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**IMPROVING BASIC EDUCATION
IN GUATEMALA:**

A Midterm Evaluation of the BEST Project

Volume III: Annexes

Prepared for:

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ANNEX A

Scope of Work for Mid-Term Evaluation

Basic Education Strengthening (BEST) Project (520-0374)

Midterm Evaluation

Scope of Work

I. Introduction

The following scope of work is for the midterm evaluation of the Basic Education Strengthening (BEST) Project. The project was authorized on July 7, 1989, for a six-year period ending on July 1, 1995. It was designed to improve the quality, efficiency, coverage, and administration of primary education services in Guatemala. The U.S. contribution to the project was \$30 million in grant funds with a Guatemalan Government contribution of \$31.916 million, for an expected life of project total of \$63.316 million (which includes an anticipated \$1.4 million private sector contribution).

II. Purpose and Objectives

The purpose of the evaluation is to assess the progress made in meeting project implementation goals and to assess the intermediary effects of the project after two years of implementation. Based on the findings of the evaluation, recommendations for changes in design and implementation procedures will be made as appropriate to increase the probability that project investments will meet the stated purpose and goal of the BEST project.

This Mid-Term evaluation has six objectives. They are as follows:

1. To assess the extent to which the BEST Project is meeting the goal and purpose of the Project, and based on an analysis of the Policy Indicators and Assumptions underlying the Project design, to recommend changes or modifications in Project Outputs, End of Project Indicators, and implementation strategies and foci. The goal and purpose of the Project are as follows:

Goal: to improve the productivity, quality of life, and democratic participation of the Guatemalan people.

Purpose: to improve the efficiency, coverage, and administration of basic education services.

2. To assess the extent to which the BEST Project is meeting A.I.D./W program objectives (i.e., education-sector program) and USAID/Guatemala Mission strategic objectives (i.e., improved basic education).
3. To assess the effectiveness and to recommend strategies for improving the Project implementation through an analysis of obstacles and bottlenecks as well as achievements in Project management and administration.
4. To determine the effects of the project to date on primary and secondary beneficiaries and the adequacy of project procedures and instruments for monitoring impact in each of the project activities.
5. To assess the extent to which the BEST Project is contributing to or can contribute to the state-of-the-art in basic education, through an analysis of Project innovations in the field of basic education (i.e., bilingual education, Girls and Women in Development (GID), Interactive Radio Instruction (IRI), and one-room, one-teacher school programming (Escuela Nueva)).
6. To determine the viability of the Organizing Principles of the technical assistance contract and the extent to which the principles have promoted efficient and effective project implementation, and to make recommendations for modifications in implementation of the principles where necessary.

III. Background

The Guatemala Basic Education Strengthening (BEST) project is currently in its second year of implementation. The project was originally designed as a sector-wide strategy that would complement efforts by the Guatemalan government that were to be carried out with the assistance of other donors such as the World Bank. In some cases, such assistance has not yet begun and in others it has shifted somewhat in direction from the time of the BEST project design. In addition, the BEST project has expanded from an original fifteen activities to sixteen and has developed alternative implementation strategies for some activities. In view of the differences in the education sector from the conditions envisioned in the BEST project design phase and the adjustments made in the BEST project itself, USAID/Guatemala wishes to conduct a midterm evaluation from mid-July through mid-September of 1992. This evaluation will serve to examine the current validity of the assumptions made about the education sector at the design phase, to measure the progress of each activity in reaching projected milestones and in meeting project objectives, and to determine the adequacy of current management structures in meeting the logistical needs of project activities.

IV. Evaluation Questions

The evaluation will focus on six principal areas derived from the evaluation objectives. These are:

1. goal and purpose;
2. program objectives;
3. implementation effectiveness;
4. project impact;
5. project innovations; and
6. organizing principles of the technical assistance contract.

The rationale and specific questions to be answered by the evaluation team in each of these general areas are as follows.

1. Goal and Purpose

Rationale. The project paper established a logical link between the project purpose of improving the efficiency, coverage, and administration of basic education services and the project goal of improving the productivity, quality of life, and democratic participation of the Guatemalan people. This link is the result of analyses of the socio-economic and educational environments in Guatemala up to 1989 when the project design activity took place. The analyses were based on assumptions such as continued positive economic trends and complementary activities in basic education by other international donors. Given the size of the investment represented by the BEST project, it is important to test these assumptions and to examine projected time frames for meeting project goals.

