CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) — PART I

Report Symbol U-447

1. PROJECT TITLE	2. PROJECT NUMBER	3. MISSION/AID/W OFFICE
Hurricane Rural Reconstruction and Recovery II Rural Primary Schools Component	522-133.1	Honduras 98

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)

☒ REGULAR EVALUATION ☐ SPECIAL EVALUATION

5. KEY PROJECT IMPLEMENTATION DATES	6. ESTIMATED PROJECT FUNDING	7. PERIOD COVERED BY EVALUATION
A. First PRO-AG or Equivalent FY____ B. Final Obligation Expected FY____ C. Final Input Delivery FY____	A. Total $ 3,342,153 B. U.S. $ 1,918,153	From (month/yr.) 11/76 To (month/yr.) 9/81 Date of Evaluation Review

8. 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
Final Evaluation (No Actions to be Taken)		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS

- ☐ Project Paper
- ☐ Financial Plan
- ☐ Logical Framework
- ☐ Project Agreement
- ☐ Implementation Plan e.g., CPI Network
- ☐ PIO/T
- ☐ PIO/C
- ☐ PIO/P
- ☐ Other (Specify) _____
- ☐ Other (Specify) _____

10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT

- A. ☐ Continue Project Without Change
- B. ☐ Change Project Design and/or ☐ Change Implementation Plan
- C. ☐ Discontinue Project

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)

Ambrosio Ortega, Project Officer
Marcia Bernbaum, Acting Project Officer
Cristobal Rodriguez, Liaison Officer AID/MOE
Rosa Castro Feinburg, Evaluator
Juan Vicente Raudales, Evaluation Counterpart MOE
Miguel Chavarría, Evaluation Counterpart CONSUPLANE

12. Mission/AID/W Office Director Approval

Signature

Typed Name: Anthony J. Cauterucci

Date: 6/10/83

AID 1330-15 (3-76)

BEST AVAILABLE COPY

BEST AVAILABLE COPY

13. Summary

It has been argued that one of the main constraints to development in Honduras is a "self-perpetuating cycle of low skills" among the economically active population. In the past, the existence of this cycle has been associated with a limited access to primary education especially in the countryside. It has been also suggested that the lack of interest of unskilled parents to send their children to school, the need for rural children to help their families either in household chores or productive activities, and the irrelevance of primary education curricula with respect to rural life have all interacted to produce high drop-out rates.

The 1974-78 National Development Plan for the Education Sector recognized these problems, indicating that rural primary education had become a priority for the government. With respect to primary education two objectives were set forward. One was to promote primary school instruction in practical areas, and the other was to promote the projection of schools into their communities. The concept of central/satellite schools was an integral part of the new education strategy. This strategy has been promoted in many Latin American countries by World Bank technicians.

This concept implies a re-structuring of the educational services at the local level as well as a re-organization and re-orientation of the traditional school curriculum. Within the new strategy, an average of five satellite schools were associated to each one of the central schools conceived. Satellite schools were to become feeder institutions to the central school, and the director of the latter was expected to become the supervisor of the satellite schools and the provider of the educational leadership needed for their full development. On the other hand, schools within the central/satellite system were expected to offer, in addition to instruction in the three R's, functional education in agriculture, rural crafts and skills, home economics, health and nutrition. Schools within the central/satellite system increased their working schedules by two hours with respect to schools in the traditional system. The extra time was set for the implementation of practical learning projects (e.g., vegetable gardens, small animal husbandry). It was assumed that by improving the primary education management system and making rural education more relevant to rural life, parents would become interested in sending their children to school on a more permanent basis, and as a consequence, retention rates and the access of children to upper grades and higher education levels would be improved.

The central/satellite system was not implemented at the expected time because Honduras was struck by the Fifi Hurricane in 1974, and resources intended for the new program had to be used in the reconstruction effort. The present project was designed to provide the GOH with the necessary complementary funding to start the program and to catch up to the point where it would have been had the hurricane not occurred. The declared project purpose was to provide rural students, particularly in the hurricane affected zone, with a more relevant and accessible educational system.

