framework of this programme is that of participatory self-evaluation involving the student, subject of the learning, the teacher, manager of the learning and the parents as partners in the learning experience.

Within the framework of evaluation for Education for Citizenship, the portfolio becomes an ideal instrument for checking the extent and progress of the students learning. In fact, contrary to traditional tests, which do not always reveal a true picture of the students knowledge, the portfolio is a systematic collection made by student and teacher of the work done in class, with a view to evaluating abilities, skills, aptitudes and attitudes connected with specific activities.

## ADVANTAGES OF THE PORTFOLIO

- ▣ It allows the student to participate in the evaluation process;
- ▣ It provides the student with necessary information on his/her progress;
- ▣ It fosters a partnership between student and teacher;
- ▣ It enables parents to see the effort and the achievements of the child;
- ▣ It creates a reciprocal strengthening relationship between cognitive and social skills.

The National Education Plan (2001), in which this programme of Education for Citizenship is included, establishes among its main objectives... *“to educate for human rights and citizenship and the promotion of learning about institutions, about the laws of the Republic and acquiring an understanding of the general rules of social and political life”*... This plan proposes the development of educational reforms in demand by various social sectors in Haiti.

### 3.2.3 CURRICULAR POLICIES IN THE DOMINICAN REPUBLIC<sup>3</sup>

The curriculum for Dominican pre-university education is articulated in line with the objectives laid down in the education law and with regard to education for democratic citizenship it is proposed... *“to prepare human beings for the full exercise of their rights and duties, for the transformation of society, based on justice, peace and participatory democracy”*... (SEEBAC, 1995)

Furthermore, the curricular reform approved in 1995 seeks... *“to guarantee that children and young people can build the knowledge, values and attitudes they require for the permanent development of their quality of life and that of their community and society, as well as for their integration into society and democracy”*...(SEEBAC, 1995).

Among the functions of the primary education level it is established... *“to provide all learners with the education essential for them to develop satisfactorily in society and exercise a conscious, responsible, participatory citizenship within an ethical framework, as well as fostering the creation of a democratic culture where students share a culture of participation”*... (SEEBAC, 1995).

Among the middle education level functions, the law lays down that this must... *“promote the education of an individual for a socially productive life that will enable him to fully exercise his rights and fulfill his duties in a democratic, pluralist and participatory society..”* (SEEBAC, 1997).

For basic (primary) education, the curriculum establishes that as democratic subjects, the objective is for students to be able to... *“critically identify and analyze collective needs and goals and to promote and participate in processes of decision-making and follow-up and of co-management in the school and community environment”...* (SEEBAC, 1995) As well as:

- Respecting the opinions of others, being respectful and tolerant, resolving conflicts critically and self-critically, using dialogue, participatory and cooperative means of organization, and decision-making by agreement and consensus.
- Valuing and fostering equity, justice, freedom, respect for cultural diversity and the defense of quality of life.
- Defending their own rights and those of others, as well as that of all peoples to self-determination.

For the secondary level, the curriculum includes among its purposes that the student be able to... *“show a democratic attitude and leadership in decision-making, through active, critical, reflective participation, as a subject committed to himself/herself, his/her family, the community, work and society in general”...*

In 1999, a modification was made to curricular policy through Regulation 3' 99, to include the subject of Moral and Civic Education in all grades in the basic and middle levels, which broadened the

social science area. This modification also states that the orientation of the curriculum dealing with the development of values in a transversal manner across all areas of knowledge be maintained. Teachers educated in The Social Sciences are appointed to teach Moral and Civic Education (SEE, 1999).

The declared justification for introducing a subject that had been excluded from the study plan in the curricular reform of the mid-nineties relates to the demand from various sectors of Dominican society for the re-incorporation of moral and civic education to strengthen the system of ethical, moral and citizenship values.

#### CONTENTS OF THE BASIC LEVEL OF MORAL AND CIVIC EDUCATION IN THE DOMINICAN REPUBLIC

1. Democratic relations between family, school community and the community in general.
2. Children's rights and responsibilities.
3. Respect as a basic rule for living together in family, school and community.
4. Solidarity and co-operation.
5. Authority and harmonious coexistence, guidelines for living together.
6. Justice in family, school and community.
7. Conservation and care of natural and cultural resources.
8. Individual and collective identity.
9. Democratic practice of authority.
10. Contributions of all social and political sectors to the development of society.