Specific questions to be answered by the evaluation

1. Are the assumptions made in the logical framework of the project paper still valid? If not, what are the implications for meeting project purposes and goals?
2. Have the covenants and conditions precedent established in the project agreement been met as appropriate to date?
3. Is there evidence that the project has improved efficiency, coverage, and administration of education services to date? If not, why not?
4. Is there evidence that the project has improved the productivity, quality of life, and democratic participation of the Guatemalan people to date? If not, is such evidence likely by project completion?
5. Is there evidence that project activities will be sustained after the project completion date?

6. Are adequate (reliable and valid) procedures and measures in place to assess the developmental impact of the project by its completion date (including improvements in productivity, quality of life, and democratic participation of beneficiaries, overall and by gender)?
7. In light of the validity of the assumptions made in the logical framework, are current timelines adequate for meeting project purpose and goals?
8. What is the potential effect of the Mission's recent reprogramming exercise on the achievement of the Project purpose and goals?

2. Program Objectives

Rationale. Among the objectives of the current restructuring of the Agency for International Development is that of moving program documentation toward greater emphasis on indicators of sustainable economic development as criteria for success. In responding to this orientation, the LAC Bureau has emphasized a program objective approach consisting of an integrated Mission management approach linking project activities and outputs to the attainment of well-developed strategic objectives and program goals. USAID/Guatemala has included improvement of basic education among its strategic objectives. It is important, therefore, to assess the extent to which the BEST project affects the education sector as a whole and supports overall USAID/Guatemala strategic objectives.

Specific questions to be answered by the evaluation

1. Does BEST meet USAID definitions of program assistance?
2. What evidence exists that BEST contributes to higher level USAID/Guatemala Mission objectives?
3. To what extent does BEST fit within collaborative efforts across technical sectors to meet USAID/Guatemala Mission strategic objectives?
4. To what extent is there coordination among all Mission activities in basic education?
5. What indicators of progress in meeting strategic objectives does the Mission employ and to what extent do basic education indicators contribute to such aggregate measures?
6. To what extent have Mission activities been coordinated with other donors to increase effects in the sector and to avoid duplication of effort?

3. Project Implementation

Rationale. The BEST project envisions a team approach to implementation in which USAID project managers, MOE managers, and the technical assistance contractor personnel work together on all aspects of project implementation. Such an approach requires effective implementation strategies, close communication, a sensitivity to different organizational cultures and operating styles, and agreed upon management information and control systems.

Specific questions to be answered by the evaluation

1. To what extent is the implementation of BEST Project activities meeting initial time lines and, if needed, have effective actions been taken to improve the pace of implementation?
2. To what extent has the Project developed and implemented adequate financial planning, tracking, reporting, and accounting systems?
3. What have been the major obstacles to meeting the planned disbursements and, have adequate mechanisms been established to improve disbursements and to reduce the pipeline?
4. How effective is the formal organization and communication among key institutions (e.g., MOE implementing units, USAID, other donors, AED, sub-contractors, private sector entities) participating in the BEST project? Where impediments to effective communication are found, how can they be overcome?
5. How effective are formal reporting and approval arrangements and mechanisms?
6. What formal and informal communication channels and problem solving strategies are employed at various organizational levels? Have they been effective? Can they be improved?
7. To what extent has personnel turnover (within the Ministry, USAID, or the TA contractor) affected project implementation in terms of continuity in perception of project purpose and goals as well as in administrative procedures?
8. Is there sufficient absorptive capacity (e.g., personnel, management tools, definitions of function, understanding and commitment to the project by staff) to implement a project of the scope of BEST?
9. Have adequate procedures been established to procure, distribute, warehouse, track, maintain, and control end product use of commodities supplied through the project?
10. What implementation strategies have been established for adjusting and accommodating to changing country and USAID conditions? How effective are these strategies?

11. To what extent have changing agendas and objectives within the MOE affected Project implementation, and what strategies have been established for adjusting to these changes?
12. What has been the effect of strategies to promote USAID policy dialogue issues, public and private sector cooperation, and donor coordination?
13. To what extent have the activities and presence of other donors affected implementation of the Project?