The expected EOPS outputs were:

(1) physical improvements of 335 multipurpose and standard classrooms located in up to 54 central and 270 satellite schools;

(2) the construction, equipping and staffing of one In-Service Training Center with a capacity to handle 200 teachers at one time;

(3) provision of the necessary training for 24 staff members of the center;

(4) provision of the necessary training for 2,800 teachers with the intention of allowing them to play key roles in the socio-economic development of rural communities by taking advantage of resources available in the rural environment;

(5) distribution of basic equipment kits to project schools for the implementation of the new education strategy;

(6) free directors of all central schools from teaching responsibilities in order to allow them to assume their new supervisory and educational leadership roles.

With respect to the specific project outputs the following comments are in order.

Although the original objective of constructing 335 classrooms was reduced to 291, when construction activities began in April 1978, by August 1981 there had already been 337 classrooms built in the six north coast departments, all affected by the Fifi Hurricane. This project output was indeed accomplished. School sites were selected on the basis of recommendations made by regional supervisors and specific requests for school construction on the part of pre-selected communities. Social promoters from the Directorate General of School Construction and Maintenance helped community members to justify their needs as well as their ability to provide $300 in cash, sand, gravel, stone, landfill and 50% of the cement blocks needed for each classroom. These promoters were also responsible for keeping up community motivation during the construction phase. Contractors were in charge of the school construction process, and directly constructed and installed services as needed (e.g., latrines, water systems, wells).

One problem that emerged during the project concerned water systems. Site observations during the evaluation indicated that in 8 of the 15 randomly selected schools there was a lack of an adequate water supply system, electricity and specialized service areas (e.g., administrative offices, library, auditorium, storage rooms, kitchen, recreational areas and agricultural field). It was also suggested that either the design or materials used for schools in the Gracias a Dios Department did not correspond to local climate conditions. (Gracias a Dios is the Miskito area of the country where moisture and strong winds wreck havoc with buildings. Every effort was made to take this into account but some aspects of the construction still resulted in eventual problems).

At the time an evaluation of this project was conducted by an outside consultant, the In-Service Training Center had not yet been constructed. The decision regarding its location was modified four times essentially as a consequence of politics involving the change of ministers during the life of the project. For political reasons beyond the control of the Project Manager the Center was transferred for financing under Project No. 522-0167, Rural Primary Education, currently being implemented. Plans are now underway to construct the Center in La Paz.

Two different groups of teacher trainers were organized throughout the life of the project. The first was organized in 1978 and the second in 1981.

The first group was composed of 32 people. They designed their own curriculum and were trained in group dynamics, teaching methodologies, curriculum development, teaching materials development, research and evaluation. During the training period, intense study periods were alternated with practical applications. Group-dynamic techniques were learned as the group itself defined its objectives and activities, and in its own learning process the group developed the didactic materials utilized. In addition, foreign specialists trained the team in specific issues, and group members participated in seminars and conferences held at the Central American level.

Given the lack of an adequate training center, this team worked in an "isolated" area of the MOE building without any room for desks, storage facilities, phone or mimeograph. Nevertheless, by December 1981 it had inducted 40 in-service seminars and workshops and trained 1843 teachers, 548 school principals and 70 regional supervisors. In addition, 16 courses in agriculture were given to 253 teachers, 1 supervisor, 5 parents, 5 students and 5 promoters.

The first team dissolved because the MOE signed temporary contracts with team members. Permanent positions were not created. As a consequence, team members tended to look for better employment opportunities in other sections of the MOE.

The second team was formed with 36 people. Three members of the first group remained to assist with the new training activities. The new group repeated the same training program developed by the earlier team. The Project Evaluator did not feel that the same element of success persevered in the second training program.

There were serious delays in the procurement of the furniture, tools and equipment needed for the project. Despite the fact that the project started in November 1976, it was not until August 1981 that these goods were beginning to be distributed. This was particularly the case with respect to the school furniture to the extent that it was not until November 1981, when the evaluation was conducted, all furniture bought under the project had been delivered to all target schools. With regards to the tools and equipment, however, by the end of 1981 no deliveries had been made, and all of those goods, with the exception of a set of sewing machines which had not yet arrived in the country, were still in the warehouses of the MOE. The late delivery of tools and equipment (1) interfered with the work of rural teachers, (2) made it

impossible for practical agricultural projects to get started in some schools, (3) had a demoralizing effect on the work of teacher trainers, (4) raised the cost of the project due to inflation, (5) decreased the opportunity for collective undertakings between schools and community members, and (6) disappointed parents with regards to expected improvements in primary school instruction.