11. Human values and their importance in everyday life.
12. The powers of the State and its functions.
13. Personal development.
14. Human rights.
15. Effective communication in family, school and community.
16. Citizens' rights.
17. Organizational spaces in the school and the community.
18. Code for the protection of children and adolescents.

*Source: Secretariat of State for Education. Santo Domingo. August 2000.*

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#### CONTENTS OF SECONDARY LEVEL MORAL AND CIVIC EDUCATION IN THE DOMINICAN REPUBLIC

1. Civic education and the construction of identity.
  2. Individual, personal and social development.
  3. Values that support the family structure.
  4. Individual and social rights and responsibilities.
  5. Coexistence in the school and the community.
  6. Human rights.
  7. Women and law.
  8. Application of the values promoted by the Constitution.
  9. The Dominican State.
  10. Reflection on the concept of ethics.
  11. Community groups.
- 

The textbooks in use<sup>4</sup> for Moral and Civic Education develop the following contents at basic education level: authority, justice, responsi-

bility, citizenship. Current books for secondary education focus on democracy, democratic principles and values, areas and mechanisms for participation, human rights, citizenship and civil responsibility, community life and the constitution.

## CONCLUSION

Government curricular policy in the three countries considers education for citizenship to be a specific subject for the primary and secondary levels. In Cuba, this subject is called "Civic Education" and in the Dominican Republic "Moral and Civic Education", in Haiti the subject is entitled "Education for Citizenship" and the objectives have to do with the establishment of moral values, love and defense of country, as well as with the learning of rules of social coexistence.

In Caribbean societies with marked colonial and authoritarian traditions, public policies on education for citizenship should take into account the contradictions faced by the democratizing processes, as well as the complex cultural impact of the massive migratory processes on the formation of social identities. These issues, together with the tensions of existing social and economic inequalities are inadequately addressed in these curricular policies.

Administration of public affairs and the social learning this involves require educational proposals that can provide the population with greater understanding of community life and skills for confronting traditional ideological indoctrination, learning to live together with recognition of differences, and which help to educate the imagination to take a broader view of human affairs and our responsibilities in relation to them.

### 3.3 TEACHER EDUCATION RELATING TO EDUCATION FOR CITIZENSHIP.

#### 3.3.1 TEACHER EDUCATION IN CUBA

According to official figures, by 2002 Cuba had 222,286 practising primary and secondary teachers for all levels and types of education and over double that number, approximately 433,200, workers in the education sector, including teachers and other personnel (Granma, 2002).

In 2001 there were 26,000 teachers enrolled in Higher Pedagogical Institutes (Los Institutos Superiores Pedagógicos (ISP). In 2002 this figure increased to 68,000 with the incorporation of the new education and certification courses for workers. There was a total of 7,000 of the new generalist teachers of several subjects who act as tutors to students during the whole of the basic secondary level and 15,000 who taught and studied at the same time (Granma, 2002).

According to the Ministry of Education (1998), the values teachers should establish, develop and strengthen during the pupils progress through the education system are as follows: decency, simplicity, honesty, collectivism, mutual aid, unselfishness, love of country and respect for its heroes, preparation for defending it, anti-imperialism, love of work, respect for the old, and care for social property and for nature (MINED, 1998).

The Higher Pedagogical Institutes have gradually assumed responsibilities in managing the teaching-learning process in schools, but the transformations envisaged in Basic Secondary Education<sup>5</sup> require faster change in these institutes in order to... *“achieve integration by*



*areas of knowledge, based on an inter-disciplinary approach in the different faculties, focusing on the programmes that guide the priority subjects, which will make it possible to prepare the methodologists to deal with this level of teaching”... (MINED, n/d).*

Due to the nature of the changes in the basic secondary level, the contents and methods used in teacher education have been redirected to achieve essential interdisciplinary work by areas of knowledge in the respective faculties.

In the light of these needs, it was proposed to develop a process of analysis between teaching departments, directed at guaranteeing consistency and compatibility in the handling of the contents of the disciplines in a university course, between the contents of related courses and between secondary school subjects. Modifications were also introduced into the curricula of the Higher Pedagogical Institutes, in order to prepare teachers with broader profiles, in more than one subject, starting with the 2000-2001 course (MINED, n/d).

