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511-0460

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Report Symbol U-447

PROJECT EVALUATION SUMMARY (PES) - PART I

1. PROJECT TITLE SIL Leadership Training for Indigenous Language Groups			2. PROJECT NUMBER 511-0460	3. MISSION/AID/W OFFICE USAID/Bolivia
5. KEY PROJECT IMPLEMENTATION DATES			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>81-4</u> Final Evaluation <input type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
A. First PRO-AG or Equivalent FY <u>76</u>	B. Final Obligation Expected FY <u>81</u>	C. Final Input Delivery FY <u>81</u>	6. ESTIMATED PROJECT FUNDING A. Total \$ <u>2,705,432</u> B. U.S. \$ <u>287,300</u>	
			7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>July 1, 1978</u> To (month/yr.) <u>October 1980</u> Date of Evaluation Review <u>April 9, 1981</u>	

B. ACTION DECISIONS APPROVED BY MISSION OR AID/W OFFICE DIRECTOR

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1.* SIL should send a letter to the Ministry of Health & Welfare (MHW) requesting it to provide salaries for six rural practical nurses.	David Farah	January 1981
2. SIL should assure that a legal instrument exists within MEC which insures the provision of 1) salaries for teachers trained under the project after project termination; and 2) follow-on teacher training.	David Farah	April 1981
3. The USAID/B project manager should prepare a final inspection report to include: 1) a description of the project's accomplishments, lessons learned and problems during the period 11/80-6/81, and 2) a complete list of actions taken to assure the continuation of the project by SIL-GOB. The report is to be incorporated as an Annex to the PES.	Jean Meadowcroft	July 1981

Subsequent Actions
(10/80 - 4/81)

*In January, a letter was sent to MHW requesting action on this matter. As no official reply was received, a follow-up letter will be sent in 6/81.

Clearances:
DPE: Roberto León de Vivero *[Signature]*
DPE: Howard R. Handler *[Signature]*

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT		
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____	A. <input checked="" type="checkbox"/> Continue Project Without Change		
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T	<input type="checkbox"/> Other (Specify) _____	B. <input type="checkbox"/> Change Project Design and/or		
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C		<input type="checkbox"/> Change Implementation Plan		
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P		C. <input type="checkbox"/> Discontinue Project		
11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)			12. Mission/AID/W Office Director approval		
David Farah (SIL Director - La Paz)			Signature <i>[Signature]</i>		
Jaime Vizcarra (DPE Evaluation coordinator)			Typed Name Malcolm H. Butler		
Letitia A. Kelly (DPE Officer)			Acting Director		
Jean Meadowcroft (Project Manager)			Date <u>6/10/81</u>		

AID 1330-15 (3-78)

BEST AVAILABLE DOCUMENT

13. SUMMARY:

The Summer Institute of Linguistics' (SIL) program, endorsed by the Government of Bolivia (GOB), aims at integrating minority language groups into the national socio-economic system. Conscious of the possible traumas involved in this process, SIL's approach has been to introduce, rather than to impose, nationally accepted norms to the minority groups. This introduction has been implemented only as fast as the ethnic leadership has been able to comprehend the differences and assimilate changes. SIL has made this introduction possible, first, by becoming completely familiar with the indigenous cultures; secondly, by teaching major precepts, such as self-appreciation and self-reliance, in order to prepare the community leaders for coping with the social and economic barriers faced when being incorporated into the national economy; and thirdly, by introducing elements of the national socio-economic system into the communities either directly or through Bolivian teachers. SIL's cautious and gradual approach to cultural change is based on the axiom that changes in value systems are automatic with the introduction of new thought patterns, but the degree of acceptance or rejection of these is directly affected by the assimilation period.

