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**INITIAL EVALUATION:
INTEGRATED PROJECT FOR EDUCATIONAL
DEVELOPMENT (PIDE)**

AID EDUCATION SECTOR LOAN NO. 517-V-032

**REPORT PRESENTED TO
THE SECRETARIAT OF STATE FOR EDUCATION,
FINE ARTS AND CULTURE, AND TO
AID/DOMINICAN REPUBLIC**

BY:

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I. INTRODUCTION

In December 1978, AID extended to the Government of the Dominican Republic a loan of US\$7,500,000 dollars, matched by US\$10,406,800 dollars in counterpart funds, as part of the program designed to improve the quality and quantity of educational services available to all Dominicans. The purpose of the loan under consideration in this report is to provide at least four years of quality basic education to all Dominican children in the rural areas of the provinces of Peravia, Azua, San Cristobal, and the rural areas of the National District; and to implement educational reform in grades one through eight in these same areas.

The key components of this plan are based on critical problems and priorities identified in a SEEBAC/USAID sponsored sector assessment, published in 1979. This assessment study underscored the grave deficiencies in rural education. The joint response of SEEBAC/USAID was a strategy designed to focus on critical priority needs with a plan of action intended to have impact on every element of the educational system.

This evaluation report has two major purposes:

1. To evaluate current project status in terms of outputs and progress toward attainments of objectives.
2. To offer recommendations which may help to improve

project performance through the life of this project as well as during subsequent replications which may occur in other parts of the country.

The conclusions and recommendations presented in this report are based on data collected and analysed by the evaluator during twenty workdays on site. The columns headed "Conditions Expected at the End of Project" and "Outputs" in the logical framework of the project paper (and subsequent Revision Statements) guided the derivation of the objectives of this study and are listed below in the form of questions to be answered:

1. Is an information system functioning in the Secretariat and the four provinces providing up-to-date data on educational programs?

- a) Is there a facilities inventory that can be readily expanded to function as a nation-wide system?
- b) Is training being provided for SEEBAC staff in the Statistic's office and in Divisional offices?
- c) Is a yearly educational statistics report and a monthly progress report published?
- d) Are reforms monitored through surveys, both within and outside the target area?

2. Are research activities underway, administered by an educational research system, and coordinated with the information system?

- a) Has valid baseline information for the target area been established?
- b) Has an achievement testing system been established?
- c) Are independent researchers conducting appropriate research projects in the target area?
- d) Are research reports published and disseminated as appropriate?

3. Have additional teachers and support personnel been hired and have teachers, administrators, and technicians been upgraded?

- a) Have 276 classroom teachers been hired?
- b) Have 70 practical arts teachers been hired?
- c) Have 47 support personnel been hired?
- d) Has short-term in-country training been provided?
- e) Have GODR administrators and educators travelled in-country for interchange of ideas and observation of programs?
- f) Has technical assistance been provided to create an on-going system of educational supervision and administration within the nuclear structure and

to provide on the job training in SEEBAC and in the Regional Directors offices?

- g) Has out-of-country participant training been provided?
- h) Has twelve months of technical assistance in educational administration been provided?
- i) Has twenty-four months of technical assistance in teacher training been provided?
- j) Have teachers been trained to carry out educational reform in target areas?
- k) Have Secretariat, Regional, District, and Nuclear level Administrators been trained in the target area?

4. Is the new curriculum implemented and are newly developed teaching materials and teacher's guides being utilized in the target area?

- a) Have teachers guides which use the curriculum guide as a base been developed and published?
- b) Have instructional materials kits been provided to all primary schools (maps, charts, globes, chalk, blackboards, pens, etc.)
- c) Have agricultural hand tools been provided for all schools?

- d) Have basic kitchen equipment sets, hand tools and workshop materials been provided for each of the 87 central schools?
- e) Has each central school been provided with facilities and books for a small library?
- f) Are instructional materials for use by rural primary school teachers being prepared?

II. METHODOLOGY

In order to obtain the information needed to achieve the objective of this report, a variety of techniques were used, as described below:

Time Line

At the request of AID, the Evaluator arrived on site on March the 3rd. Three days were devoted to an intensive examination of Project PIDE (Proyecto Integrado de Desarrollo Educativo) files maintained at the AID office, and to preliminary discussions with education officers. Review of project files, and interviews with PIDE staff and related team members, technical assistants, and officials of the Secretariat of Education, Fine Arts, and Culture (SEEBAC) were conducted during the period of time between March 8th and March 19th. During the same period of time, four days were spent in the field in order to conduct interviews with District directors, school principals, teachers, parents, and local community officials and to observe the teaching/learning process in the rural primary schools. The schedule for these activities is presented in Appendix B.

Sample and Instruments

The evaluator requested that the PIDE Educator select a set of schools which could be visited in the four days

available for that purpose, which included an example of each of the types of schools (central, subcentral, satellite, and isolated) and which included personnel who were enthusiastic about the program, along with those who were expected to be critical of the program. In addition, the evaluator requested that this sample include schools which were considered to be functioning properly, and those which had not yet met the standard. Accordingly, a sample of convenience was selected which met these criteria. Isolated schools could not be included, however, because of time limitations.

During the four days of visits to the rural schools sites in the Project PIDE area, interviews were conducted with three district directors, ten school directors, three school coordinators, six parents, nine teachers, and one health promotor. In addition, the teaching/learning process in 34 classrooms was observed. The location of the sites visited is indicated in the itinerary presented in Appendix B, along with a list of Secretariat officials and Project PIDE staff members interviewed during March 8th through March 19th.

At the conclusion of the first day's work with Project PIDE officials, a data collection instrument was devised to serve as a guide to classrooms observations and to insure consistency during interviews conducted in the field. The items in the instruments were intended to permit verification of

the project's impact in bringing about changes in rural primary school education.

Interviews with Secretariat officials and with Project PIDE staff members were structured to establish the relationship of the person or group interviewed to the project purposes, delineate the nature of the tasks undertaken in relation to those purposes, note perceptions of major accomplishments and unresolved problems of the project, and solicit suggestions for project improvement.

Copies of the instruments used in field work are presented in Appendix A.

Data Collection and Analysis Techniques

Interviews with PIDE Project team members and with Secretariat officials were accomplished in collaboration with Project PIDE staff members, who arranged for transportation, set up the schedule of interviews, and were present to introduce the evaluator and establish an appropriate setting for the interview. Similarly, data collection in the field was facilitated by the support provided by Sr. José Joaquín Arias and by professor Juan Casilla, Administration and Supervision Team Leader, whose assistance and advice on data collection procedures best suited to the Dominican country side proved invaluable. Upon arriving at each site, the purpose of the visit and of the

Project evaluation was explained to the appropriate authorities, thereby setting the stage for establishing rapport in the limited amount of time available for data collection.

Tabulation and analysis of the information gathered during the data collection period was completed by the Evaluator at the conclusion of this phase of the task. The information obtained through these various means has been incorporated in this report and has served as a guide in the formulation of conclusions and recommendations.

Limitations

Although the evaluation process was carried out with the full cooperation of Project PIDE staff, and with full support by both AID and Project officials, constraints imposed by the time limitations established for the evaluation process cannot be ignored. The time line made it impossible for project staff members to be fully involved in the development of the design strategy, eliminated the possibility of visiting isolated schools because of the time involved in getting to them, and greatly reduced both the number of interviews conducted and the observation period in each of the classrooms visited. Finally, the limitations inherent in data collection from a sample of convenience rather than from a randomly drawn sample must be noted. The conclusions and recommendations of this evaluation report must be considered in light of these cautions.

III. PROJECT STATUS

In this section a description and interpretation of relevant characteristics is presented, as well as the Evaluator's conclusions with respect to each Component under consideration.