The delays in the procurement of goods were attributed to:

(1) the cumbersome processes used by the GOH's central purchasing office;
(2) the erroneous supposition that buying goods in large quantities and only once during the LOP saves money;
(3) the delays in reaching agreement between AID and Ministry officials on items to be purchased;
(4) the excessive time involved in international bidding and importing goods from abroad;
(5) the absence of penalties for the poor performance of contractors.

To solve these difficulties the evaluator has essentially suggested that we analyze the possibility of establishing a decentralized purchasing system and to eliminate the requirement for international bidding, encouraging the acquisition of locally produced materials. Unfortunately current legislation does require that A.I.D. buy on a competitive basis and through Code 000 whenever possible.

With respect to the furniture delivered through the project, 56% of the parents interviewed complained that desks were either too small for students in the upper grades or that insufficient quantities were delivered for higher enrollment schools. These problems were noticed in only 2 of 15 schools which were visited by a team of observers. Teachers in the project schools expressed no complaints with regards to the furniture delivered.

No comments can be made with regard to the quality of use of tools and equipment purchased through the project because no deliveries had been made at the time of the evaluation.

Data for September 1979 indicated that 55% of (central) school directors had been exempted from their teaching responsibilities. At the time the evaluation was conducted, 53% of central school directors visited either by the evaluators were in the same situation. We are not certain that, given economic constraints, this was a realistic goal to attempt to achieve.

With respect to the project purpose the evaluator concluded as follows:

> "The Project has been successful in increasing the accessibility of schools to rural students through the success of its school construction program. It has not been equally successful in increasing the relevance of schooling to rural students, primarily because of disparities between program design and program implementation which resulted from delivery of services or materials at different points in time which were intended to have arrived at the same time."

14. Evaluation Methodology

This was a final evaluation conducted with the intention of determining the extent to which the project purpose had been achieved. It was conducted by an outside consultant with the assistance of a research team of thirteen MOE staff members. Four instruments were developed for the collection of data: (1) a questionnaire for the administrative personnel and teachers, (2) an interview protocol for parents, (3) a site observation guide, and (4) a classroom and student interview guide. 15 schools, representing 17% of the universe, were visited. The research team interviewed 108 parents, 43 teachers and 15 school directors, and the outside consultant observed 17 classroom situations and interviewed 6 students. The sample included all North Coast departments. To assure adequate understanding and use of the methodology, instruments were developed by the entire research team, including the consultant. Instructions were given to school directors and teachers by some members of the research team about how to fill questionnaires while the rest of the team members contacted and interviewed parents. During her visits, the consultant inspected the school building, did brief observations of classroom situations and interviewed older students contacted when those observations were done. The consultant had also supervised the work of the research team during the first week of data collection. Data were coded and tabulated by the research team, and they were submitted to AID for processing.

15. External Factors

In spite of project design it is impossible to predict changes in the Government. There were several changes of key personnel in the Ministry of Education during the life of the Project, additionally there were several changes in key A.I.D personnel who worked directly with project implementation. For the most part, these changes tended to have a negative impact on project implementation because project nuances were lost, the educational focus was diverted, and these changes brought about innumerable delays in project implementation. It also must be taken into account that this activity responded to a need which resulted from a hurricane.

The Modified FAR system cannot work very well in a situation where the executing unit does not have control in the timing of purchases, the enforcement of delivery times and quantities, and in the selection of suppliers. It also does not work well when the host government does not come up with the funding required.

16. Inputs

The most serious difficulties confronted in project implementation relate to the procurement and delivery of goods. To quote the evaluator:

> "The procurement and delivery system employed during the implementation period for the (Loan) 522-V-031 made it improbable for the project purposes to be achieved."

In addition to the delays in the procurement of furniture, tools and equipment, the evaluator indicated that goods and services which were originally designed to be delivered as a unit were delivered in a piecemeal fashion.

The magnitude of the impact of the existing system on the procurement and delivery of goods and services was such that the evaluator has made the following recommendations.

(1) To make every effort possible to cooperatively renegotiate with the MOE, the MOF and the Procurement Office so that the (existing) procurement and delivery problems do not interfere with the accomplishments of the objectives of new projects, such as Project 0167, which give similar emphasis to school construction and equipment, development of curriculum materials and teacher training activities.

(2) To follow the example of an USAID sponsored electricity project managed by an autonomous unit which does its own purchasing.