In order to responsibly introduce new values and to increase the quality of life of 13 ethnic groups in the lowlands of Bolivia, SIL provided basic training courses in education, health and communication followed by transitional practical skills courses. The project is in its final year after having been extended from April 1, 1979

to June 30, 1981. The project outputs as of October 30 have generally been reached or have surpassed the end of the project targets (e.g., general leadership, cooperative training). The purpose of the project -- to develop a core of bilingual, bicultural leaders -- has for the most part been attained by allowing the community leaders to change at their own pace in lieu of imposing new technologies and practices on them. Further, the project has made a measurable contribution to the stated goal as demonstrated by 1) the creation of 30 new schools with subsequent increased student enrollment and improved literacy rates; 2) the improvement of general health through the provision of vaccinations to 4,500 children, 14 rural nurse practitioners, 14 health posts in the project area, and 4 health promoters; and 3) the increased relationships with the modern sector in Bolivia through exposure to basic monetary and civic principles taught partially by GOB officials in training sessions.

SIL activities under the project have been designed and implemented to incorporate some of the poorest and most geographically remote citizens into Bolivia's development process. As a sister organization to the Wycliffe Bible Translators, Inc., in the United States, Bible translation is one of the purposes of SIL's work in Bolivia as defined in the 1954 SIL-GOB Agreement. However, in carrying out the project, SIL has clearly recognized the dangers of proselytizing

without a developmental base, and has used a mixture of development, literacy and religious training in improving self-acceptance, literacy, bilingualism and the socio-economic conditions of neglected indigenous groups. The activities carried out by SIL have been effective and worthy of support.

The major problem identified at the time of the evaluation was the lack of a working mechanism for providing follow on educational improvement for the people trained during the project's implementation. Implicit in this need for improvement is the creation of a legal instrument by the GOB assuring that the positions of the trained bilingual teachers from the local communities are not replaced by trained teachers foreign to the local ethnic groups' cultures. A second problem identified by the evaluation was the need for formally incorporating the fourteen rural nurse practitioners trained under the project into the Ministry of Health and Welfare's (MHW) personnel and salary rolls. Implicit in this situation is that the continuation of the practitioners as unpaid workers for more than a year, is beginning to jeopardize both their and the indigenous groups' expectations of this project component.

14. EVALUATION METHODOLOGY:

This is the first regular scheduled evaluation covering the period from the project's initiation in July 1976 to October 1980. Even though no previous evaluation was conducted, Dr. Charles Reed, the

previous USAID Human Resources Development Division (HRDD) Chief made two trips to the Tumi Chucua training center to observe project activities. Dr. Jean Meadowcroft, who later became Chief of HRDD, visited Tumi Chucua in December 1977.

The main purpose of this evaluation was threefold: 1) to assess project progress, 2) to discuss deficient areas and recommend remedial actions for the remaining implementation period of the project, and 3) to draw upon lessons learned for the design or implementation of similar projects. The main portion of this evaluation was prepared by David Farah, SIL Director in La Paz, in close cooperation with Jaime Viscarra of USAID's Development, Planning and Evaluation (DPE) office. Additional comments received from the USAID project committee were incorporated into this evaluation report.

Information for this evaluation was collected from 1) monthly and bimonthly reports prepared by SIL; 2) first hand observations of SIL activities by the SIL Director and HRDD project chiefs during the evaluation period (12 field trips), and 3) the review of existing AID and SIL financial reports.

15. EXTERNAL FACTORS:

1) Political situation: The political situation which caused many personnel changes within the Ministry of Education and Culture (MEC), has made it impossible for SIL to obtain the assurance that the MEC

will continue payment of salaries of trained teachers after the termination of the AID financed portion of the project. In the meantime, SIL protects these teachers' positions and salaries as line items in the Ministry budget by collecting the salaries from the Ministry and distributing them to the teachers. To this effect, this evaluation recommends that SIL assure: 1) that MEC provide a legal instrument to insure the trained teachers' salaries after the project's termination in June 1981, and 2) that MEC provide for the continual upgrading of teachers trained during the life of the project.

2) GOB financial burden: National budgetary limitations made it impossible to pay for six of the rural practical nurses who have been working for over a year on a voluntary basis. To this effect this evaluation recommends SIL send a letter to the Ministry of Health & Welfare requesting it to provide their salaries.