A) Educational Statistics and Information System

Is an information system functioning in the Secretariat and the four provinces providing up-to-date data on educational programs?

1. Findings

As of February 1st, 1982, 75 percent of the project time had elapsed. Of the \$142,000 dollars allocated by AID for this component, \$6,000 dollars was spent on technical assistance, and \$275. dollars was spent on publications, leaving \$135,725. dollars balance for the component. As of December 31, 1981, which represents approximately 70 percent of project time elapsed, the Government of the Dominican Republic (GODR) had spent none of the \$20,000 allocated in its budget for Component One. Component related activity underway includes the provision of out-of-country training to four of the 23 scholarship students at the University o New Mexico -and publication of the first edition of the "Pedagogical Review". In addition, technical assistance in educational statistics has been

provided through UNESCO funds, with the second stage of this assistance under way at the present time.

- a) Is there a facilities inventory that can be readily expanded to function as a nation-wide system?

A facilities inventory has been developed, evidently by Project PIDE staff, but not yet applied to all schools. This form was designed to be completed by rural site rather than project staff. It appears that reporting errors and possibly deliberate misrepresentations were included in the responses solicited through the use of this form. There are speculations that rural site staff members, in their understandable zeal to be eligible for materials and equipment needed at their centers of operation, have no compunctions about distorting data.

There is also a second facilities inventory, devised by the Office of Educational Statistics independently from Project PIDE which is now being printed. It was developed as the result of a request by the President's Technical Subsecretariat. It has been reviewed by the Directors General, but has not been field tested.

- b) Is training being provided for the SEEBAC staff in the Statistic's Office and Divisional Offices? According to information obtained during inter-

views from the Statistics Office, no training has been provided to the staff of that Office since the end of 1980. However, the final report of a UNESCO statistics consultant, Gustavo Bastarrachea, provides extensive documentation of the particulars of a 10-day training session in educational statistics which took place from the 20th through the 30th of April in 1981. Page three of this report states that statistics specialists and educational officials at both central and regional levels were included in the training course. In addition, a second phase of UNESCO sponsored technical assistance is underway at the present time, under the leadership of Eduardo Ortiz. His forthcoming final report should also be consulted for additional details on this point.

- c) Is a yearly educational statistics report and a monthly progress report published?

The evaluator found no evidence to indicate that this is being done. The only related publication is the first edition of the "Pedagogical Review", dated November-December, 1981.

- d) Are reforms monitored through surveys, both within and outside the target area?

The evaluator found no evidence that monitoring surveys have taken place.

e) Areas of Concern

1) It was impossible for the evaluator to form a conclusion as to whether or not additional technical assistance is needed in this area. PIDE staff members report that the Office of Educational Statistics sees no need for further help in view of the technical assistance provided through other agencies. However, during interviews conducted with District and School Directors, not once was there mention of perceived duties in regard to an information system.

2) A related concern has to do with AID's refusal to hire an educational statistics consultant selected by the PIDE Project according to prearranged criteria early in 1981. The perception among PIDE staff members was that they had full authority to proceed and to initiate negotiations. When they were told by AID that they would not hire the selected consultant, and when no explanation for this decision was provided, the generally harmonious inter-action between AID and counterparts was negatively affected. This negative impact was aggravated when this same consultant appeared in the Dominican Republic shortly after the time of the misunderstanding to render three months of excellent service under contract to UNESCO. It is likely that the consultants presence at the time originally requested could have done much to move implementation of this component along to its desired end. Since

the local AID Mission was apparently acting on instructions from Washington, it is important for the record to reflect that setbacks in this area must be attributed to a number of different factors and agencies.

3) there appears to be a serious breakdown in communication between the PIDE Project office and the Office of Educational Statistics. The Director of that office states that information regarding the Project has not been provided, not even in regard to the educational statistics component of the Project. Project PIDE staff members, on the other hand, offered not just denials of this statement, but examples to demonstrate that information had in fact been provided along with invitations to take advantage of the facilities and funding which the project has to offer. The office Director reports that she requested a copy of the project description during a meeting she attended, did not receive it and made no attempt to follow up on the request. She affirms that informal offers of assistance and cooperation have been extended related to funds available for publications and for technical assistance, but that nothing was submitted in writing and in any case the Office does not need technical assistance.

Such obvious disparities in perception of these events are clearly beyond the realm of the evaluator to resolve. Furthermore, it must be noted that the interview with

the office representative was singularly disagreeable. This surprising factor is worthy of note not only because it may possibly affect the objectivity of these findings, but even more so because it may indicate a generalized hostility in that office to the PIDE Project and to persons who are assumed to be its staff members.

4) It appears that the Computer Processing staff has not yet processed the first thing requested by the Educational Statistical Office. A request to process, for example, 1980-81 registration data was submitted in October of 1981. As of March of 1982, this job had not been finished.

5) It is generally assumed that the computer processing staff is fully occupied dealing with payroll tasks. Nevertheless, since July of 1980, it was planned that "The Dominican Director of the AID loan financed project will have full access to computer time" (711-80 telegram drafted by T. Ross, AID/DR, to Kenneth Martfn, AID/DC.)

2. Conclusions

The objectives of this Component have not been achieved, nor are they likely to be achieved between now and the Project deadline date of December 28, 1982, unless SEEBAC gives high priority to solving the problems outlined above. The success of this component is crucial to future impact and goal level evaluations of Project PIDE, and to guiding

the development of future interventions in other regions of the country.

8) Research and Planning

Are Research activities underway, administered by an educational research system, and coordinated with the information system?

1. Findings

As of February, 1982, with 75 percent of project time elapsed, 6,000 dollars had been spent for technical assistance and \$19,000 dollars for intended research activities out of the original AID allocation of \$188,000 dollars, leaving a balance of \$163,000 dollars. As of December 31, GODR had spent none of its \$44,000 allocated for this component. An additional \$100,000 dollars of AID funds may be encumbered for research studies (see Project Quarterly Report, July 27, 1981).

There is evidence of activity intended to meet the goals of this component. By November of 1980, for example, proposals for independent research projects were under review. In April of 1981, PIDE Project staff members and AID Education officers exchanged correspondence related to terms of the contracts for these research proposals. By August of 1981, the decision had been reached to fund four research proposals from each of the two institutions. Four Dominicans

had been selected for training at the University of New Mexico who were to assume roles in the research and planning departments. There was a suspension of activity under this component until December of 1981 when the Secretariat of Education was to have named the new Director of the Planning Department which coordinates investigation activity. In September of 1981, Project PIDE staff members had requested technical assistance for the Research Department, coordination of independent research projects by SEEBAC staff, and the appointment of a permanent Director for the Research Department. In December of 1981, follow up meetings were held between Project PIDE staff members and the Interim Director of the Research Office. These requests responded to agreements reached at an August 1981 meeting between PIDE staff members and the AID Education Officer regarding the status of independent research projects. In February of 1982, the PIDE Project Director met with representatives of the Research Office for similar purposes.

During the period of time referred to in the preceding paragraph, a new Secretary of Education, a new Planning District Director, and a new Interim Director for the Research Office were appointed. To date, there is still no permanent Director for the Research Office, although this appointment is considered to be a prerequisite for accomplishing

the objectives of the component. A further complicating factor was the high cost attached to the proposals turned in for independent research, a factor which resulted in the decision to fund only four of those proposals.

- a) Has valid baseline information for the target area been established?

There is no evidence to indicate that such information has been gathered. Staff members in the Research Office are not aware of any such activity.

- b) Has an achievement testing system been established?

According to information obtained in interviews conducted with representatives of the Research Office no such system has been established. In addition, it may be that there is question within the Secretariat as to whether it is appropriate to establish such a system.