The guidelines for teacher education in the political-ideological work system indicate that... *“teachers’ political life should be strengthened in the cycles and departments so as to guarantee appropriate political education for them to deal adequately with all political and ideological work with their pupils”... (MINED, n/d).*

It is proposed to ensure that the contents of the Cuadernos Martianos (texts containing extracts from the works of José Martí, one of the instigators of Cuban independence from Spain) for each level, be mastered by the respective teaching and student collectives. For this purpose methods proposed by Martí such as conversation, persuasion and persistence are used.

It also establishes that [measures be taken] to ensure that secondary and primary teachers and teaching assistants master the Constitution of the Republic and other legal documents relating to work in school, protection of childhood and youth, the obligation of parents with regard to their children's education (MINED, 1998).

The aim is for ideological work to be undertaken in the first place by teachers and to get them to be living exponents in their day-to-day actions of the values they should identify with the Cuban who is a supporter of Martí, a Marxist-Leninist, loyal to Fidel Castro, patriotic, anti-imperialist, unconditionally in favor of the Revolution (El Ideario Martiano, 2002).

### 3.3.2 TEACHER EDUCATION IN HAITI

In Haiti, primary school teacher education is carried out by the teacher training colleges (Ecoles normales), which are currently undergoing reform and whose objective has been to provide professional studies for young people who have graduated from secondary school. Teacher education for the secondary level is undertaken in the Higher Teacher Training College of Haiti's State University and in various private higher education institutions.

The teacher training colleges in each of the nine departments are currently in institutional limbo due to the difficult political transition and their scant access to sources of funding for appropriate professional staff (Magron, 2003). Private primary and secondary schools, which represent the majority of the schools, have a significant demand for qualified teaching staff which they have been unable to meet given the current difficulties faced by the teacher training colleges.

The World Council of Churches states that, given that the States functions have declined considerably, society, including the churches, has been obliged to organize itself. In this regard, the Protestant Schools Federation, responsible for a significant number of schools in Haiti, is addressing the problem of its teachers' lack of education and proposes to draw up a strategy to exploit the experience and models tested by other churches in the world (Raiser, 2000) with the support of the organizations specialist team in educational issues.

On the other hand, the XIX Inter-American Congress on Catholic Education (XIX Congreso Interamericano de Educación Católica (CIEC)), in its proposals to the countries' governments, indicates that in Haiti priorities show that the government should support application of the curriculum and implementation of the educational reforms envisaged in the National Education Plan. Among these reforms those relating to teacher education are still pending (CIEC, 2001).

Given this situation, the different religious congregations and groups in charge of education have developed various in-service education initiatives of which we highlight that of the Knowledge and Freedom Foundation (Fundación Conocimiento y Libertad) which since the mid-nineties has proposed to transform schools' teaching methods through the Step by Step Programme (Magron, 2002).

This initiative involves parents, students and teachers at seventeen Haitian education centers in learning for democracy, stressing respect for differences of opinion, rules of coexistence, integration of children with special educational needs, and environmental protection.

### 3.3.3 TEACHER EDUCATION IN THE DOMINICAN REPUBLIC

In the Dominican Republic, General Education Law 66'97 establishes that teacher education will be undertaken at the higher education level in co-ordination with the National Institute for Teacher Education and Training (Instituto Nacional de Formación y Capacitación del Magisterio (INAFOCAM)).

In the late nineties, published official data stated that for all basic education teaching staff, calculated at 42,170, the proportion with teaching qualifications was 73.9% and the remaining 26.1% of the staff without a teaching qualification had authorization to exercise the profession (SEE, 2000).

The pre-service teacher education programmes currently developed include citizenship education contents as a topic within The Social Sciences and it is expected that the specialties and in-service education being revised by the INAFOCAM and the higher education institutions will be restructured in the curricula for the sciences of education course.

Specifically in 2002, the Secretariat of State for Education carried out a situational survey of Moral and Civic Education. The results show that 70% of primary teachers did not know the contents of Regulation 3'99, which incorporates the subject into the syllabi and 82% of them were not familiar with the curriculum for the subject published in 2000. In this survey only 19% of secondary teachers stated that the regional education authorities undertook training seminars to implement the programme for Moral and Civic Education (Colón, 2002).

On the basis of this survey, in the summer of 2002 the Secretariat for Education drew up a national teacher education programme which convened 1,473 basic and secondary level teachers and regional and district technical staff.

