

CLASSIFICATION
PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE RURAL PRIMARY EDUCATION	2. PROJECT NUMBER 522-0167	3. MISSION/AID/W OFFICE USAID/HONDURAS
4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>522-86-2</u>		
<input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION		

5. KEY PROJECT IMPLEMENTATION DATA <table style="width: 100%; border: none;"> <tr> <td style="width: 33%; border: none;"> A. First PRO-AG or Equivalent FY <u>79</u> </td> <td style="width: 33%; border: none;"> B. Final Obligation Expected FY <u>84</u> </td> <td style="width: 33%; border: none;"> C. Final Input Delivery FY <u>85</u> </td> </tr> </table>	A. First PRO-AG or Equivalent FY <u>79</u>	B. Final Obligation Expected FY <u>84</u>	C. Final Input Delivery FY <u>85</u>	6. ESTIMATED PROJECT FUNDING A. Total \$ <u>28,640,000</u> B. U.S. \$ <u>19,700,000</u>	7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>2/83</u> To (month/yr.) <u>4/85</u> Date of Evaluation Review
A. First PRO-AG or Equivalent FY <u>79</u>	B. Final Obligation Expected FY <u>84</u>	C. Final Input Delivery FY <u>85</u>			

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., program, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
No major actions or document revisions are recommended as a result of this evaluation.		

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS <table style="width: 100%; border: none;"> <tr> <td><input type="checkbox"/> Project Paper</td> <td><input type="checkbox"/> Implementation Plan e.g., CPI Network</td> <td><input type="checkbox"/> Other (Specify) _____</td> </tr> <tr> <td><input type="checkbox"/> Financial Plan</td> <td><input type="checkbox"/> FID/T</td> <td>_____</td> </tr> <tr> <td><input type="checkbox"/> Logical Framework</td> <td><input type="checkbox"/> PIO/C</td> <td><input type="checkbox"/> Other (Specify) _____</td> </tr> <tr> <td><input type="checkbox"/> Project Agreement</td> <td><input type="checkbox"/> PIO/I</td> <td>_____</td> </tr> </table> NONE	<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____	<input type="checkbox"/> Financial Plan	<input type="checkbox"/> FID/T	_____	<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify) _____	<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/I	_____	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT A. <input checked="" type="checkbox"/> Continue Project Without Change (1 year extension) B. <input type="checkbox"/> Change Project Design and/or Change Implementation Plan C. <input type="checkbox"/> Discontinue Project
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify) _____											
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> FID/T	_____											
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other (Specify) _____											
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/I	_____											

11. PROJECT OFFICER AND HOST COUNTRY OR OTHER BANKING PARTICIPANTS AS APPROPRIATE (Names and Titles) Henry Reynolds, IIRD/E Kenneth Martin, IIRD	12. Mission/AID/W Office Director Approval Signature: <i>Anthony J. Cauterucci</i> Typed Name: Anthony J. Cauterucci Date: <u>12 March 86</u>
---	---

- 1 -

PES - PART II

13. SUMMARY

The "Rural Primary Education" Project was begun in 1979. The Project was designed to expand and improve rural primary education in Honduras. It has the following components: (1) construction and renovation of rural schools in five geographical departments in Central Honduras, (2) construction of school housing, (3) development and operation of a school maintenance program, (4) enhancement and operation of an in-service teacher training program, and (5) development and operation of a modern, computer-based management information system in the Ministry of Education.

The project was scheduled for completion on April 30, 1985. A twelve month extension was approved to finish project activities that were under way but incomplete as of the original PACD, and to provide additional funding and time for expansion and continuation of successful ongoing activities. The project is six months into the extension.

This evaluation, covering the period up to the original PACD was scheduled as the final evaluation of the project. However, an additional evaluation will be performed upon completion of the extension. This evaluation found that progress toward meeting the original objectives has been satisfactory. Project Implementation got off to a slow start, with most components experiencing one or two year delays in 1981 and 1982. In 1983 a substantial reprogramming took place, and the pace of progress toward meeting objectives picked up rapidly. By the original April 30, 1985, PACD, much of the lost time had been made up. Although still slightly behind its output objectives in two of its five components, the project has already largely achieved its goal and purpose-level objectives.