- c) Are independent researchers conducting appropriate research projects in the target area?

Four research projects have been selected. The present status of these investigations cannot be determined from information available in the files. Staff members interviewed from the Research Office are not involved in this undertaking and have no information regarding its status.

- d) Are research reports published and disseminated as appropriate?

No research reports have been published to-date, but a mechanism for dissemination of such reports is available through the "Pedagogical Review". However, according to the Research staff, appropriate coordination mechanisms have not yet been established with the Computer and Education Statistics Offices to assure the attainment of the intent of this objective.

e) Areas of Concern

1) In spite of over two years of efforts, appropriate linkages between the PIDE office and the Research Office have not been formed. There appears to be no particular source of objection to this linkage, nor to the common goal of institutionalizing the research process at SEEBAC, but on the other hand, no one seems sufficiently involved or committed to the task to be able to devote full attention to the development of appropriate mechanisms for goal attainment.

2) There is a common perception that SEEBAC has been so fully occupied with operational tasks that the full value of the research effort, and of the structure required to realize that value, has not been realized. Each department within SEEBAC, for example, conducts its own research. The Research Office does not have authority or control over the research process in these other divisions, and if asked

to intervene, the request may come after it is too late to rectify errors in the research process. Research reports from other offices are not regularly sent to the Research Office for review or cataloguing. Tasks are assigned to Research Office staff members which do not always relate to the central function or mission of that office. At the present time, their assignments include developing policies for educational research, revising the 1982 plan of operations, reviewing evaluation research conducted by other departments, and developing preliminary plans for a research center. Just one of these tasks - reviewing evaluation reports - requires more staff members than are presently assigned to the entire office.

Oftentimes, research related tasks come to the Research Office with procedures and budgets already specified, rather than presenting the objective of the study and allowing the specialists in research to formulate the processes and state the requirements for reaching that objective. The perception exists that when the Research Office does have the opportunity to carry on research, the results of that study are ignored, as appears to be the case in a study conducted on the need for schools in Santo Domingo.

3) It is widely believed that the appointment of a permanent director would pave the way for resolution of

many of the problems associated with this Component. However, the salary to be offered to a permanent director may not be commensurate with the tasks of that office, when combined with the Project PIDE assignments. It is believed that persons with skills sufficient to carry out the joint set of assignments could easily command a higher salary in other positions.

2. Conclusion

The objectives of this Component have not been achieved, nor are they likely to be achieved between now and the project deadline date of December 28, 1982, unless SEEBAC gives high priority to solving the problems outlined above. The success of this component is crucial to future impact and goal level evaluations of Project PIDE, and to guiding the development of future interventions in other regions of the country.

C) Additional Staff and Upgrading of Teachers, Administrators, and Technicians.

1. Findings

A total of \$972,000 dollars has been allocated by AID for this component. Of that amount, approximately \$300,000 dollars has been spent for technical assistance and training activities. As of February, 1982, 75 percent of project time had elapsed and \$600,000 dollars was left as an unencumbered

balance. As of December, 1981, GODR had spent \$1,104,819 on this Component, a figure representing 60 percent of the funds allocated for activities in this area. Of this amount, less than \$600 has been spent for purposes other than salaries for additional staff members.

In-country training has been provided for 2,366 participants in over 86,000 person/hours of instruction. Over 11 different workshop courses have been developed and presented during the period of time between May of 1981 and March of 1982. Evidence of overwhelmingly positive participant response to these training efforts is present in the evaluation section of the workshop files maintained in the PIDE offices. A copy of the training evaluation form and of additional descriptions of the courses offered are presented in Appendix D.

Out-of-country training has also taken place. A series of observation trips within LatinAmerica were carried out in relation to the educational materials development Component. Short and long-term training abroad has been provided through the University of New Mexico to two different groups of SEEBAC staff members. As of February of 1981, plans were underway to select 24 persons for training in education statistics, educational planning, educational administration, school supervision, regional education planning, educational systems analysis, and curriculum development.

Of all the persons interviewed both at SEEBAC and in the field, only one neglected to list training activities as one of the major accomplishments of the PIDE Project. The following comments are representative statements made during the interview process;

A real morale lift -it created a real change in teacher's attitude.

It raised the academic level of teachers.

Training in how do do lessen plans eliminated the problem of tardy teachers. When teachers set their own objectives they become aware of the time required to realize them.

The concepts presented at the workshops reinforced what is offered at the University and relates to what is needed in the schools.

The training process has generated increased levels of interactions among teaching colleagues who met at the workshops and continue to inter-act during subsequent meetings at the University.

Teachers are better prepared.

Teachers are more interested in their work.

There are greater gains in learning among students.

I have worked in other areas and I can see the impact of the PIDE Project is that it has awakened interest in

professional growth. There is a better understanding of how and why to do plans.

The PIDE Project influence accounts for the implementation of educational reform in this zone.

- a) Have 276 classrooms teachers been hired?
- b) Have 70 practical art teachers been hired?
- c) Have 45 support personnel been hired?

The GODR has spent \$1,104,225 for salaries for additional teachers and support personnel. This sum represents close to 60 percent of the amount allocated for this Component. Apparently, few if any practical arts teachers have been hired. Several directors stated during their interviews that practical arts and agricultural teachers were urgently needed.

- d) Has short-term in-country training been provided?

Yes, as described at the beginning of this section and in Appendix D.

- e) Have GODR administrators and educators travelled in country for interchange of ideas and observation of programs?

Yes, to some extent. A copy of the bi-monthly administration reports dated July of 1980 through October 1980, documents travel for school construction purposes, for administrative purposes, and for periodic meetings of the Directors of nuclear schools. In addition, Secretariat and PIDE Project

officials travel for the purposes of school inaugurations. However, one of the recurring complaints from staff members, team members, and rural administrators is that transportation for observation of programs is not available. There is some speculation that available vehicles are commandeered by persons working solely in the area of school construction, to the detriment of other components of the Project. Even when vehicles are available, the procedures for getting gasoline seem burdensome to the point where the value of such trips may be lost because of the disproportionate amount of effort involved in making arrangements for the trip. Furthermore, these procedures seem to require specifying exactly how many miles will be travelled in advance of the trip, a requirement which ignores the realities of travel in rural parts of the country where unforeseen and unforeseeable detours are common place.

- f) Has technical assistance been provided to create an ongoing system of educational administration and supervision within the nuclear structure and to provide on-the-job training in SEEBAC and in the Regional Director's Office?

Yes, technical assistance has been provided, and training in administration and schools supervision has also been offered. These courses were signaled out for positive comment by twelve of the sixteen field administrators inter-

viewed by the Evaluator. Nevertheless, there are apparently many unresolved problems in this area. District Directors, for example, comment that their responsibility is not matched by their authority and that they have no budget power. They do not select the teachers or custodians who will be employed in their districts, they have no appeal if they are assigned to another post, and they must pay out of pocket the expenses involved in travelling to remote locations in order to carry out their supervision functions. The bottom line is that teachers working double sessions have higher pay than District Directors do, with far less responsibility. Directors of Central Schools cite similar problems. If they offer follow-up training, for example, they have no budget to draw on to pay for the participants lunches, for secretarial services, or for their own travel expenses in getting to the workshop location.

During interviews carried on with 13 school Directors or Coordinators, they were asked to state the major responsibilities of their positions and to give examples of each function. The list included:

Supervision and administration;

Community involvement;

Teacher training;

School maintenance;

School construction;

Direction and control;
Evaluation;
Coordination of teachers' work;
Resource acquisition;
Planning;
Curriculum development;
Adult education; and
Assistance with agricultural census.