The training aimed at... *“initiating a process of continuing education to foster effective implementation of the programme for Moral and Civic Education through workshops for trainers and educators”*... (SEE. PUCMM, 2002).

This process of in-service education aims to include 500 basic level schools and 37 secondary level schools to... *“lay the foundations for developing a national programme in civic education which will lead to a Certificate in Citizenship Education. This training can be completed via the postgraduate course in Civic Education aimed at training a core of civic trainers through a pilot, experimental experience”*... (Sang, 2002)

The methodology used in in-service training was a constructivist approach so... *“that together with the students, teachers can construct the concepts and values essential to responsible citizenship: authority, justice, responsibility and solidarity”*... To achieve this, it is necessary to apply an integrated strategy that conceives of the school and the process of education as a community undertaking (Sang, 2002).

## CONCLUSION

In the three countries studied, teacher training in topics relating to education for citizenship is included in the general curriculum of initial and in-service education in the higher education institutions and in the refresher initiatives undertaken by the ministries of education.

Thus, there is a general impact on teachers overall, while for secondary teachers in the social sciences the socio-political and historical aspects are developed in greater depth and specialization.

Cuba in particular, in its reform of basic secondary education, is working to train generalist teachers who can work with a group of students in all subjects as a strategy to optimize resources.

In the case of the Dominican Republic, since 2002 the Secretariat of State for Education has proposed that the teachers assigned to the teaching of Moral and Civic Education should be those with training in the area of Social Sciences and is promoting a refresher programme for basic and secondary level teachers in this area in order to encourage reflection and the use of appropriate instruments for teaching the subject<sup>6</sup>.

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## GOVERNMENT MEASURES TO SUPPORT POLICIES

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### 4.1 MEASURES OF THE GOVERNMENT OF CUBA

To implement the curricular policies described above, the Cuban education system has formulated regulations governing the day-to-day work of teachers and students.

The document "Guidelines for strengthening the establishment of values, discipline and civic responsibility through the school" indicates that through the teaching-educational process... *"all the teaching staff has to be trained to make the corresponding adjustments in the syllabi and curricula, to master the contents being promoted and to fully understand that the establishment of values is not just another specific subject in the syllabus, but a concept that should be present and manifest throughout the whole system of class work and activities"*... (MINED, 1998).

The subject for the teaching of values has been designed to be set up in each school by integrating the administrative staff, the teachers of Civic Education and other leaders and methodologists. The Ministry of Education provides guidance on the contents and draws up the materials to be used.

For the different levels of teaching and the Higher Pedagogical Institutes, the Ministry of Education (MINED, 2000) proposes that political and ideological education be developed across all subjects and the whole school routine by incorporating the following approaches:

- work on methodology to guarantee a political and ideological approach to the contents of the subjects.
- daily information on national and international events by reading the press, watching television news bulletins and adhering strictly to a 10-minute information slot per day with students before starting the first session of classes.
- sessions of analysis and debate with institutional and student leaders, teachers and students.
- dissemination of the ideas, theses and presentation of contents in the topics under study.

It is also proposed to complement the foregoing with open debates, military marches, revolutionary acts, the commemoration of anniversaries, research, honorary academic chairs, historical places, etc.

For class planning, teachers need to make the political and ideological approach to their subject content explicit and to reveal the potential of the ideas and educational influences which each subject can contribute to patriotic, revolutionary, communist education, to strengthening values, for citizenship education and defense education.

Furthermore, for planning political and ideological education consideration is given to the stages of analysis, development, control and evaluation. Periodically, each level proposes an evaluation of the



progress and results of what has been done. Each pupils school file records the results of the overall evaluation of his/her general and political culture.

In teacher evaluation it is proposed as essential for teachers to master the contents addressed by political and ideological education and the way they put them into practice in their teaching activities. This is done through monitoring mechanisms and systematic evaluation (MINED, 2000).

#### 4.2 MEASURES OF THE GOVERNMENT OF HAITI

In the year 2000, the National Ministry of Education, Youth and Sports in Haiti set up the curricular programme "Education à la citoyenneté" (Education for Citizenship), aimed at the three cycles of basic education from first to ninth grade, directed by the Department of Curriculum and Quality. Its purpose is to qualify teachers to apply the Education for Citizenship Programme. Its main objective is to forge the competences needed to carry out the programme. (MENJS, 2000).