4. Project Impact

Rationale. The BEST project paper established ambitious targets in terms of yearly projections of reductions in repetition, drop-out, and primary school completion rates as well as in years to produce a sixth grade graduate as a result of the project. The design also included the development of systems for establishing baseline data, for measuring student achievement, for conducting policy-relevant research, and for monitoring the progress of project implementation. Specific questions as to the appropriateness of the targets and the effectiveness of the monitoring systems to date follow.

Specific questions to be answered by the evaluation

1. Has a national baseline been established from which to measure overall project impact and impact by gender?
2. To what extent has the project met overall and individual activity targets and are there differences by gender?
3. What national trends (e.g., per capita income, caloric intake, per capita primary school expenditures, percentage of GDP allocated to primary education) may be related to the extent to which the project has met projected targets? Are the trends being monitored effectively?
4. Is the project on schedule for developing measures of student achievement? If not, why not?
5. Is the project on schedule for conducting applied research studies as needed by MOE decision-makers?
6. To what extent has a system for monitoring the progress of each activity and of the project as a whole in meeting milestones and improving implementation been set in place?
7. To what degree has the project affected institutional strengthening and change to date? Has it improved the administration of basic education services in individual activities?

5. Project Innovations

Rationale. The BEST project included a number of activities that are generally seen in the development literature as alternative methodologies to expand coverage, as in the case of interactive radio instruction and multi-grade instructional techniques, or to improve efficiency by providing equitable instruction to language minority students and girls, as in the cases of bilingual education and girls in development (GID) activities, respectively. The degree of implementation of these innovative activities should be examined.

Specific questions to be answered by the evaluation

1. To what extent have these activities been implemented as called for by the project paper timeline? Have there been constraints to implementation? If so, how can these be overcome?
2. What are the attitudes of teachers, students, and community members to these activities? Are there difference by gender?
3. What have been the intermediary effects of the activities on the target populations to date?
4. What does the implementation look like at the classroom and community level?

6. Organizing Principles of the Technical Assistance Contract

Rationale. In analyzing the capabilities of individuals and institutions in the Guatemala education sector, the Request for Proposal (RFP) called for an innovative technical assistance plan that emphasized the collaboration of local and international technical assistance providers and the transfer of technical skills and knowledge to host country counterparts as part of every technical assistance activity. Specifically, technical assistance was to be supplied through an institutional contractor operating under seven organizing principles:

1. an emphasis on utilizing local Guatemalan advisors and entities;
2. a focus on short-term technical assistance as opposed to long-term;
3. technical assistance as training;
4. flexible implementation;
5. strengthening existing institutions;
6. delivery of support services to Guatemalan public education by local private sector organizations; and
7. decentralized implementation and technical assistance.

Specific questions to be answered by the evaluation

1. Are the assumptions made in establishing the organizing principles still valid?
2. Have the organizing principles been pursued actively and effectively by the technical assistance contractor?
3. Has the technical assistance been effective in bringing about a transfer of skills and knowledge?
4. How well have the home offices of the prime and sub-contractor supported the organizing principles in their recruitment and fielding of staff?
5. What role has the office played and to what extent has the Guatemala technical assistance office involved local Guatemalan advisors and entities in technical assistance delivery?
6. Is there evidence that local institutions have been strengthened as a result of the technical assistance to date?
7. To what extent has the technical assistance contributed to reaching the project purpose and goal to date?
8. To what extent have A.I.D. and the Ministry facilitated the institutional contractor's pursuit of the valid organizing principles?

V. Scope of Work

The evaluation will be undertaken by a multi-disciplinary team consisting of ten individuals who will employ a variety of evaluation techniques. These individuals will be supported logistically by local Guatemalan professionals. In addition, each team member will be assigned a counterpart from the BEST project management team. In addition to regular briefings provided by the chief of party and appropriate team members to the USAID Project Manager, (referred to here as the Contracting Officer's Technical Representative (COTR)) and other Mission personnel, each evaluation team member will meet regularly with his/her counterpart to discuss progress and findings. Evaluation team positions and counterparts are as follows:

Team Member

Counterpart

- | | |
|---------------------------------------|--|
| 1. Planning/Project Design Specialist | USAID COTR |
| 2. Education Finance Specialist | USAID Planning Spec. or MOE Finance Specialist |