(3) To eliminate the USAID requirement for an international bidding process and to encourage the acquisition of locally produced materials both to accelerate the delivery of materials and to foster the development of additional in-country employment.

17. Outputs

Expected Results	Accomplishments
1. Physical improvements of 335 multi-purpose and standard classrooms.	1. Done.
2. Construction of an In-Service Training Center.	2. Not done. Deferred and to be constructed under Projec 522-0167.
3. Training for 24 staff members of In-Service Training Center.	3. Partially accomplished because new team formed and previously trained personnel assigned to higher paying activities.
4. 2,800 teachers trained through one-month in-service courses.	4. Quantitatively accomplished Quality has been questioned because of lack of training materials when most courses were taught. Nevertheless, criticism regarding quality is difficult to verify with out extensive follow-up.

5. All 324 project schools having a minimum inventory of equipment.	5. By the end of the project this was in process. Follow up needs to be done to ascertain whether it has happened.
6. All 54 central school directors relieved of teaching responsibilities.	6. Partially accomplished. It is perhaps an unrealistic output since economic circumstances do not allow for hiring teachers to assume a directors teaching load.

18. Purpose

The purpose of the project was to provide rural students, particularly in the hurricane affected zone, with a more relevant and accessible educational system.

The set indicators to determine the achievement of this purpose were:

(1) 50% increase in the proportion of students reaching the 6th grade in project schools as compared with the 1975 performance;
(2) trained teachers using new learning packages and materials;
(3) joint school-community activities and projects being carried out;
(4) self-financing school projects;
(5) the provision of adequate funding by the GOH to cover needs for increased operational costs;
(6) schools being maintained in good repair by the communities.

It is too early to determine whether the proportion of students reaching the 6th grade was increased substantially as a consequence of project activities. The last classrooms financed through this project were constructed in the July-September 1981 period. Actual project impact with regards to increased access to upper grades cannot be measured until 1987.

The project has been able to establish and strengthen important school-community linkages and to set up practical projects which are for their most part self financing. There are isolated instances where there have been problems; for example, whereas some parents have complained that teachers leave town too often neglecting their school responsibilities, others have questioned the honesty of school directors in managing goods bought for the practical projects. However, these are exceptions to the rule because both the evaluator and the research team, on separate accounts, were able to conclude that parents generally collaborate with teachers in school activities. The collaboration of parents has included (1) providing school

construction materials when needed, (2) repairing school furniture when asked to do so, and (3) organizing a nursery school. In addition, according to the information provided by the directors of practical projects in October 1981, throughout the LOP 727 projects have been implemented. Within the sample, the kinds of projects being implemented at the time the evaluation was conducted included rice paddies, vegetable gardens, animal husbandry and the contruction of a church, schools, community centers, latrines and water systems. The proportion of projects which no longer received possible funding from the MOE ranges from 62 to 70% if one takes into account either the evaluator's own calculations or the estimates provided by the director of the projects.

The project has not completely accomplished its goals essentially in two main areas. One is in school maintenance and the other is in the quality of teaching. First, the concept of building maintenance in Honduras (like in many other developing countries) is to build a new one when the other building collapses. It will take more than this project as well as much more interest by the government and pressure by donors to bring about a change in this concept. In all schools visited during this evaluation the writing on blackboards was unreadable, there were faulty windows, broken window screens, water leaks and no areas for the disposal of garbage. There was no set system of preventive maintenance, and although parents may provide materials for maintenance purposes, they usually do not participate in carrying out the needed chores. Their lack of participation has been interpreted as a reaction to the existing prohibition of using school facilities for social activities. On the other hand, project activities have not yet changed the teaching methods of rural teachers. In the 17 classroom situations observed by the evaluator teachers were not using problem resolution as a didactic method. Following previous teaching patterns, students tended to copy in their notebooks material writen on the blackboard and to participate in question-answer sessions led by the teacher. Furthermore, course content seemed to be somewhat unrelated to most aspects of rural life nor direct practical application in the practical projects implemented.

In sum, an infrastructure is in place. Classrooms have been built and the GOH has made available and provided some training to the instructors in the classrooms. In addition, community dynamics have changed to the extent that parents do get involved in school related activities, excluding periodic preventive maintenance chores. However, the quality of education has not changed yet. Theory is not related to practice. Course content is not yet entirely related to the rural world, and teachers continue using old methods such as repetitive memorization.