The programme consists of 5 modules; each one develops a competence and the planning thereof, involves a definition of the skills/abilities, the education contents, the strategies of intervention and the material and/or audiovisual resources.

Development of skills/abilities are the purposes of each competence. The development of the theoretical framework for these skills constitutes the education content, while the intervention strategies are the practical development of these contents and the material and audiovisual resources the media that carry out this work.

## THE PROGRAMME OVERALL FOCUSES ON 5 COMPETENCES:

### COMPETENCE 1

To conceive teaching-learning situations for the contents presented, with a view to developing the competences proposed by the Education for Citizenship programme.

### COMPETENCE 2

To monitor teaching situations in order to develop the competences proposed by the programme.

### COMPETENCE 3

To evaluate teaching-learning progress and the extent to which students have acquired the competences for the education contents relating to Education for Citizenship.

### COMPETENCE 4

To plan, organize and supervise the way a class group works with a view to fostering students' learning and socialization.

### COMPETENCE 5

To co-operate with the school team, parents, different social institutions and pupils to achieve educational objectives connected with Education for Citizenship.

### 4.3 MEASURES OF THE GOVERNMENT OF THE DOMINICAN REPUBLIC

In 2002, the Dominican Republic began the implementation of Civic Education in the curriculum through a Civic Education Programme for national education developed jointly, through cooperation agreements, by the Secretariat of State for Education, the Pontificia Universidad Católica Madre y Maestra (PUCMM) and the Civic Education Consortium, with the support of the Inter-American Development Bank (IDB).

The purposes of this programme were directed at... *“supporting Regulation 3’99, by fostering the learning of the concepts, attitudes and procedures of an aware citizenry in line with the national programmes for moral and civic education. To design and implement an education programme with teachers, technical and administrative staff who will foster the experience of democratic values”*... (SEE/PUCMM, 2002).

To develop the programme an administrative structure was designed consisting of an executive secretariat from the Civic Education Consortium, a consultative council consisting of members of the institutions and programme sponsors. This structure implements three components of the programme: textbook preparation for each grade in basic and secondary education, the in-service education component and support and follow-up.

The Civic Education Programme envisages a monitoring process with visits to each participating school and evaluations by external staff. Funding for this programme agreed among the participating institutions exceeds 20 million Dominican pesos (Sang, 2002).

As well as this initiative, since 1998 the Secretariat of State for Education has been undertaking the Programme "I Am of Value" in cooperation with EDUCA, a private not-for-profit institution and the León Jiménez business group. This programme proposes to contribute to the development of healthy youth, with firm moral values, able to take informed decisions and responsible for their actions (SEE, 2002).

As from 2001, this programme stresses the prevention and management of conflicts and involves students, parents and teachers. In its first stage it has benefited over a million students, some 13,000 teachers, counselors and psychologists, in around 700 schools (SEE, 2002).

The "I Am of Value" programme was evaluated in 2001 by a qualitative and quantitative study. The qualitative view revealed the students' and teachers' views of the programme. The quantitative view showed the consistency between the programmes purposes and its results. The objectives of the evaluation were as follows:

- i) With regard to the values of responsibility, problem-solving, proposal and achievement of personal objectives, recognition and acceptance of ones own identity; to discover primary teachers' perception of values, the integration of values into teachers' and students' everyday experience, processes of transformation of the relations generated in the school environment; the transfer of classroom processes to family relations; also to summarize community experiences generated by the actions developed in the programme.
- ii) To analyze the relationship between the programme and the other pivots of the curriculum relating to teaching methodology and curricular contents.

- iii) To relate the findings of course work evaluation to the final evaluation.

For the evaluation a sample of 300 primary school teachers out of the total that took part in the training workshop and 1000 of their students was used.

### RESULTS OF THE PROGRAMME FROM THE STUDENTS' VIEWPOINT:

- The students show an awareness of having developed a greater sense of responsibility due to their participation in the programme. The students also declared there had been a change in attitude by parents towards their children and teachers. They stated there had been a positive change in the family in the sense of better levels of communication and greater trust between parents and children, stronger family links and parents approached the school more.
- Students from all regional authorities stress an improvement in the way teachers relate to them. They feel students are treated more openly, with greater trust and understanding by teachers and there is more encouragement and acceptance of student participation in class.
- One of the achievements highlighted by students is overcoming shyness connected with a feeling of greater self-esteem. They also stress the lower level of competition and the increase in solidarity between schoolmates.