- | | |
|-----------------------------------|--|
| 3. Technology Transfer Specialist | TA Chief of Party |
| 4. Administration Specialist | MOE Project Director |
| 5. Educational Anthropologist | USAID COTR |
| 6. Gender Specialist | GID Program Director |
| 7. Primary Education Specialist | USAID Project Officer, Director of PRONEBI |
| 8. Statistician/MIS Specialist | Computer Center Director |
| 9. Evaluation Specialist | SIMAC Evaluation Specialist |
| 10. Logistics Specialist | USAID Project Officer |

Specific Responsibilities, tasks to be completed, and requirements for each of the evaluation team members are as follows:

1. Planning/Project Design Specialist (COP). (12-14 weeks)

Responsibilities

Responsible for coordinating the activities of the evaluation team. He/she will develop the final design of the evaluation, oversee the development of evaluation instruments, integrate the findings of different team members, and coordinate the preparation of the final reports. He/she will also be responsible for evaluation questions in Section 1: Goal and Purpose, Section 2: Program Objectives (together with the Statistician and Education Finance Specialist), and Section 3: Implementation (together with the Education Administration Specialist) of this scope of work. Specific activities will include:

Review A.I.D./W documentation on program-level objectives and conduct interviews with appropriate LAC Bureau personnel as to their perception of the BEST project in terms of education sector and country-level strategic objectives.

Review Mission and project documentation including Mission strategy statements, CDSS, education sector strategy statement, BEST project paper, implementation letters, and annual plans of project activities to determine the fit of the BEST project with strategic goals and objectives.

With the evaluation team Statistician, review statistical data to determine trends in economic and social indicators as well as education sector indicators related to coverage and efficiency.

Conduct interviews with senior Mission managers to determine their perceptions of the contribution of the BEST project to meeting USAID/G strategic objectives.

Conduct interviews with MOE personnel on their understanding and support of the BEST Project purpose and goals.

Meet with representatives of the World Bank and other donor agencies to determine the likelihood of complementary donor activities in basic education during the BEST Project life of project.

Review OH&E reprogramming exercise to assess its potential for assuring that the Project purpose and goal are met.

Assess the financial status of the Project to date and make recommendations for improvements in the schedule for disbursements.

Make recommendations as appropriate for modifications in BEST design or implementation strategies.

Requirements

At least five years of experience in project development activities, experience in managing large multi-disciplinary teams, extensive experience in evaluation, experience in education and training projects in Latin America, competence in Spanish (FSI 3), ability to conceptualize and write clearly and concisely, MA or PhD degree.

2. Education Finance Specialist. (3-4 weeks)

Responsibilities

Responsible for assessing the progress made toward sustainability of project activities after project completion as well as for determining the viability of GOG reallocation strategies for basic education. Will contribute to Sections 1., 3., and 5. of this scope of work. Specific activities will include:

Review of GOG and MOE annual and five year plans and budgets to determine the steps taken to increase financing for basic education and to assess the consistency of the plans with targets set in the project agreement.

Meet with representatives of the Ministry of Finance, SEGEPLAN, and USIPE to assess long and short-term strategies for financial support of BEST activities.

Assess the viability for plans to incorporate the management unit and the operations of PRONEBI into MOE budgeting processes.

Assess the contribution of private sector financing to the support of project activities.

Examine the regionalization process and the planned long-term financial support for regionalization, and assess the potential impact of these plans on the sustainability of BEST activities.

Assess the viability of alternative financing mechanisms such as allocations from other sectors, tax reform, and other international donor financing to support BEST project activities after project completion.

Requirements.

Advanced degree in educational financing and at least five years experience in working with the financing of large education projects, experience with USAID education projects and associated finance issues, competence in Spanish (FSI 3).

3. Technology Transfer Specialist (4-5 weeks)

Responsibilities

Responsible for determining the technical assistance contractor's adherence to the organizing principles of the technical Assistance Contract and the appropriateness of these principles in meeting the multiple technical assistance needs of the BEST project. Primary responsibility for Section 6.: Organizing Principles of the Technical Assistance Contract.

Review all technical assistance scopes of work for training objectives and behavioral outcomes expected from the technical assistance activity.