3) Indians' group characteristics: The inclusion of the Yaminahua Indians in the project's training program was ill conceived as their educational and comprehension levels were subsequently found to be inadequate and to limit their participation in the program. In addition, the "patrón" system, which currently prevents the western Guaraní Indians from owning land or scheduling their own time, limited this group's attendance to the training course and prevented the formation of bilingual schools.

4) The decision of the Pacahuara Indians to reject integration into modern Bolivian culture was honored by SIL.

16. INPUTS:

The projected versus actual inputs from USAID, GOB, communities, SIL and other contributors (e.g. German Central Agency) are detailed below:

16.1 USAID Inputs

USAID has contributed \$252,015.85 (88%) out of a total of \$287,300 as of October 1980 to finance training, construction of training facilities, extension activities and commodities. The following table details total expenditures as of this date:

<u>Components</u>	<u>Total Projected Costs</u>	<u>Total Disbursed as of 10/80</u>	<u>(% of Projected)</u>
1) Training program (room and board, travel of students, and supervision of auxiliary nurse students)	114,800.00	110,177.58	(96)
2) Construction of training facilities			
Admin./library building	14,800.00	7,899.81	
Language laboratory	4,800.00	6,016.27	
Student housing	<u>21,500.00</u>	<u>23,120.01</u>	
	41,100.00	37,036.09	(90)
3) Extension			
Publications	6,000.00	2,530.93	
Project input fund	15,000.00	10,816.10	
Riberalta marketing center	10,000.00	0	
Community libraries	5,000.00	3,755.79	
Supervisory travel	<u>36,200.00</u>	<u>56,960.83</u>	
	72,200.00	74,063.65	(102)

<u>Components</u>	<u>Total Projected Costs</u>	<u>Total Disbursed (% of: as of 10/80</u>	<u>Projected)</u>
4) Commodities			
Community development	\$ 15,500.00	\$ 4,202.79	
Printing equipment	2,600.00	2,756.28	
Vehicle	7,500.00	0	
Equipment for training center	3,800.00	3,267.32	
*Chiquitos truck	10,000.00	11,584.47	
*Ese Ejja boat	7,000.00	6,771.73	
*Language laboratory air conditioning	<u>3,000.00</u>	<u>876.31</u>	
	\$ 49,400.00	\$ 29,458.90	(60)
*5) Other Costs	<u>9,800.00</u>	<u>1,279.63</u>	(13)
*Totals	\$287,300.00	\$252,015.85	(88)

*Provided from additional \$75,000.00 grant in accordance with project extension dated April 4, 1979.

Except for the four components described below, the money has been disbursed in accordance with the projected plan.

First, it should be noted that, although the proposed Riberalta marketing center was not realized because suitable premises were not found nor were SIL personnel available to supervise the construction of a new building. SIL plans to carry out this activity by the end of the project (6/81).

Second, it should be noted that USAID/B did not approve the purchase of the project vehicle due to a misunderstanding as to its destination in the project proposal; SIL wanted the vehicle stationed in La Paz and USAID/B thought it should be used in Riberalta.

Third, a problem related to the purchase of the Chiquitos truck was that A.I.D. regulations required that it be of U.S. origin in lieu of a simpler third country vehicle. Consequently, the sophistication of the truck and its systems to a great extent negated one of the purposes for the purchase -- to provide general vehicle repair, maintenance and driving skills training to the Chiquitos Indian group.

Fourth, an error was made by SIL in the type of boat purchased for the Ese Ejjas, as it turned out to be too big and sophisticated to adequately be utilized in providing economical transportation and training to this indigenous group.

16.2 SIL Inputs

It is estimated that as of 10/80 SIL has contributed \$1,033,625 to the project -- \$261,125 (33.8%) more than originally contemplated. The larger SIL contribution and cost overruns were principally due to 1) higher personnel and logistic support costs resulting from inflation, and 2) costly but necessary air transportation between the Tumi Chucua training center and the isolated communities for carrying out project inspections and transporting community participants.