- According to the students, their greatest changes have been within the family (37.4%), followed by reaction with their school-mates (31.6%), in the classroom (21.7%) and the community (8.6%).

### RESULTS OF THE PROGRAMME FROM THE PRIMARY SCHOOL TEACHERS' VIEWPOINT

- Primary school teachers agree with students in considering one of the programmes important achievements to be greater responsibility on the part of students. They also agree with them in pointing to a marked improvement in family relationships in those families whose children took part in the programme. This improvement is reflected in better communication, greater concern by parents over school affairs, greater integration of parents into the school and, in general, more frequent acceptance of the role of responsible parenthood.
- Likewise, primary teachers agree with students that there has been an improvement in school discipline. Teachers, like students, consider that students have increased their self-esteem.
- Teachers seem to be less aware of change in the way they relate to students than are the latter.
- As well as the changes in students in the school environment as such, some teachers report some positive behaviors in their personal lives or in community actions.

## CONCLUSION

In the three countries studied, the teacher education programmes focus transversely on topics relating to education for citizenship in their curricula for educating primary and secondary teachers. Through various formal or extracurricular training initiatives, teachers address the issues linked to the curricular objectives.

The documents and information used for this study show that the proposals for teacher education inadequately develop the competences connected with education for citizenship in the Caribbean context.

### THE LIMITATIONS OF THE TEACHER EDUCATION PROGRAMMES ARE CONNECTED WITH THE FOLLOWING:

- the proposals inadequately address the socio-political, cultural and economic issues essential to these societies, such as authoritarian, colonial heritage and practices, poverty and socio-economic inequalities, cultural diversity, environmental sustainability and the development of democracy.
- the proposals have had little impact on the development of competences in aspects of the teachers' day-to-day work, such as how to handle the different conflicts among the populations they deal with, the preparation and negotiation of diverse, inclusive teaching and institutional proposals, intercultural cooperation in recognizing differences in social identities.
- teacher education institutions need to innovate and review their academic proposals and integrate the results of research to respond to current curricular demands and to the needs of the educational communities in these countries.





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## THE VIEW OF THE ACTORS INVOLVED

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In Cuba, the actors involved in teacher education define education for citizenship in relation to standards of behavior and/or values that a citizen should have with regard to the State, politics, country, family, and religion. Furthermore, it relates to preparation as a citizen, linked to the national identity, to the defense of country, to social responsibility and participation in society.

As well as the efforts made in Cuba through teachers' university education there are non-teaching activities of a political, patriotic or environmental nature, out-of-school activities such as interest groups on varied topics, postgraduate courses for professionals and courses for non-professionals.

The contents of teacher education in the higher education institutions have included issues relating to the national symbols, their origin and use. Environmental issues and contents of certain laws are also part of the teacher education curriculum.

General teacher training has included environmental education and sexual and health education as curricular subjects. Other contents are

included transversally in all subjects, particularly subjects of a sociological, philosophical, historical, pedagogical and psychological nature.

With regard to the impact of teacher education for citizenship education, the actors involved (trainers and teachers), consider the impact of both the knowledge taught and processes used to be positive, although they were unaware of any impact evaluations that may have been carried out or disseminated. They maintain that it is in the area of attitudes where many problems still persist, manifested in greater environmental abuse, road accidents, AIDS, etc.

Respondents consider that all Cuban teachers have been trained in topics for education for citizenship since values education is part of in-service education carried out in the national seminars given each year to Cuban teachers and through constant political and ideological education.

On the other hand, the actors involved in teacher education in the Dominican Republic such as trainers, teachers, administrators of programmes connected with the universities, training institutes, schools and the Secretariat of Education define citizenship education as that which contributes to the strengthening of society's democratic values and principles. They associate education for citizenship with the state and actions of being a citizen, with the experience and development of the civic ability to build a just and participatory society.

For these actors the principal contents of education for citizenship address human rights in a general sense as well as the ethical dimension, information on the powers of the state, patriotic education, as well as a number of current demands such as environmental education, gender, public safety, road safety education and tax education.

The analysis of the state of moral and civic education, carried out by Ania Colón (2002) concludes that the teachers charged with teaching this subject in the Dominican Republic are mainly women of average age between 30 and 49, with an average of 15 years' service and a degree in the area of social sciences. This profile has to be taken into account in the design of teacher training programmes in terms of this groups potential, specific needs and experience in citizen actions and social movements.