In the majority of instances, it was evident that many of these functions were not yet fully mastered. As a matter of fact, the majority of the Directors asked for more supervision and administration training, and for more follow-up services from technicians. It was evident from the examples listed for the function of supervision, for example, that the difference between supervision and inspection was not yet fully realized. In other instances, school directors would be away from their school site without leaving word with their staff members as to their whereabouts or time of return.

There was no consistency in the sets of tasks described by the three school coordinators who took part in the interview process. Essentially, each coordinator's role is designed by his immediate superior. The coordinator receives no salary increment and does not have access to training programs offered to administrators.

A five-person administration and supervision team is located in the primary office. This five-person-team has responsibility for 85 nuclear zones, including both primary and intermediate grade levels, in the Project PIDE target area. Eventually, the team will have responsibility for 378 such zones throughout the country.

The team members are scheduled to work only until 1:30. There are difficulties involved in gaining transportation needed to work with field personnel. The perceptions exists that educators receive \$12. per diem although engineers apparently receive \$20. even when they don't incur in hotel expenses. They are responsible for follow-up work in all areas where training is provided but are not fully appraised of the details of course design and implementation. In addition to Project PIDE tasks, the team also carries out assignments for other entities within the Secretariat.

g) Has out-of-country participant training been provided?

Yes, such training is also in progress at the present time for the second group of students attending the University of Mexico.

h) Has twelve months of technical assistance in educational administration been provided?

Nine months of technical assistance was provided between February and November of 1981. Additional technical

assistance is available on call from the consultant in teacher training.

- i) Has twenty-four months of technical assistance in teacher training been provided?

Such assistance is being provided.

- j) Have teachers been trained to carry out the educational reform in target areas?

Training has been provided, as described above.

The initial impact of such training is clearly visible in rural classrooms. Of the nine teachers interviewed, six referred to their lesson plans and to its relationship to the curriculum guide. Teachers report that they are putting into practice the following methods presented during training courses:

Use of environmental resources in science instruction.

Application of PIAGET's concepts of three-stage learning, with emphasis on use of concrete objects.

Evaluation and testing.

Group dynamics

Multigrade teaching techniques.

Development of objectives.

They report that the following topics, however, were of limited utility:

Multigrade teaching techniques are not effective in unitary schools where there are fifty or more students enrolled, as there are in many rural schools.

Group work is not possible in a physical setting where there is no space, few chairs, and no shelter from rain if the class moves to the patio.

Too much detail and duplication is involved in the format for long-range planning.

Rural students are not sufficiently open to be receptive to the language arts methodology recommended in the course.

Social studies methods are hard to implement, especially in the area of geography.

Transportation is needed for field trips.

In the evaluator's brief observation of the 34 classroom settings, it could be noted that follow-up assistance was needed in order to perfect the techniques being used by the teachers. PIAGET's three-stages, for example, were utilized as organizing devices for lesson plans, not as a means of adjusting instruction to student level. In three instances the evaluator observed the use of concrete objects. Unfortunately, in each of these cases, the concrete objects were too small to

be seen by most of the children in the classroom. In three classrooms, attempts were made to link the topic under discussion to environmental phenomena. A lesson on agricultural products was embellished with a reference to parents who were in the nearby sugarmill. In another instance, a lesson on vertebrates included a request for children to identify vertebrates in the immediate area. In the third instance, however, the attempt to use environmental resources seemed strained ("The structure of the human family is like that of horses or of chickens").

Traditional methods were those most often observed. In six classrooms, the teacher was conducting a question and answer drill. In thirteen classrooms, the students were busy copying material into their notebooks from the blackboard, occasionally with one student doing work at the board. Teachers were frequently observed checking student's notebooks one at a time, while the rest of the class members were left without specific assignments. In one instance, a teacher was giving two pebbles to students so they could discuss their characteristics. Since only one student at the time had the pebbles in his hand and was in a position to comment, the attention of the rest of the class was lost. Four instances of choral repetition were observed, with enthusiastic and active student participation levels.

- k) Have Secretariat, regional, district, and nuclear level administrators been trained in the target area?

Training is under way. As noted above, additional follow-up is needed.

2. Conclusion

Activities related to this component are well under way. Objectives have been partially achieved. It is unlikely, however, that they will be fully achieved by the deadline date of December, 1982. The original plans anticipated that 4 years of intervention would be needed to bring about goal-related attitudinal and behavioral changes. Because of delays in initial implementation, only 2 years of Project activity will have taken place by December, 1982.

D) Educational Materials Development

Is the new curriculum implemented and are newly developed teaching materials and teacher's guides being utilized in the target area?

1. Findings

As of February, 1982, with 75 percent of project time elapsed, the original AID allocation of 720,000 dollars had been reduced to \$580,000 dollars. Expenditures have been made for technical assistance, practical arts equipment, basic school equipment, and for library services, leaving a

balance for this component of \$417,034 dollars. No funds were allocated by GODR for this purpose.

During this period of time, basic school materials and office equipment and supplies have been ordered and distributed, coordination of activities between the PIDE curriculum unit and other entities within SEEBAC and in the Agricultural Department has been established, specifications for additional materials have been prepared, the fourth grade curriculum guide received preliminary distribution, and 210 teachers were provided with 50 workshop hours of instruction in the preparation of materials. Materials to support the workshop plans and for follow-up purposes have been developed, printed, and distributed. Initial plans for provision of library materials have been established.

In the process of reaching these goals, the PIDE materials development team has received valuable on-the-job training, not just in materials development, but also in planning, budget, project administration, curriculum, management, training, and purchasing procedures and specifications. As documentation for these accomplishments, the following materials are presented in Appendix E:

Distribution plans for materials and equipment to district and central school offices;
Guide to the use of educational equipment and materials;

Bulletin for directors ;
Specifications lists for basic school equipment
and for office equipment ;
General scope of work for the curriculum unit ;
The title page from a teachers guide on
multigrade teaching for use in conjunction with
a workshop on the same topic ; and
Two sample control sheets for material distributed
through this Component of the PIDE Project ;
During the evaluators observation of 34 classrooms
in the PIDE target area, the following teaching material was
evident :

Commercial photographs ;
Hand-lettered greetings ;
Student work (In only one instance) ;
Current events newspaper clippings ;
Classroom rules (in seven classrooms) ;
Calendars (in seven classrooms) ;
The Dominican flag ;
A holiday poster ;
Days of the week ;
A teacher made model of a clock (in five class-
rooms) ;
A display of types of rocks ;
The letters of the alphabet (in three classrooms) ;

An abacus ;
Concrete items representing fractions pasted
in students' notebooks ;
Labels for classroom objects ;
A map of the country ;
Pocket charts to use as reading reinforce-
ment (in six classrooms) ;
Patriotic mottos or photos (in 5 classrooms) ;
A globe ;
The school's schedule of classes (in five clas-
rooms) ;
Five "classrooms" had no walls, display area,
or storage area ;

The educational materials component was cited as one of the major accomplishments of the PIDE Project by the majority of respondents interviewed both in the field and at the Secretariat. There was much demand for additional training and follow-up services. Recently distributed office equipment and supplies and basic kits of schools supplies were evident in the seven schools where interviews took place in the Director's office.

a) Have teachers guides which use the Curriculum Guide as a base been developed and published?
As noted above, methodology guides which are provided in conjunction with training services have been

developed. Booklets for the teaching of language arts and social studies, for mathematics and science, and for multi-grade teaching have been distributed. The Curriculum Guide itself has been prepared by the Secretariat and only through the fourth grade. The bulk of educational reform activities will appear at the fourth and fifth grade levels with the incorporation of agriculture and animal husbandry, home economics, and industrial arts. These Curriculum Guides and supporting teacher materials are in the process of being developed. Apparently, the Materials Development Unit of the project is also taking on work which was to have been done through the Curriculum Unit. Nevertheless, commendable progress has been made, steps towards institutionalization have been taken, and coordination with appropriate outside agencies such as the Department of Agriculture has been effected.