16.3 GOB and Community Inputs

The evaluation team estimates that the GOB has contributed \$1,239,507 -- \$474,317 (62%) more than originally projected. The GOB's additional contribution was mainly due to 1) increased salaries

for school teachers and nurses, 2) partial compensation for increased price of aviation gas, and 3) increasing road construction costs. Further, it is estimated that as of the date of the evaluation, local communities contributed \$145,000 or 83% of the total projected contribution; an amount expected to increase as various communities are still in the process of rebuilding their schools. The following table details projected costs and actual disbursements:

	<u>Components</u>	<u>Total Project Costs</u>	<u>Total Disbursed as of 10/80</u>
GOB	Salaries & office	\$156,690	\$ 336,577
	Gas subsidy	39,000	64,200
	Trunk roads & land	560,500	838,730
		<u>\$756,190</u>	<u>\$1,239,507</u>
Community	Labor & materials (30 schools, 4 health posts, 71 km. roads)	\$175,000	\$ 145,000
Totals GOB and Community		\$931,190	\$1,384,507

16.4 Other Inputs

The German Central Agency and other private donors have contributed a total of \$179,620 for the construction of several facilities; a tractor for the Chacobos group; typewriters, duplicators for each community; and a sawmill for the Ese Ejja.

17. OUTPUTS:

The following table shows projected and actual project outputs:

	<u>Projected</u>	<u>Actual</u>
1) Basic Economic Skills Training	<u>119</u>	<u>127</u>
Bilingual school teachers	60	53
Health promoters ^{1/}	14	4
Rural practical nurses ^{1/}	0	14
Radio technicians ^{2/}	30	37
Truck driver mechanics	4	4
Navigators and boat mechanics	8	12
Bee keeping & honey production	2	2
Clinical laboratory technicians	1	1
2) Basic Organizational and Skills Training	<u>81</u>	<u>143</u>
General leadership (persons trained)	78	137
Cooperative training (courses)	3	6
3) Other Outputs		
Trunk roads:		
1) Riberalta-Urresti Ranch	120 Kms.	120 Kms.
2) Chiquitano road (Concepción-Monte Verde)	25 "	25 "
Spur Road (Alto Ivon to main road to Riberalta) ^{3/}	-	25 Kms.
Penetration road (Tumi Chucua to Limón)	-	10 "
Cooperatives formed	4	3
Health posts	14	14
New schools created ^{4/}	-	30

^{1/} The program which started as a "health promotor" course was subsequently elevated to a "rural practical nurses" course. Of the 14 trainees who took the national exam for rural practical nurses, 3 scored perfect papers and the remaining 11 scored between 92-99%.

^{2/} Of the total 37 who received radio technician skills, 11 have taken a mid-level course and 10 have taken an advanced course.

^{3/} As a result of the availability of GOB construction machinery and adequate community participation, the 25 kms. spur road was improved to a six meter gravel road.

^{4/} Although no new school construction was called for by the project, SIL efforts with MEC officials resulted in the creation of 30 new schools constructed by the communities.

In sum, almost all of the output targets were achieved and often surpassed. The leadership training component provided 59 more community leaders than projected due to 1) the peoples' high degree of interest in participating in the program, and 2) the minimal cost per person required in transporting the additional trainees via chartered aircraft to and from the Tumi Chucua training center. Further, the cooperative training program doubled the project target of three to six courses. The bilingual school teacher training program fell below the target due to 1) SIL's insistence on maintaining high scholastic standards and therefore not approving marginal teachers for salaried posts, 2) the Western Guaraní Indians not being allowed by their "patrons" to attend the training courses, and 3) the Yaminahua Indians not meeting the necessary Spanish language proficiency level and/or other pre-requisites for attending the courses.

18. PURPOSE:

The project purpose is twofold:

- 1) "to develop a core of bilingual-bicultural leadership within thirteen of the ethnic groups of the lowlands of Bolivia," and
- 2) "to introduce these 13 groups to, and expand their interaction with the monetary economy and administrative structure."

Purpose 1):

During the period being evaluated a series of training courses were carried out: five large Summer courses for bilingual teachers and general leadership; six 3-month courses for training 4-5 rural nurses in each; five 3-month courses for the training of radio technicians

with 5-11 students each; and short-term vocational courses in mechanics and driving.