14. EVALUATION METHODOLOGY

This evaluation was undertaken for two purposes: (1) to review the success of the project in achieving its objectives through the original April 30, 1985, PACD, and (2) to help orient follow-on activities in a proposed new primary education project that is under development.

The principal investigator for the evaluation study is a senior Honduran education professional who, during much of the project, was Vice Minister of Education. The evaluator was assisted in preparation of the document by four other MOE officials. The evaluation was written based

on detailed interviews with all MOE project staff members, A.I.D. contractors involved in the project, and a sample of MOE field staff (primary school teachers, school directors, school superintendents, and teacher trainers) who benefited from project activities. The evaluation took three months to complete and was financed by USAID/Honduras Education PDS funds.

15. EXTERNAL FACTORS

There are two external factors that have affected the project. First, a deepening economic crisis in Honduras has put severe pressure on the Ministry of Education budget. While direct counterpart contributions have been made, overall educational quality nationwide has declined due to lack of MOE budget for new teachers and books. Second, frequent changes in MOE executive and project staff resulted in periods of administrative confusion and delays in project implementation.

16. INPUTS

Project inputs have included technical assistance, commodities, training and financing for new facilities. A.I.D. inputs have generally been appropriate and timely. A problem in providing adequate advance funding for school construction was solved by establishing a rotating local currency fund. There have also been periodic delays and administrative problems associated with the disbursement and use of local currency ESF funds to support counterpart local currency expenses.

17. OUTPUTS

For this evaluation, project outputs are categorized according to the major project components.

(A) School Construction and Renovation

The project planned to construct 2,100 new classrooms. About 84% of this total, or 1,800 units, will actually have been completed when the originally-planned construction is complete. 300 additional classrooms will be financed and built during the one-year extension, with new funding bringing the total classrooms space available to 90% of the need nationally.

The schoolrooms constructed were of excellent quality. Because of slow construction by the MOE, the project hired private sector construction companies to build the last 600 classrooms. This resulted in increased cost but much faster construction. The only

other problem with the construction component was the lack of a systematic mechanism to locate new school construction in communities where the need is greatest. This problem is being resolved through the use of the computerized management information system.

The project anticipated renovation of 600 classrooms; 490 were actually completed. The average cost per remodeled classroom was 1,750 dollars. An additional 210 classrooms will be renovated in the last year of the project.

Procurement and distribution of furniture and school supplies has been a continuing problem. Existing MOE supply channels have not proven efficient, and a number of alternative distribution and procurement plans have been proposed and tried. So far none has been an unqualified success.

A teacher housing component in the original project design was dropped. Only five of a projected 600 teacher residences were constructed. Lack of community support and lack of teacher willingness to live in remote communities caused the termination of this activity. Funds were reprogrammed to other components in 1983.

(B) School Maintenance

The original project objective of developing a nationwide maintenance system was scaled back. Ultimately maintenance services were provided in five of 18 geographical departments. The maintenance system - involving an instruction manual, community visits by promoters, and provision of supplies - was very successful. However, the system remains to be expanded and tested on a national scale.

(C) Supervision and Teacher Training

The MOE In-Service Teacher Training unit was enlarged and extensive training given to its staff. All output objectives were met or exceeded. All 18 departmental supervisors, all school superintendents, and 30% of primary school teachers received in-service training under this component, a total of 7,637 beneficiaries. The evaluation revealed a number of positive consequences. In areas where in-service training has been provided, there is: (1) improved flow of administrative communication among the different levels of the system; (2) improved teacher morale; (3) effective functioning, for the first time, of the nuclearization model; (4) greater use of curricular innovations and new teaching techniques, and (5) improved community support and participation in local school activities.

D. Management Information System (MIS)

The project provided a WANG computer, technical assistance, and training to develop a modern computerized administrative and statistical data-handling capability. The evaluation found that the MIS has come to handle efficiently a number of previously-cumbersome functions, including the Ministry's payroll, personnel records, and all education statistics. Up-to-date, accurate statistics are now available immediately to MOE executives to guide the policy choices they have to make every day. The evaluation determined that the M.I.S. staff has been resourceful in the development of new programs for the system, and an independent consultant felt the system was so good that it should serve as a model for other countries. The one issue still to be resolved is the administrative configuration of the unit and its relationship to other units such as planning and statistics.