- b) Have instructional materials kits been provided to all primary schools (charts, globes, chalk, blackboard, pens, etc.)?

Widespread distribution of these materials was evident during the evaluator's tour of schools in the project area.

- c) Have agricultural handtools been provided for all schools?

No. The items to be included in the set of

agricultural handtools have been identified with the cooperation of agriculture experts, and a specifications list is being developed. However, until the agriculture and animal husbandry section of the Curriculum Guide has been developed, and training materials and sessions are established, it would be premature to distribute these tools. It would also be inappropriate to provide these materials to all schools in the project area, since not all schools have potential for proper utilization of these materials. A list of criteria has been organized and a resulting inventory applied in over 200 schools to date, in order to identify those areas where this intervention is indicated. The list includes such items as sufficient land for agricultural purposes, assurance of cooperation by responsible and knowledgeable persons, availability of water and previous experience.

d) Have basic kitchen equipment sets, handtools, and workshop materials been provided for each of the 87 Central Schools?

No. The pre-requisite development of curriculum and teaching materials has not yet been completed.

e) Has each Central School been provided with facilities and books for a small library?

Initial efforts to secure the support of Parent's Associations who will provide funds for books and supply book-

shelves have taken place. A preliminary plan for book purchases has been developed but not yet submitted.

Several problems appear to be delaying the team in its work. In the first place, in order to visit rural communities and provide orientation in library procedures and in the pre-requisites for receiving books, the team needs authorization for transportation and for per-diem expenses. Such resources are not readily available even for the purpose of going to a local book store to determine what is available. In addition, it is the evaluator's opinion that visits to the field are required in order to gain input from the intended beneficiaries on materials which should be included in the basic booklist. The preliminary version of the general culture section of the booklists, for example, includes only one item by a Dominican author, but does include such entries as El Quijote, Robinson Crusoe, Cinderella, and Tom Thumb. The relevance of these items to the concern of rural students, teachers, and parents, and to the guidelines established on pages 9 and 11 of the First and Second Grade Curriculum Guide, seems remote to the author of this report. Nevertheless, such judgements are best informed by in-the-field needs assessment.

There may exist a certain level of indifference to SEEBAC needs on the part of the three major booksellers in the country, who seem to enjoy a nearly monopolistic position in the market. It seems unnecessary, for example, for a

Library Team member to have to spend time writing down the names of books available from a local book seller, when such lists should be forthcoming from the vendor. If in fact these vendors enjoy a privileged position which conflicts with the best interests of SEEBAC, it might be worthwhile for the upper management levels of the Secretariat to consider whether it is proper and productive to permit SEEBAC staff members to receive compensation as authors of materials sold by the publishing houses, and also to participate in the evaluation of materials sold by these same sources.

A related complication which appears to have paralyzed the work of the Library Team is that there is no mechanism they are aware of for buying books outside of the Dominican Republic. All books purchased through the local vendors are published in Spain. Spain, however, is listed as one of the countries from which purchases may not be made with project funds. Since this prohibition probably stems from AID requirements, it may be that AID can help to offer a solution.

The Library Team's implementation plan, their preliminary book selection list, and a copy of the November 4th 1981 memo prohibiting purchase of materials from Spain are included in Appendix F.

- f) Are instructional materials for use by rural primary school teachers being prepared?

210 teachers have participated in 50 hours of workshops instruction in the preparation of instructional materials. Each of these 210 teachers returned to the home school with 30 different types of these materials which had been prepared at the workshop. On March 26, 2,800 teachers will participate in 10 hours of similar workshop instruction to be conducted at each of the 86 central school sites by the 210 previously trained teachers. This training will be conducted each Friday from March 26 through the end of school on April 30th, and will enable each participant to prepare 10 sets of instructional materials developed as result of the instruction.

- g) Areas of concern

1) The Materials Development Team does not include a representative from the Primary Department, which is the division with principal responsibility for on-going implementation of the work of this group.

2) The production goals to be achieved by the unit have not been matched by provision of supportive services and facilities which are absolutely required if these goals are to be realized. Adequate work space, files, secretarial services, and typewriters have not been provided, although they were requested in October of 1981. The evaluator's first

interview with members of this Team interrupted a work session. Six people were gathered around one medium-sized table, not in any way large enough to accommodate the various sets of materials each unit member needed to have immediately at hand. One of the members was serving as a temporary human file cabinet, trying to provide materials as needed by the group from the set of some 35 files she had balanced on her lap while at the same time contributing to the group discussion. This work was being carried out in a room which had multiple purposes, including that of providing storage space for lunch for the numerous persons who work in the PIDE Project area. Consequently, the meeting was constantly interrupted by people walking in and out of the room for various reasons.

Many of the persons in the Team work from 8:00 a.m. to 6:00 p.m., but they are paid for only the morning hours of their work. Some team members have accepted other positions during the afternoon or evening hours which results inevitably in fatigue and in dilution of attention to Project goals.

Some members of the Team receive \$220 pesos a month salary, while others, doing exactly the same job within the team, receive a monthly salary of \$450 pesos. It would be surprising if morale were not deteriorating within the ranks of this group. There is widespread perception that

it is unfair to expect materials production goals which to date have required frequent stints of 8 to 16 hours labor a day, on an uncompensated bases, in order to meet deadlines. To add insult to injury, staff members who volunteered to work on their own time in the afternoon find themselves out of pocket for lunch and additional transportation expenses, and cut themselves off from the possibility of seeking additional income through afternoon or evening positions. Oftentimes, the team elects to work at the home of a member of the Unit because the SEEBAC facilities are so inadequate in terms of space, privacy, work area, and storage.

The work of the team is also hampered by difficulties involved in securing vehicles and per diem for follow-up visits. The evaluator can attest to the impact this work is having in rural classrooms, where, as noted above, increased use of educational materials is evident. The evaluator can also attest to the need for follow-up services so that teachers who have acquired motivation to develop and use these teaching aids can be given corrective feed back in the effective implementation of these efforts.

3) It is frequently reported that urban schools require the services of this component as much as rural schools do, and that migration patterns within the country warrant extension of services to those schools.

4) There is a growing awareness that is impossible to include all of the planned subjects in a four-hour school day. The curriculum presently includes language arts, math, social studies, science, and is to be expanded to include home economics, agriculture and animal husbandry, industrial arts, and physical education.

5) In only two instances, complaints were voiced in the field regarding the distribution of office equipment or school furniture. In one instance, the complaint was that some schools were given two typewriters and other schools were given none. In the second instance, the principal felt that school furniture which had been delivered to the schools but was intended for a different school site should be left where it was delivered. A portion of this type of criticism may be attributed to vested interests, but it may also reflect a lack of clarity in communicating the criteria for the distribution of these goods.

2. Conclusion

The accomplishments to date of this component are numerous and have far reaching impact. It can be predicted, however, that complete attainment of goal level objectives will not be accomplished unless organizational and structural rearrangements are made. Furthermore, the multiple tasks originally scheduled for accomplishment within the anticipated

four year period can in no way be realized within the short period of time left before December 28, 1982 deadline date.

IV. RECOMMENDATIONS

In this section, suggestions are presented intended to help bring about the accomplishment of those objectives not yet realized, and to address the areas of concern presented in the previous chapter. Recommendations related to project administration, construction, attendance, and the design of future impact and goal level evaluations of Project PIDE are also provided.