As a result of the training programs a core of 270 people who are more bilingual and bicultural has been formed, a good part of whom fulfill significant leadership roles (e.g. school teachers, rural practical nurses, radio technicians, mechanics, truck drivers, boat navigators and boat mechanics). All of the trainees are now more acquainted with the Bolivian socio-economic system and better prepared to interact with it. Unfortunately, not all of the groups which were programmed to participate in the project were able to be included, consequently leaving the Araonas, Pacahuaras and western Guaraní groups with insufficient leadership to achieve an adequate transition to the national culture.

Purpose 2):

During the period being evaluated many of the people of the 13 ethnic groups participating in the program have been introduced to the country's monetary economy and administrative structure (e.g. 61 of the people trained receive government salaries, and radio technicians are now able to earn income for their technical services).

Specifically regarding the cooperative program, the formation of three cooperatives has increased the communities' understanding of both the national administrative structure and the monetary system. The leaders of the cooperatives have had to use learned techniques to

fixing the sales prices of their products and in negotiating purchase prices. Further, the transportation cooperatives have greatly increased their interchanges with cities (e.g. the Ese Ejjas take their boat to Riberalta to sell bananas and cacao; women and young people are now going to the city to make their own purchases; the isolated Chiquitanos from Monte Verde ride to Concepción on their truck; and construction of the Monte Verde-Concepción and the Alto Ivon-Riberalta roads have made two way transportation and interaction between groups a reality).

Other examples of exposure to the country's monetary economy and administrative structure include: the increased contact of the rural practical nurses in Riberalta with the government administrative structure resulting in added confidence; commercial trips via private plane or truck by the Chacobo cooperative leader to carry out purchases for the village; increased assertiveness and more participatory role of women in economic and development matters (e.g., school teachers, nurses, seamstresses); and changed attitudes of men regarding the value of wives from that of beast of burden and reproduction to that of a person capable of learning and assuming more responsibility.

In general, the project has been successful in that it has had a positive impact on the isolated indigenous groups by raising their self-image; increasing confidence in their interaction with the dominant Spanish speaking culture; and attaining a more favorable treatment by the Spanish speaking "whites".

19. GOALS AND SUBGOALS:

The project goal is to:

"increase quality of life for ethnic minorities in Bolivia by providing basic infrastructure for education, health, and communication."

The four specific sub-goals include the following:

- 1) "Establish bilingual, bicultural primary education for 13 ethnic groups."
- 2) "Provide basic health services at the skill level of rural nurses for eight ethnic groups."
- 3) "Develop community leadership capable of initiating projects to improve communal level economy and relate to national governmental structure."
- 4) "Provide basic level of communication services to 11 ethnic communities of the eastern part of Bolivia."

Prior to the initiation of the project no schools, health posts, or communication means existed for the indigenous groups living in these isolated areas, and the presence of an economic system was practically non-existent.

As a result of the project, the national primary education system is functioning in 43 communities, representing 11 ethnic groups being taught both in their native languages and Spanish; preventive medicine (e.g. vaccinations) and curative medical services are available in community health posts under the auspices of the regional Health Unit of the Ministry of Public Health; trained community leaders are functioning in approximately 90 communities (61 government employees with fixed income); and a basic communications system links 12 native

communities with regional centers operated by trained indigenous personnel capable of repairing electronic equipment for maintaining contact with the national radio media.

20. BENEFICIARIES:

The direct beneficiaries include 12 of the stated 13 ethnic groups plus the Matacos and Trinitarios groups who benefitted by having some of their personnel trained. These beneficiaries represent a population of almost 50,000 of the poorest of the poor in 90 small and isolated communities. The greatest impact was made on 46 of the 90 communities where 11 ethnic groups are benefitting from permanently established schools, health posts and/or cooperatives.

Specific direct beneficiaries include: 1) 1,200 school age children attending newly established schools and receiving instruction in their own as well as in the national languages; 2) 127 trainees who now have salaries or other means of cash income (61 employed by the GOB and the rest who have other project generated means of income); 3) 142 who received basic training and now have the potential to work for monetary incomes; 4) 200 adults who learned to read in the adult literacy program; 5) 120 families who participate in the three cooperatives; and 6) 4,500 children who were vaccinated amongst 10 of the indigenous groups.