According to the actors interviewed, in teacher training the use of participatory approaches, methods and strategies that promote social reflection, debate, criticism and citizen action on common problems should be considered.

As teacher education efforts, particularly in education for citizenship, have not been evaluated up to now, respondents find it difficult to assess the impact these initiatives have had.

#### VIEW OF THE ACTORS INVOLVED IN CITIZENSHIP EDUCATION IN THE DOMINICAN REPUBLIC

- Holistic process incorporating the context of the learner and the citizen dimension as a transverse approach.
- An education that prioritizes learning for an active, participatory and transforming citizenship.
- A participatory methodology that prioritizes analysis, teamwork, expression, reflection-action.
- Education in schools, led by head teachers, incorporating contextual needs and problems in order to seek effective and appropriate solutions.

- A constructivist methodology containing processes of exploration, conceptualization and application.
  - A process incorporating support of teaching practice in order to foster reflection.
  - A holistic approach in which there is no division between initial and in-service education.
  - An education that fosters the deconstruction of prejudiced, authoritarian practices and favors the construction of other new, more democratic and pluralist ones that respect diversity.
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#### RECOMMENDATIONS BY THE ACTORS INVOLVED IN CITIZENSHIP EDUCATION IN CUBA

- Value the importance of intrinsic motivation and an affectionate attitude between teachers and students.
  - Promote the civic attitude as a pleasure, avoiding unnecessary formalities and external pressure.
  - Draw up a trans-disciplinary strategy for education for citizenship.
  - Draw up specific methodological guidelines both for new teachers and for those who have been in service for years.
  - Broaden work on the development of attitudes and aptitudes for citizenship education.
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In Haiti, the actors interviewed recommend supporting implementation of Education for Citizenship as a subject and putting it into practice in school and classroom.

They recommend that teachers share with students what they want to teach, that is, teach how to live together and develop democratic behavior. However, for this it is necessary for the national political climate to be stable and secure.

#### RECOMMENDATIONS BY THE ACTORS INVOLVED IN CITIZENSHIP EDUCATION IN THE DOMINICAN REPUBLIC

- To reflect on the kind of citizens desired and to promote teacher education that will prepare teachers to educate for such citizenship.
- To combine the discourse of citizenship education with consistent practice, incorporating it as both contents and process.
- To organize school for a democratic and participatory administration that will foster learning of Civic Education in action.
- To undertake strategic alliances between school and other institutions, such as universities, teacher education institutes and NGOs, to encourage innovative practices.
- To revise the education models in the teacher training colleges and the academic proposals in the universities and to design innovative education models with a concept of citizenship appropriate to the needs of the Dominican context.
- To work with teachers in deconstructing the prejudices and stereotypes that guide their practice.

- To integrate distance learning into teacher education, with materials specially prepared for modules that include teaching sequences and with tutors who support both the teachers' learning process and their professional practice.
  - To revise the curriculum, reinstating citizenship as a transversal theme with relevant conceptual, procedural and attitudinal contents.
  - To allow communities and institutions to draw up their own programme of civic education and link it to the context of each school.
  - To ensure that teachers know the Civic Education Programme.
  - Ensure space is assigned by the central education authorities for the subject of Moral and Civic Education within the school timetable.
  - To permanently and systematically develop innovative learning support resources in the public sector.
  - To draw up solid, clear, unambiguous texts that present appropriate, comprehensive knowledge.
  - To incorporate the new technologies as teaching tools.
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## CONCLUSIONS AND RECOMMENDATIONS

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### 6.1 CONCLUSIONS

At the start of the twenty-first century, Cuba, the Dominican Republic and Haiti share a Caribbean context where the democratization processes have encountered obstacles connected with their colonial heritages and the hegemony of the European nations, as well as the influence and direct interference of United States geopolitical, economic and cultural power.

These democracies have developed from long and violent political dictatorships, which established authoritarian and restrictive institutional mechanisms for the day-to-day administration of public affairs.

This starting point defines a range of problems and challenges to be taken into account with regard to the educational initiatives relating to the strengthening of democracy, including the demands for social equity, inclusive citizen participation and environmental sustainability.

It is possible to conclude from this review of Cuba, Haiti and the Dominican Republic that the issues relating to the establishment of citizenship today mean taking into account the opportunities and

constraints of the various initiatives towards democracy underway in these countries, as well their ethical and political bases.