Conduct interviews with both long and short-term technical assistance providers to determine their understanding of the organizing principles, their commitment to technology transfer through training, and their perceptions of the advantages and disadvantages of long-term and short-term technical assistance provision.

Conduct focus groups with recipients of technical assistance to determine their perceptions of the skills and knowledge gained through technical assistance and any perceived variations between local specialists and international providers.

Interview heads of the various project implementing units to determine their role in the selection of technical assistance personnel and in timing the technical assistance visits.

Meet with current, former, and potential local technical assistance organizations to elicit their knowledge of and opinions about the organizing principles of the contract.

Interview both the home office staff and the Guatemala based managers of the technical assistance contract to determine their knowledge of and their perceptions of the viability of the contract guiding principles.

Requirements

Advanced degree in nonformal education, experience with both formal and nonformal education delivery in Latin America, experience in the evaluation of education programs, competency in Spanish (FSI 3).

4. Education Administration Specialist. (4-5 weeks)

Responsibilities

Responsible for determining the effectiveness of management and communications among Project team managers and between managers and technicians implementing the various activities of the BEST project as well as for assessing the impact of these procedures on project implementation. Will have primary responsibility for Section 3. of the scope of work and will contribute to Sections 1. and 5. in relation to the purpose of improved educational administration and the implementation of alternative methodologies, respectively.

Assess the consistency of A.I.D. guidance and communication procedures with the team concept of management described in the Project Paper.

Determine the adequacy of the procedures adopted by the MOE management unit for gathering information, communicating decisions, and soliciting feedback from the implementing units of the BEST project through a review of formal and informal communication channels, and reporting formats, forms, and memoranda.

Assess the absorptive capacity of the Ministry in terms of number and qualifications of staff, personnel functions, and management tools and procedures.

Determine if adequate accounting systems are in place and being used appropriately by trained personnel.

Assess the adequacy of the umbrella contract technical assistance approach employed by the BEST project in terms of administrative structure, contracting procedures, and communication with subcontractors both at the home office and at the Guatemala office.

Interview private sector participants, potential participants, and former participants in the project to determine perception of the appropriateness of the procedures adopted for maintaining communication with A.I.D., the MOE, and the technical assistance contractor.

Conduct individual and group interviews among managers and technicians to determine their perceptions of the appropriateness of communication procedures and channels.

Assess the impact (positive and negative) of project management procedures on the implementation of individual project activities.

Requirements

Advanced degree in education administration or public administration, experience in evaluating the administration of public sector entities in Latin America, competency in Spanish (FSI 3).

5. Educational Anthropologist (8 weeks)

Responsibilities

Responsible for Section 5.: Project Innovations and for input to Section 4.: Project Impact. Will assess the presence, use, and impact of the innovations at the individual student and classroom level and determine the knowledge, acceptance of, and participation in the innovations by teachers and local community members.

Review the results of the recent final evaluation of the Rural Education Improvement project, as well as annual and global plans for each innovative methodology and all other appropriate studies and documentation.

Conduct classroom observation and focused observations of individual children in a sample of classrooms using the innovations and classrooms without the innovations to determine the "fit" of the innovations within the normal classroom routine and their impact on children of different genders in terms of time on task, nature of verbal and nonverbal interactions with teachers and peers, and instructional delivery techniques.

Conduct interviews with local administrators to assess their knowledge and acceptance of the innovations.

Conduct focus groups with a sample of teachers, students, and community members in communities where the innovations have been implemented and where they have not to assess knowledge, acceptance of, and participation in the innovative methodologies.

Summarize the findings using matrices and other graphic displays that are readily interpretable by non-specialists and draw conclusions about the implementation of the innovations and their impact based on these findings.

Requirements

Advanced degree in Anthropology or Sociology, experience with classroom observation techniques such as checklists and systematic focused observations of individual children, experience with community ethnography and focus group techniques, familiarity with Guatemalan indigenous populations, experience in evaluation of educational programs, and competency in Spanish (FSI 3).

6. Gender Specialist. (4 weeks)

Responsibilities

Responsible for determining the extent to which issues of gender and equity have been incorporated into all BEST activities as well as the impact of GID to date. He/she will contribute as appropriate to all Sections of the scope of work.

Review all materials and studies produced by the GID activity to date as well as all plans, monthly reports, and the like produced by the individual BEST activities to determine the adequacy of indicators to measure project impact on the primary education of girls and to measure the broader economic implications of such impact.