The indirect beneficiaries are: 1) those using the two trunk roads and one spur road (see Section 17 OUTPUTS) in the towns of Concepción,

Monte Verde, Urresti Ranch and Alto Ivon; 2) the Bolivians in the project area who can purchase goods and sell the produce of the cooperatives established under the project at more favorable prices; and 3) the GCB officials/SIL representatives who participated in the courses and who now understand more about these groups.

21. UNPLANNED EFFECTS:

1) Nine Chiquitano youths were motivated to attend the GCB Normal School at Portachuelo, of whom four have recently been assigned by the MEC to teach in their home areas; and some of those teaching in the project's courses for radio technicians have been offered positions by the national telephone and radio services.

2) The regular payment of salaries to teachers or health promoters has made them elite community members at times assuming privileged positions in their communities previously held by "patrons". In addition, it can be noted that the "patron" system which held the Indians in a tight system of debt peonage, is starting to be displaced as the communities attain their own financial resources vis-a-vis financial independence.

3) The rural access roads built under the project, and the project vehicle, now permit easier access to the hospital facilities in Concepción, which to date has resulted in the saving of the lives of two Chiquitanos.

4) The infant mortality rate decreased in two indigenous groups (the only ones that kept records): in the Siriono group from 50-75% (1966) to 20% (1980), and in the Chacobo group from 10% (1966) to 1.2% (1980).

5) Project trainees are now using latrines as a result of patterns set during courses.

22. LESSONS LEARNED:

1) It was found that a project of this nature requires the participation of persons knowledgeable of the national situation as well as of the indigenous cultures/languages in order to attain project objectives.

2) It was found to be advantageous to mix people from different minority groups in training courses in order to expose them to common problems and aspirations.

3) It proved beneficial to adopt schedules of classes to local customs (e.g. 6:45 a.m. - 9:15 a.m.) as community members are accustomed to work for 1 1/2 hours before breakfast.

4) It was found to be of double benefit to have GOB local officials address trainees regarding the purposes of their offices and the responsibilities of good citizens. This gave the trainees greater knowledge of government and a point of contact when doing their normal legal paperwork. Also, it benefitted the officials, helping them to understand the needs of the non-Spanish speaking rural community.

- 5) It was generally found that recent or marginal bilinguals, required more time to internalize basic concepts of health, mathematics, technical skills, and language training than originally anticipated. It can be concluded that it is advantageous to initially devote a lot of effort and time for imparting basic concepts before initiating practical vocational training efforts to the types of indigenous groups addressed in this program.

- 6) It was found that the personnel to be trained was of a better quality when selected by their communities. In addition, it was found that this selection process placed greater responsibility on the community and on the selected personnel, thus resulting in more successful training programs and post-training participant/community involvement.

- 7) The project demonstrated that a person with minimal or no formal education can learn sophisticated technical skills such as mechanics, radio and health technology. This is of particular interest in view that the general assumption is that one must have a higher degree of formal education in order to benefit from this kind of training.

- 8) Since it is a general rule that those of the dominant culture look down on the minority groups, great care should be taken in the selection of teachers who will empathize with and appreciate minority cultures. When possible, it is best to select teachers from minority groups who will serve as models for students.

9) Many of the published textbooks are too sophisticated for students of minimal or no education. To this effect, texts should be designed to incorporate both regionally and culturally related subject matter which is relevant to students.

10) It was found both necessary and helpful to have classes in new skills for women (e.g. sewing, cooking, weaving, leadership training) This increased their assertiveness, helped the entire community to develop, and resulted in several women becoming teachers on the government payroll.

23. SPECIAL COMMENTS:

The coordinator for the training courses in Tumi Chucua, Ms. Barbara Hoch, is presently finishing her doctoral program at the University of Pennsylvania. She is using basic data and learned experience from the project courses for her dissertation.