18. PURPOSE

The purpose of the project is "to expand and improve the physical infrastructure of the primary educational system in the rural areas to enable the MOE to keep up with the school age population growth while increasing the percentage of that population enrolled and to improve the quality of primary education received in rural areas thus reducing the primary school desertion rates."

During the project, primary school enrollment increased from 310,000 in 1979 to 614,000 in 1985, greatly exceeding the PP target of 402,000. Part of the enrollment increase was due strictly to population increases in certain areas. Observation in schools where the project's in-service teacher training component was most active revealed significantly improved instructional quality, presumably resulting in reduced dropout and repetition rates in those schools. Nationwide, however, the net impact of the scarcity of materials, textbooks and teachers has apparently resulted in deterioration of educational quality.

19. GOAL/SUBGOAL

The project goal is "to increase the well-being of the Honduran rural poor". The subgoal is "to increase rural primary school enrollment, and reduce the number of student years required to produce a sixth grade graduate in rural areas".

It has been demonstrated repeatedly that primary education can be counted on to contribute to increased productivity, increased family income, reduced fertility, and improved health standards. Since this project succeeded in expanding primary education significantly in

Honduras, it is reasonable to conclude that it has contributed to achieving the goal of improved economic and social well-being of the Honduran population. For a definitive evaluation of this element, however, it would be necessary to check at five or ten year intervals.

The subgoal of increasing enrollment was achieved. The second subgoal - increased efficiency - was not achieved on a nationwide basis. In spite of some very successful quality-oriented activities that had positive impact in the region where the project worked intensively, the efficiency of the primary education system nationwide did not improve due to the limited ability of the GOH to provide money for books, teachers, supervision and the lack of appropriate educational innovations that would improve primary school instruction and reduce costly dropout and repetition rates. This subgoal was unrealistic given the limited scope of the project.

20. BENEFICIARIES

The direct beneficiaries are the 91,000 students with new or renovated schools to attend, and the 8,000 teachers, directors and supervisors who received training. Indirect beneficiaries are 211,000 additional students whose teachers were trained.

21. UNPLANNED EFFECTS

None

22. LESSONS LEARNED

Lessons learned from the project include the following:

- (a) Private sector procurement of goods and services in the education sector is faster and more effective than public sector procurement.
- (b) Detailed and realistic implementation planning prior to initiation of activities can reduce costly delays and misunderstandings.
- (c) Political pressure to achieve visible, quantitative progress may function to the detriment of educational quality and efficiency. Greater priority should be given to improving the quality of instruction and the overall efficiency of primary education.

- (d) Complex education projects require administrative continuity. Contracting a competent, forceful long-term project manager on the A.I.D. side would have facilitated project implementation.

23. SPECIAL COMMENTS

The detailed evaluation study of the project in Spanish is attached.

EVALUATION COST DATA

• USAID/ Honduras or Bureau/Officer _____

Form completed by Richard Martin HRD/E 2/3/86
Typed Name Office Date

1. No. and Title of Project/Activity: 522-0167, Rural Primary Education
(or Title of Evaluation Report) _____

2. Date of Evaluation Report: April, 1985
Date of PES (if different) 3/12/86

3. Mission Staff Person Days involved in evaluation (estimated):
- Professional Staff 4 Person Days
- Support Staff 2 Person Days

4. AID/W Direct-hire or IPA TDY support funded by Mission (or office) for this evaluation:

<u>Name</u>	<u>Period of TDY (Person-Days)</u>	<u>Dollar Cost: (Travel, Per Diem, etc)</u>	<u>Source of Funds*</u>
N.A.			

5. Contractor Support, if any, for this evaluation:**

<u>Name of Contractor</u>	<u>Contract #</u>	<u>Dollar Amount of Contract</u>	<u>Source of Funds*</u>
Marco Tulio Mejía (P,S,C)	522-0167- S-00-5057- 00	\$21,000.00	Rural Primary Ed. Project Funds (522-0167)

*Indicate Project Budget, PD&S, Mission O.E. or Central/Regional Bureau funds

**IOC, RSSA, PASA, PSC, Purchase Order, Institutional Contract, Cooperative Agreement, etc.