A) Educational Statistics and Information System

1. The National Planning Council which directs the work of Project PIDE is urged to review the recommendations of the Educational Statistics specialists who have worked as consultants in the Dominican Republic in 1981 and in 1982 and to determine if additional training or technical assistance is needed by staff in the Statistical Office or in the Regional Office. In addition, consideration should be given to selecting a consultant in organizational development to help establish an appropriate monitoring system and coordination mechanisms to enable staff members working on this Component to accomplish their tasks in timely fashion.

2. Similarly, either the National Planning Council or the organizational development consultant should take steps to insure that clear and open lines of communication exist between Project PIDE and Office of Educational Statistics

staff members. In particular, there should be a clear designation of the persons and agencies responsible for implementing the educational statistics and information system components of Project PIDE, along with authority sufficient to insure compliance with this mandate.

3. Manpower allocations and tasks assigned to the Computer Department should be reviewed and appropriate adjustments made so that information system requirements can be satisfied.

4. In order to stimulate widespread appreciation of the requirements for and benefits to be derived from a functioning information system, consideration should be given to system wide distribution of information on this topic through the "Pedagogical Review". Funds spent to distribute the journal to every SEEBAC employee, and to staff members at all teachers training institutions in the country, would do much to generate respect for the processes involved at every level of the education enterprise, and could, through inclusion of appropriate methodology articles, serve to accelerate the process of reform in other areas also.

B) Research and Planning

1. Consensus on the value of a standardized testing system should be verified, or alternative ways of documenting the PIDE Project's impact on student's achievement devised.

Such alternatives might include the development and implementation of criterion reference tests or informal reading inventories. Tests recently developed in Ecuador, or those available from Puerto Rico or New York City might prove useful points of departure for initial use if local norms are developed.

2. The competition procedures for independent research studies might be adapted so that researchers are told the topics to be explored and the amount of funds available for that purpose, and required to submit proposals which conform to those two specifications. A procedure similar to this is employed by the National Institute for Education in the United States. It might be useful for Research Department staff members to visit this Agency in order to observe procedures employed there in the management of externally conducted studies.

Given the importance attached to obtaining information specified in the list of projected research studies, thought might be given to extending competition privileges for pending studies to doctoral students in other countries. The end product would be valuable cross fertilization of ideas, in addition to the desired research findings.

3. It can be anticipated that there will be transportation needs related to this Component. Procedures for

meeting these and similar support requirements should be developed before additional research contracts are commissioned.

4. As part of the process of continuing education for middle and upper management levels of the Secretariat, and in order to demonstrate the role of educational research in the planning and general administration functions of that organism, a series of short-term personnel exchanges might be considered. Director's general from the Dominican Republic, for example, could go to countries such as Chile, Colombia, Brazil, Venezuela, or Honduras to help those countries replicate the Dominican Republic's successful experience in construction, parent involvement, training, and material's development, and to gain experience with other countries procedures in educational research and information systems.

These site visits should be tied to specific task in SEEBAC, and would ideally proceed, before reviewing the position of the Research Office within SEEBAC. A common perception throughout management levels of the Secretariat on the appropriate role for the Research Office, in other words, will simplify and accelerate the decision making process related to staff allocations, salary levels, budget, authority over the research process throughout SEEBAC, and coordination requirements.

5. It may be that higher priority should be given to functions of public information. There appears to be a need within the ranks of SEEBAC employees and among citizenry at large for access to information about successes of the public school system. This effort could result in not only higher prestige for the education sector (which in turn would provide continued motivation for additional improvements) but also facilitate the process of intersectoral coordination with agencies in the fields of agriculture, health, nutrition, and economic development.

6. Consideration should be given to assigning blocks of computer processing time to the Research Office or to instituting a reorganization which places the Computer Unit within the Research Office and subject to its authority. A review should be made of the compatibility of staff allocations to the Computer Office in relation to tasks assigned. Additional staff allocations and a twenty-four hour schedules might be advisable. Given these changes, it might be possible to accommodate information system and planning and research needs, along with payroll, space analysis, human resource inventory, and educational finance functions.

7. The present plan of contracting-out projects for independent research requires appropriate oversight by SEEBAC, because the research needs of university level institutions and of the Secretariat are different. Accordingly, priority

should be given to providing technical assistance to the research staff which will provide immediate capability in management of the research process, and eventual capability to both manage and implement such studies. Such technical assistance might take the form of visits to nearby research institutions, coupled with the presence on-site of a consultant for a short period of time (possibly two months), and with an additional six months or so of follow-up consultant services available through telephone consultations. It is important to point out that the research staff members seem well trained, and aware of their abilities in the research area. However, since their assignments so far are centered to their area of training, they lack experience which would enable them to carry out their tasks with confidence.

8. All persons interviewed there agreed on the necessity for naming a permanent Director for the Research Office. Since the research component of the PIDE project should have an advisory role in the review of credentials for tentative candidates for this position, so that its authority will be commensurate with its responsibility for the proper use of project funds under this component.

C) Additional Staff and Upgrading of Teachers, Administrators, and Technicians

1. A mechanism should be developed which will ensure

that scholarship students are trained in the same area in which they will be working upon their return to SEEBAC.

2. It is difficult for upper level managers to take part in long-term in-country training, and almost impossible for them to take advantage of out-of-country training. A training center located within the country, on the other hand, could bring in experts as needed by any sector within the Secretariat. This cost-effective additional training alternative could extend the impact of a visiting consultant throughout several levels of the Secretariat.

3. The tasks and resources allocated to each person or team assigned administration or supervision tasks should be analysed, with the aim of providing the resources needed in order to permit proper execution of assigned functions.

4. The status and role of school coordinators should be specified in Secretariat's policy statements.

5. The impact of training services will depend on the quality of follow-up assistance provided as reinforcement. Teachers, directors, and technicians have all voiced the need for implementation of the multiplication process through direct intervention by training experts. Although it is abundantly clear that training functions have had real positive impact at the classroom level, it is also clear that the participants, characterized by multiple entry level skills, will not be able

to implement the planned educational reform without additional assistance. It is therefore recommended that every effort be made to assure that trainers, supervisors, and administrators have the support they need in order to effectively execute their responsibilities. In particular, attention should be given to facilitating transportation, per diem, and communication arrangements.

In order to serve these purposes, and also to help bring about inter-sectoral cooperation, consideration might be given to a pilot program whereby Project PIDE provides vehicles to the first ten communities which submit a plan which includes the following components:

a) Specification of the agencies involved (health, education, nutrition, agricultural, economic development, etc.)

b) A mutually agreed upon schedule for use of the vehicles for the next five years.

c) Specification of procedures to be followed in case of unforeseen needs to deviate from the agreed upon schedule.

d) Plans for maintenance of the vehicle and for purchase of gasoline, including specifications of responsible persons and of local sources of funds.

e) Short and long-range plans for cooperative projects to be executed by the agencies which propose to share a vehicle.

6. Consideration should be given to including the urban school systems within the target zone as Project beneficiaries. In some areas, rural schools are placed within an urban nuclear structure simply because of the accidents of road construction. In addition, the benefits of the planned educational reform will not accrue to rural children who migrate to urban schools if urban schools are excluded from the program.

7. It appears that some functions related to the implementation of educational plans maybe controlled through the President's Technical Subsecretariat and the Budget and Treasury Offices. If this is the case, it would be advisable to develop ways in which members of the Management Team at SEEBAC could cultivate formal and informal contacts within that Sub-Secretariat. Perhaps a series of two-week long "Mini-Internships", possibly on an exchange basis, would serve the purpose of creating more effective communications between the two agencies, and result in quicker turn around time for education requests processed by the SubSecretariat. A similar plan designed to provide experience in budget and educational finance to management personnel might also prove to be useful addition to the training opportunities provided to SEEBAC staff.