Conduct interviews with A.I.D. and MOE personnel to determine understanding of the issues of girls' education and knowledge of BEST activities in the area.

Review all instructional materials and training packages developed by the BEST project activities to date for gender bias such as stereotyping, differences in time on task, gender of trainers, discussions of special needs of girls, and the like.

Analyze test development efforts to assure that potential test bias by gender is being taken into consideration.

In conjunction with the Educational Anthropologist, carry out focus groups in areas where BEST activities have been implemented and where they have not been implemented to assess the impact of BEST in terms of understanding and acceptance of teachers and community members of the importance of girls education.

Requirements

Advanced degree in education with an emphasis in gender issues, five years experience working with issues of gender in primary education delivery, experience in primary education programs in Latin America, competency in Spanish (FSI 3).

7. Primary Education Specialist. (6 weeks)

Responsibilities

Responsible for determining the appropriateness of instructional materials and teacher training developed under the BEST project and their "fit" within the entire primary education system. Special attention will be given to the alternative methodologies of bilingual education, GID, IRI, and multi-grade instructional delivery in Section 5. of this scope of work.

Review project documents to determine the characteristics of and the timelines for development of instructional materials and teacher training interventions to be developed in the BEST project.

Review national curriculum objectives and documentation on instructional delivery not linked directly with BEST as well as interview appropriate MOE personnel to determine the "goodness of fit" of BEST activities with the overall Guatemalan primary education program.

Analyze all instructional materials produced by the BEST project to date for appropriateness of scope, sequencing; format, and the like through different primary grade levels.

Determine the consistency of BEST instructional materials with any "minimum learning objectives" or competencies developed by the MOE.

Review any teachers' materials developed to accompany BEST materials and interview a sample of teachers who have used such guides to determine ease of use and attitudes toward the materials.

Assess the adequacy of pilot testing procedures and adaptation of materials and training efforts as a result of pilot testing.

Review the achievement test development effort and interview personnel from the initial and current test development contractor to determine appropriateness of procedures, timelines, and the like.

Requirements

Advanced degree in curriculum and instruction, experience with the evaluation of primary education projects in Latin America, experience with achievement testing, knowledge of qualitative methods such as classroom observations and focus groups with teachers, students, and parents, competency in Spanish (FSI 3).

8. **Statistician.** (4-5 weeks)

Responsibilities

Responsible for examining the adequacy of project indicators and targets as well as for assessing the project impact to date. He/she will also be responsible for evaluating the progress made in establishing a viable MIS system to serve central MOE and regional decision making needs. Will contribute to Sections 1., 2., 3., and 5. of this scope of work.

Review project documents to assess the appropriateness of statistical indicators in the logical framework and document attachments.

Meet with Centro de Computo, INE, and USIPE to gather available statistical data on education indicators and national socio-economic indicators.

Conduct time series analyses as appropriate to determine the appropriateness of projected targets in the current socio-economic context of Guatemala.

Conduct correlation, univariate, and multi-variate analyses, as appropriate, with impact data from individual project activities.

Assess the feasibility of conducting a meta-analysis of project outcome data.

Meet with representatives of project activities to review statistical designs for measuring the impact of the project and to assess the adequacy of the approaches and the impact by activity of the BEST project to date.

Interview technical assistance providers, Centro de Computo personnel, and regional personnel to determine the progress made in installing MIS systems to track educational indicators and Personnel transactions.

Assess the adequacy of the applied research component of the project to meet MOE administrators' information needs.

Requirements

An advanced degree in educational statistics or quantitative evaluation, experience with manipulating large statistical databases, direct experience with at least one management information system in Latin America, competency in Spanish (FSI 3).

9. Evaluation Specialist (3 weeks)

Responsibilities

Responsible for assessing the adequacy of the procedures developed for monitoring project progress in meeting milestones and benchmarks and for making adaptations in the implementation of individual activities. In addition, together with the COP and Statistician will determine the appropriateness of the indicators of project impact.

Responsible for input to Section 4.: Project Impact, Section 5.: Project Innovations as related to formative and impact evaluation, and Section 1.: Goal and Purpose as to the adequacy of project indicators.

Carry out discussions with OH&E, MOE, and contractor personnel as to the adequacy of A.I.D. project monitoring procedures.