In their focus on the formation of social identities and the recognition of difference, the educational interventions for citizenship envisage the exercise of reflection, of interpretative abilities, of competences in the use of language and of argument supported by action. Also the use of rational debate and the ability to creatively broaden human rights and responsibilities.

In the three countries studied there are legal bases that recognize the importance of education and integrate education for citizenship as part of the States educational responsibilities. Government curricular policy in all three countries considers education for citizenship as a specific subject for the primary and secondary levels.

In Cuba this subject is called "Civic Education" and in the Dominican Republic "Moral and Civic Education", in Haiti it is entitled "Education for Citizenship" and the objectives are concerned with the establishment of moral values, love and defense of country, as well as with the learning of legal norms and social coexistence.

In all three countries studied, the teacher education programmes focus transversely on the topics relating to education for citizenship in their primary and secondary teacher education curricula. Through in-service education in courses, workshops, seminars and extra-curricular activities, teachers get to discuss and exchange ideas on the topics addressed by the curricular subjects associated with education for citizenship.

In Caribbean societies with marked colonial and authoritarian traditions, political policies on education for citizenship should take into



account the contradictions faced by the democratizing processes, as well as the cultural complexity of mass migratory processes for establishing social identities. The tensions arising from existing social and economic inequalities, as well as the issues pointed out in this review, are inadequately addressed in the curricular and teacher education policies of all three countries.

The administration of public affairs and the social learning that this issue involves require educational proposals that can give the population greater understanding of community life, skills to confront traditional ideological indoctrination, to learn to live with recognition of difference and help to educate the imagination to take a broader view of human affairs and their responsibilities with regard to them.

The actors involved in teacher education in the three countries consider that this is a key tool for their societies' democratic development. The main criticisms indicate that it is necessary to improve the contents and approaches to existing teacher education so it can respond to the current challenges of these societies from an interdisciplinary viewpoint consistent with declared purposes.

## 6.2 RECOMMENDATIONS FOR IMPROVING TEACHER EDUCATION IN RELATION TO EDUCATION FOR CITIZENSHIP IN CUBA, HAITI AND THE DOMINICAN REPUBLIC

- Encourage processes for improving the design of initial and in-service teacher education curricula to systematically include pedagogical contents and approaches that strengthen education for citizenship.

- Develop national and regional activities directed at teacher trainers and primary and secondary teachers to foster the exchange of current experiences and viewpoints on education for citizenship.
- Given the limitations of various educational materials on this topic, it is recommended to support the production and distribution of materials and teaching guides that can keep teaching staff up-to-date and develop more effective teaching practice in the three countries studied.
- Develop special refresher courses for the actors involved in teacher education so they can incorporate an interdisciplinary approach to education for citizenship on the basis of the challenges posed by the national and international contexts, as well as on the basis of the educational actors.
- As part of teacher education programmes include technical teaching support for teachers in the classroom to improve pedagogical practices and achieve the desired objectives. As well as the foregoing, it is necessary to design monitoring and evaluation systems for the programmes, for the various initiatives and for the educational practices in these countries, since there are few monitoring instruments that provide timely, reliable information.
- Involve teachers in the production and dissemination of participatory teaching strategies to support achievement of the established objectives for education for citizenship in a consistent fashion by encouraging attitudes and abilities for peaceful human coexistence and environmental sustainability.

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## FOOT NOTES





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- 1 The primary education level in Cuba covers 6 years of schooling and basic secondary education covers three years.
  - 2 In Haiti, the traditional system prescribes six years for primary education and seven years for secondary, but at the same time there are schools which have implemented a reform offering nine years of primary education and four years of secondary education.
  - 3 In the Dominican Republic basic or primary education is of eight years duration and secondary education is of four years duration.
  - 4 Currently the Secretariat of State for Education is developing new books for moral and civic education for the basic and secondary levels.
  - 5 The transformation of basic secondary education attempts to improve the quality of this level through generalist teachers who master the contents of the subjects for 7th, 8th and 9th grades, with the exception of foreign language and physical education. The new conception proposes that each generalist teacher should teach only 15 adolescents and act as tutor to his/her pupils throughout the three years of this level (Castro, 2002).
  - 6 The Programme "For a New Citizenship" convened a competition to be evaluated as this document is being written and it is hoped that the results of this evaluation can be published before the end of 2003.