8. It may be possible and desirable to extend the utility of the new physical plants by using them as sites for

parent or adult education. If this is so, then appropriate attention needs to be given to the preparation of teachers in adult education programs, and to inter-relationships with normal schools and university training programs. Training projects which focus on community leadership, agricultural, and vocational arts would also result in reenforcement of the educational reform which Project PIDE is implementing.

9. Because of delays in Project start-up, activities under this Component have been underway for little over a year. The training is designed not just to disseminate information, but to bring about system-wide changes. It is unrealistic to suppose that these changes can be brought about by the end of 1982, which is the present deadline date. The evaluator urges SEEBAC and AID officials to consider the benefits of extending that deadline in order to permit the Project's impact to be felt.

D) Educational Materials Development

1. The staff members of the Materials Development Team should be provided with an opportunity to inform Project and SEEBAC directors regarding the conditions required for full goal attainment. The Directors Council should also consider the policy issues related to the overloaded curriculum, and to the desperate need for students text books in support of that curriculum.

2. Consideration should be given to extending the deadline date for Project PIDE so that sufficient time will be available to manage the desired and intended attitudinal and behavioral changes associated with the overall goals of this Component.

3. Clarification should be provided for the criteria used in distributing equipment and other materials. Such clarification could be disseminated through the "Pedagogical Review".

4. Consideration should be given to including urban schools in the group of project beneficiaries or in similar projects carried out in the future.

5. Consideration should be given to the utility of a problem solving approach as a focus for the Curriculum Guides under development for the fifth and sixth grade levels. Such a focus might enable teachers to address multiple subject areas within the short period of time available during the school day. It would also be in keeping with the requirements of the reform curriculum to be implemented through the PIDE Project. In Honduras, for example, in a similar project, relevance to rural life-style is assured primarily through the implementation of "practical projects" which can also serve as a mechanism for bringing about inter-sectoral cooperation. Under this plan, the Honduran Ministry of

Education provides to schools which meet pre-determined criteria a donation of seed money which is invested by school staff members, in cooperation with parents and students in a series of agricultural or animal husbandry activities, with 25 percent of the profit resulting from the project reserved for the benefit of the children's nutrition. The rest is reinvested in the practical project, used as source of funds for other school needs, such as maintenance, or used to provide short-term loans to nearby schools which have not yet initiated their own activities.

6. The Library Team works in facilities separate from those used by the rest of the Project staff working on this Component. The Library Team should be reintegrated into the work area and plan of its Component colleagues and assisted in establishing appropriate contacts in the Departments of Health, Agriculture, Student Welfare, and Nutrition, so that it may avoid duplicating efforts already underway in these other agencies. Efforts should be made to establish a functioning professional library, at least at the Secretariat level, under the leadership of this group. Standards used for book selections by other national or international agencies such as the Council for Inter-racial Books in the United States or from "Proyecto Leer" in the Organization of American States, should be made available to members of this team.

E) Additional Observations and Suggestions

Comments regarding project administration, construction, attendance and retention, and future evaluations are presented in this section of the report.

1. Project Administration

The present staff has managed to overcome the problems which created implementation delays during the first two years of the project period. In addition, minor problems such as those reflected in the correspondence file between March and June, 1981, have been resolved. Generally speaking, staff members exhibit high levels of commitment to their tasks, and can point with pride to their project related accomplishments. Moreover, parent participation levels in school activities are high and association members are enthusiastic about the results of their activity. The Parent's Association appears to be serving as a training ground for the formation of community based rural change agents in education and in related fields. One Parent Association, for example, after the experience gained in a school construction project, has decided to begin work on a community clinic.

The use of blue paint on the roofs of the new schools is a masterful public relations technique. The blue roof in combination with the marker stone has created a high level of general awareness in the rural area of what Project PIDE is. Secretariat officials also seem aware of Project

goals and accomplishments, although oftentimes, they express regret at their lack of detailed information about the Project.

Because of the inter-relationship of the Project with every aspect of education, the Project has become an excellent training ground for future project managers and SEEBAC administrators. This unanticipated positive consequence will yield benefits to SEEBAC far into the future. The presence of long-term foreign advisors as coparticipants in the implementation process has served to accelerate movement towards goal attainment and has contributed to the professional growth of junior colleagues, much to the credit of the project administrators who arranged for conditions conducive to this collaborative relationship.

Despite its excellent record of accomplishment, the Project could benefit from increased attention to communications, coordination, and provision of support structure. Within the Secretariat, for example, more frequent meetings of the Directors Council could result in more effective long-range planning. Within Project PIDE, it is doubtful that appropriate levels of interaction exist between staff members in the construction components and the rest of the Project group. There is little evidence that final reports from previous consultants have been discussed and assimilated,

since several recommendations have been made repeatedly by different visiting experts. There is no evidence at all that reports provided by specialists in areas outside education but related to it (like nutrition or health) are available to SEEBAC staff, or that there is anything like a central home for all education or education related materials accessible to government agencies.

Finally, communication and coordination between the central offices in Santo Domingo and field sites is problematic. As a consequence, delivery of Project PIDE services can be negatively impacted, as it was this week when communication problems limited the effectiveness of workshop sessions scheduled for the target area. A simple step leading toward solution of these problems might be to increase the frequency and reach of the Secretariat's mail service.

There is an urgent need for review of every aspect of the Project to insure that resource allocations are commensurate with assigned tasks. During the evaluator's first interview with the Project Educator, she made note of the number of urgent interruptions which occurred during a one-hour period. There were seventeen such interruptions. It may be reasonable to conclude that management is understaffed.

Repeated requests for transportation from virtually every group working with the Project have been reported.

Ideally, sufficient vehicles should be available to allow for the simultaneous mobility of all components. Similarly, arguments have been presented from several quarters which seem to justify extending the work day and augmenting the salaries of project team members who are working on tasks which do not seem amenable to completion within the few work hours of the morning shift, such as materials development, curriculum, training, and supervision. If the goals of the Project are indeed valued by the Secretariat, it seems reasonable to suppose that extraordinarily high levels of support will be provided for extraordinary accomplishments which are to be completed in a short period of time, with the assistance of outside funds, and for the long-range benefit of the Secretariat and its clients, the school children in the rural schools of the target area.

Centralization has been cited as a characteristic of the Dominican Government and its agencies which limits efficiency and effectiveness at every level. Critics within the Secretariat and in the field provide examples of overload on decision makers, delays in implementation, and blockages in the information flow needed by policy makers caused by this organizational feature. The creation of the Office of Organization and Methods is believed to demonstrate a widespread felt need throughout the Secretariat to change the practices and attitudes which result in fear of delegation. If in fact

the Secretariat wishes to bring about these changes, the evaluator suggests that a project such as PIDE is an ideal laboratory for pilot testing extension of authority and control of budget in a manageable fashion before instituting such changes throughout the Secretariat.

2. Construction

Accomplishments in the area of school construction have been truly amazing. During a seven month period between September 1981 and March 1982, 1,055 classrooms were built. During the preceding three years only three were constructed. Equally amazing, the Project has been able to arrange for payment of contractors within a 24 hour time period. The recent rate of construction of school building has been widely acknowledged as remarkable, prompting comments heard in the field that the project should be named "give" (DAR) and not "ask" (PIDE). As one teacher put it, conditions in the previously existing schools were inhumane, where 105 students in afternoon sessions were crowded into a dilapidated building to enter into an attempt at the teaching/learning process with two teachers who were sharing the same work space.

Some tensions may be expected, however, when the same student body splits into two groups, one of them to enjoy the benefits of the new construction while the other stays in the old building. It is accordingly suggested that maintenance

services be extended to old schools which are still to be in service, and that some additional recompense be found to mollify the feelings of parents and students involved.