Review activity formative evaluation plans to determine their adequacy and the congruence of implementation with planned milestones and benchmarks.

Conduct interviews with technicians implementing each activity and with members of the formative evaluation monitoring committee to determine their understanding of formative evaluation and their perception of its usefulness.

Assess the adequacy of indicators for determining institutional capacity building, educational quality as measured at the individual child and classroom level, and educational efficiency.

In conjunction with the Statistician, recommend qualitative and quantitative measures or indicators to improve progress monitoring and the provision of feedback to technicians and project managers.

Requirements

Advanced degree in educational research or evaluation, experience with conducting multi-method multi-site evaluations, experience in conducting evaluations of A.I.D. projects or programs in Latin America, competency in Spanish (FSI 3).

10. Logistics and Maintenance Specialist (3 weeks)

Responsibilities

Responsible for assessing the adequacy of existing records systems, warehousing and distribution procedures, tracking, and end use and maintenance of all commodities provided under the project. He/she will contribute to Section 3.: Project Implementation, and to Section 4.: Project Impact, in the case of school furniture or textbooks that may contribute to educational quality and efficiency.

Analyze all categories of records (e.g. statistical, inventory, accounting) systems and forms kept by the project implementing organizations to determine appropriateness, accuracy, and timeliness of reporting and the accessibility of file storage systems.

Inspect warehousing and distribution procedures at the central, regional, and local levels to determine congruence and timeliness.

Conduct interviews with and review the qualifications of personnel involved in commodity logistics to determine appropriateness of experience and training and adequacy in number.

Track a sample of commodities to the school level to determine adequacy of control of end product distribution and use.

Analyze adequacy of project transportation fleet and vehicle maintenance procedures and time tables to meet projected service delivery schedules.

Review commodities projection procedures and their congruence with procurement and budgeting timelines.

Requirements

Extensive experience in the development and implementation of manual and computerized inventory and tracking systems for large development projects, evaluation of at least one inventory and tracking system of an A.I.D. project in Latin America, competency in Spanish (FSI 3).

VI. Schedule

Week 1	Chief of Party reviews documents and conducts interviews in Washington.
Weeks 2-3	Chief of Party and Anthropologist arrive in country to plan the work schedule for the team, prepare the outline of the final report, arrange team logistics, identify samples, and begin data collection. Other team members review documents prior to arrival in country.
Weeks 4-8	Team members collect and analyze data in country, prepare draft reports, and give oral briefings to the Mission and appropriate Ministry officials.
Week 9	Draft report submitted and summary oral briefing given by Chief of Party and remaining team members.
Weeks 10-11	USAID/Guatemala and Ministry officials review the draft. COTR returns the draft to the contractor for revisions, as necessary.
Weeks 12-13	Chief of Party submits final drafts of report in Spanish and English.
Week 14	Chief of Party returns to Guatemala to lead two workshops on findings and recommendations.

VII. Reporting Requirements

The team leader will prepare and submit the following deliverables for approval to the COTR according to the following schedule:

1. Evaluation plan end of week 2
2. Data collection instruments end of week 2
3. Oral briefings weekly
4. Final report outline end of week 2

5. Draft final report and summary
Plan for workshops week 9
6. Final briefing week 8
7. Corrected final report weeks 12 and 13
8. Workshops on findings and
recommendations week 14

A brief description of each deliverable follows.

1. Evaluation Plan

Based on discussions during the initial team planning meetings, the Contractor will develop a detailed evaluation plan that will address each objective in the Scope of Work. The plan will include the following:

- each evaluation question
- data required to respond to each question
- sources for each data element
- staff person(s) responsible for collecting data
- methods and framework for analysis of quantitative and qualitative data (e.g., proposed charts, tables, organizing principles, themes, etc.)

2. Data Collection Instruments

- Based on the data needs identified in the evaluation plan, the contractor will develop data collection instruments (e.g., questionnaires, interview protocols, observation formats, focus group formats, etc.) appropriate for gathering those specific data).

3. Oral Reports

- The Chief of Party will provide weekly briefings in English to the COTR and other interested individuals in the Mission.
- Team members will give oral reports to the Mission prior to their departure from Guatemala.
- Team members will meet weekly with their counterparts to discuss findings and to receive feedback.