19. Goal

This is a component of a larger project the goal of that project is to help Honduras recover from Hurricane Fifi. The sub-goal is to improve the basic skill levels of the rural majority. This project component financed the construction of the necessary infrastructure to allow children in the areas affected by Hurricane Fifi to continue with their education. It is still too early to measure the project impact with regards to (1) significant increases

in the proportion of project school children reaching upper grades, and (2) important improvements in education proficiency not only in the constructed schools but in the primary rural education in general.

20. Beneficiaries

By December 1981 the in-service teacher training group had trained through 40 in-service seminars and workshops, 1843 teachers, 548 school principals and 70 regional supervisors. In addition, 16 courses in agriculture were given to 253 teachers, 1 supervisor, 5 parents, 5 students and 5 promoters. It may be assumed that all this training had some multiplier effect and that several thousand school principals, educational supervisors, teachers, parents, and children were indirect beneficiaries of this project activity. To this can be added the very positive impact made by the practical projects even though it is impossible to attach a specific number to the results of the training.

At least 13,480 children were benefitted directly with the construction of 337 classroom units.

Hundreds of Honduran laborers, bricklayers, carpenters, shippers, and manufacturers benefitted directly from this Project.

21. Unplanned Effects

The effect of carrying out this project and the eventual evaluation have been manifold. It has provided the GOH and the Mission some valuable experience in the development and implementation of this type of project. Evidence can be found in Project 522-0167, Rural Primary Education, where several positive design elements were incorporated as a result of this project. Among these, the most important are:

a. The MOE has the authority to procure furniture directly from prequalified furniture makers.

b. Schools are now better designed using the most appropriate construction materials.

c. The Teacher Training Center site has been selected and will be located in a rural area near rural primary schools.

d. Teachers now being trained under 522-0167 are being instructed in the use of materials to be supplied by this project. In addition, they are trained to make their own material from local resources.

e. Teachers, Supervisors, and School Directors are trained together in the rural areas of the country.

f. A dynamic Teachers Training Unit has been created under Project 522-0167 with 30 teacher trainers occupying permanent positions in the MOE.

g. Project 522-0167 includes a separate component for the creation of a viable school maintenance program.

h. A draft preventive maintenance manual is currently under review.

22. Lessons Learned

1. It is easy to count bricks, roofing sheets, and sacks of cement, but the results of an educational process cannot be measured quantitatively after a period of four years.

If possible, allow enough time in project design to account for changes in host government administrations and U.S.A.I.D. personnel since this will undoubtedly effect the outcome of the project.

2. Be more cautious in establishing of the Project Purpose and the anticipated outputs when the project is functioning in the context of recovery from a disaster.

3. Promote the institutionalization of more efficient commodity procurement procedures within GOH institutions.

4. Secure stronger commitments from host government to retain trained personnel.

23. Special Remarks

The following actions should be considered, when appropriate, in the planning and implementation of future projects of this kind.

A. Goods

1. Find an alternative decentralized system to expedite the procurement of materials and equipment.

2. Establish a pre-qualification system to identify potential contractors for the construction of furniture.

3. Study more carefully the most appropriate materials for local climatic conditions.

B. Training Center

1. Locate the Teacher Training Center in an area that makes possible for trainees to do their practicum in nearby rural elementary schools and specific agricultural projects.

2. Study the possibility of initiating the use of educational broadcasts and the publication of an information bulletin to permit the continuing education of teachers trained at the Teacher Training Center.

C. Training

1. Prepare teacher trainers to become disseminators of new educational materials and tools to be delivered through similar projects.

2. Train teachers in central and satellite schools simultaneously with school principals and regional supervisors in order to create groups that can function as change agents.

D. Teacher Trainers

1. Organize a Teacher Trainers Unit within the MOE providing the necessary political and material support so that it can operate in an autonomous and efficient fashion. Do not allow the host government to contract "permanent employees" as they tend to lose their job.

2. Motivate teacher trainers to compile and distribute didactic materials which could help expand the existing repertoire of teaching methods.

F. Schools

1. Develop a viable school maintenance program.

2. Prepare a preventive maintenance manual and distribute it promptly among all school principals.

G. Practical Projects

1. Establish formal links between teacher trainers and government agencies that provide rural communities with information intended to improve agricultural services.