On several occasions, the Project was criticized for not employing local workmen as common laborers. Project managers replied that there is a policy to that effect which they believe is followed by the construction firms in accord with instructions provided to them. It is recommended that the Project management staff investigate the situation and either reinforce instructions to the construction firms or take steps to rectify the misperception which appears in local communities.

Every attempt should be made to construct new schools with as much sound proofing as possible, and to repair old schools with that end in mind. In old schools, the walls do not extend up as far as the ceiling, which creates an echo chamber effect within the classrooms making it impossible to hear what the teachers is saying in any one of the classrooms in the building. In the new schools, the major acoustical problem is that of dampening the sound of rain on the zink-roof.

Several instances were reported of delays of as long as four months between the time a school building is completed and the time it is inaugurated. During the intervening time, students and teachers continue to work with much frustration

in the old "building". The symbolic value of inauguration ceremonies could just as easily be realized if they were held even after children were already located in their new classrooms, with no costs in terms of avoidable damage to the teaching/learning process or to good public relations.

There is no evidence that funds have been spent from either AID or GODR sources for maintenance purposes. No maintenance manuals have been produced by the Project. Presented in Appendix G is a maintenance proposal for 1981, which apparently has not been put into practice.

From an educational point of view, school construction must be judged in terms of its utility in facilitating the reform of education and to increasing the accessibility of schools to rural students in the target area. In many of the 34 communities visited during the evaluator's tour of the target area, concerns were raised about school construction needs in less accessible parts of the region. This concern was often linked to an explanation of a growing social problem, exemplified by the migration patterns of families in the coffee growing area of Las Lomas who migrate to cities such as San Cristobal.

There are very few schools in the Las Lomas area. The families who abandon the agricultural region enroll their children in the city schools, which follow the regular school

schedule. During harvest time, the families return to the coffee fields, where the few schools which exist follow an agricultural schedule. These children are therefore locked out of the school experience in several different ways.

Maps of District 17-29 and of District 14-3 are presented in Appendix G. On both maps, roads are marked in red. School buildings constructed by the Project or to be constructed by the Project are also marked in red. Communities which have requested school construction and had purchased land for that purpose, but which are not scheduled for school construction activity, are marked in black. In District 17-29, it appears that every Project constructed school is on the highway, and that no construction is scheduled for communities not located adjacent to that road. In District 14A-3, the same pattern can be observed, with one apparent exception (El Zumbi). There may be over 80 communities in the Project area which have requested school construction services but have not been selected to receive them because of accessibility factors.

The evaluator urges the Project management staff to determine whether or not school construction has been limited to roadside sites throughout the service region. If this is the case, and if in fact 80 communities will not be served because of their remote location, it is strongly recommended

that the policy leading to this practice be reviewed by the highest possible policy council and reversed so that the goals of educational reform and of the Project (accessibility to schools and 4th grade education for all rural children) can be reached.

3. Attendance

In several communities, hunger was identified as the major cause for poor attendance, or for low student achievement among students who did attend. In one school, the Director indicated that at least 30 percent of the children had nutritional deficiencies. In another, it was estimated that 85 percent of the children go to school hungry. In this instance, the community health promotor independently confirmed the estimate of widespread malnutrition among 80 percent of the children aged 5-15 years old. In a third instance, the school official declared that at least 50 percent of the students were either absent, or present but unable to learn, because of lack of food. In addition, it was pointed out that hurricane David's effects on the parents economic status could still be felt, particularly in communities which had been relocated from areas of hurricane devastation, but had not yet been granted agricultural land in the new settlement area.

Given these conclusions, and the number of times that commentators urged reinstitution of the "school lunch"

Program, the evaluator was surprised that there was no criticism regarding the sale of junk food to school children. Furthermore, in one community, snacks were sold in a room set aside for that purpose in the school itself, with no "tax" paid to the school authorities by the private vendor. In several other communities, school children purchased their dreadful delights from street vendors or from little stores located across the street from the school. One such store included the following items for sale: cookies, candy, custard, Coca-Cola, and little plastic sacks of colored liquid called "esquimales". No fruit. No juice. No milk. Nothing readily discernible as a source of protein, vitamins, or minerals.

In view of the attendance related goals of Project PIDE, and of the effect of nutritional practices on the achievement of those goals, the following suggestions are offered:

- a) Consideration should be given, if necessary, to requesting regulations which will specify what products can be sold on or adjacent to school grounds, and by whom.
- b) Consideration should be given to requesting external funding which would enable SEEBAC and appropriate economic development agencies to facilitate the growth of small business or cottage industries, the proceeds of which could

be used by local communities to provide a "school lunch" program.

- c) Every attempt should be made to provide Parent Association members, teachers, and adult education participants, information on sound nutritional practices.

4. Future Evaluations

In order to facilitate future project evaluations, it is recommended that the responsible person for each Project Component set up monitoring files which will store documentation of objective attainment for each major activity area. The questions which are listed in this report might be used as a guide for this activity. The file maintained in the PIDE offices for each of the Projects sponsored workshops could also be used as models.

Before an impact level evaluation is attempted, it is imperative that baseline information be available for comparative purposes on attendance, drop-out, and repetition rates; location of out-of-school youth in relation to school sites, literacy rates, overage enrollment, and the number of teachers employed in rural schools before and after the Project's intervention. In addition, it might be well for AID and Secretariat officials to conduct a joint review of the

original goal and purpose statements and their associated end-of-project-indicators to determine if revisions are needed in light of current project status, recent activity by other international donors, or revised government policies or regulations.

A vigorous final goal level evaluation should not be carried out until four years after attainment of project purposes, so that the impact of the Project on improved quality and quantity of primary school education can be measured in its undiluted form. To insure validity and reliability, and to produce the maximum amount of information regarding project successes and failures, that final evaluation would allow sufficient time to carry out each of 19 sub-activities.

Time estimates and a brief description of each task follow:

- 1) Four days of background reading for the Project paper in both languages, the loan agreement, revision statements, related baselines studies or sector analysis, Project sponsored research reports, related project papers, final reports from team leaders and consultants, relevant law and policy statements.
- 2) Two days for the formulation of key questions, in cooperation with Project, Planning and Research and AID staff.

- 3) One day per major question, per agency, for review of the files in AID and in the Project offices.
- 4) One day for preliminary discussions with AID and Project staff members.
- 5) One day for revision and final formulation in cooperation with counterparts of key questions for the evaluation report.
- 6) Two days to develop data collection instruments in cooperation with counterparts (PIDE Project staff or collaborators from the Research or Evaluations Office).
- 7) Two days to field test and revise data collection instruments.
- 8) Two days for final determination of sample design, in collaboration with counterparts.
- 9) Two days to identify persons who should be interviewed, to set up appointment schedules, and to make appropriate transportation arrangements.
- 10) Data collection. Allow three days for visits to isolated schools, one-half day each for other schools, multiplied by the number of schools to be visited; three interviews per day for SEEBAC staff, two interviews per day with

representatives from other agencies, and two interviews per day with Project staff members and related teams.

- 11) Three days for tabulation and analysis of field data.
- 12) Two days for a second set of interviews with selected persons for clarification purposes.
- 13) Three days per major question for the preparation of the first draft in English.
- 14) Four days for proofreading of English and of Spanish drafts in cooperation with selected counterparts and back up staff.
- 15) One day for preparation of oral presentations.
- 16) One day for oral presentations to AID and to SEEBAC.
- 17) Two days for final editing.
- 18) Add three days for each twenty-day work period to allow for unforeseen delays, missed appointments, washed out roads, illness, car trouble, and other time consuming eventualities.
- 19) Add travel time and classroom observation time for trips to non-target areas for comparison purposes.