4. Final Report Plan

- The Chief of Party will prepare and submit for approval to the COTR an outline and plan for the two final reports (see below).

5. Draft Final Reports

The Chief of Party will be responsible for submitting two final reports: a Summary Report for A.I.D. Management, and a General Report for A.I.D., the MOE, and Contractor Personnel. The reports shall be presented as follows:

- Summary Report for A.I.D. Management (not to exceed 20 pages)

The A.I.D. Report will be directed to Senior A.I.D. Management and will summarize the findings related to:

- goal and purpose,
- consistency with A.I.D./W program objectives,
- sustainability, and
- policy options.

- General Report

The General Report will be directed to MOE, A.I.D., and contractor managers and will contain

- the findings on goal and purpose,
- implementation effectiveness,
- innovative strategies,
- impact, and
- effectiveness of technical assistance as related to each activity.

For each of the 16 BEST Project Activities, the General Report will include the following:

- achievements, intermediary effects, and impact against targets,
- problems and constraints to planning, implementation, and evaluation,
- lessons learned, and
- recommended modifications.

- Contents of Reports

Both reports shall include the following:

- an executive summary of not more than 10 pages combining the principal findings of both documents.

- the findings of the evaluation, conclusions and recommendations, lessons learned, and comments on the development impact of the BEST project.
- Appendices should contain the scope of work, statistical tables and graphs, the original logical framework, and a revised logframe, if necessary.

6. Corrected Final Report

- The draft reports presented by the external evaluation team will be considered drafts and will be subject to Mission review and comment. Within five days of receipt of the draft reports, the Mission will make every effort to provide feedback to the team leader. The team leader will be responsible for incorporating suggested changes and corrections into the draft versions and for presenting the final version within three weeks of receipt of the corrected draft reports.
- The COP will provide five copies each in English and Spanish of the final report along with diskette copies of the final reports in WordPerfect 5.1.

7. Final Oral Briefing

- The Chief of Party and remaining team members will give final briefings on the overall results of the evaluation to the Mission in English and to the MOE in Spanish, at least three days prior to departure from Guatemala at the end of the eighth week.

8. Workshops

- When results of the evaluation are final, the Chief of Party will return to Guatemala to lead one-day workshops for Mission and Ministry officials on the recommendations of the evaluation team.

XIII. Terms of Performance

The effective date on which work is to begin is July 20, 1992. The final oral briefing will be conducted no later than September 18, 1992.

IX. Level of Effort

The following approximate level of effort will be required to complete this evaluation:

1. Person Weeks

<u>Staff Position</u>	<u>Number of 6 day Weeks</u>	<u>Number of 5 day Weeks</u>
Plan/Program/COP	12	
Anthropologist	8	
Primary Ed. Spec.	6	
Ed. Admin. Spec.	5	
Gender Spec.	4	
Tech. Transfer Spec.	4	
Stat./MIS Specialist	4	
Finance Specialist	4	
Logistics Specialist	3	
Evaluation Specialist	3	
Support Staff	3	

2. Travel Costs

International travel is estimated to be as follows:

- 11 round trips from the U.S. (e.g., Kansas City) to Guatemala City.

3. Per Diem Costs

Per Diem costs are estimated as follows:

- a total of 364 days for international contractor personnel
- a total of 364 days local travel costs in Guatemala

ANNEX B

Answers to Detailed SOW Questions

1/10

I. Goal and Purpose

To assess the extent to which the BEST Project is meeting the goal and purpose of the Project, and based on an analysis of the Policy Indicators and Assumptions underlying the Project design, to recommend changes or modifications in Project Outputs, End of Project Indicators, and implementation strategies and foci. The goal and purpose of the Project are as follows:

Goal: to improve the productivity, quality of life, and democratic participation of the Guatemalan people.

Purpose: to improve the efficiency, coverage, and administration of basic education services.

- 1. Are the assumptions made in the logical framework of the project paper still valid? If not, what are the implications for meeting project purposes and goals?**

The primary assumptions in the logical framework of the PP are:

- Economic trends
- Political Stability
- Favorable GOG policies toward bilingual education.
- World Bank Second Basic Education Loan implemented successfully
- Favorable environment for public-private sector collaboration
- Security allows MOE in countryside
- Computer support available
- Supply of certified bilingual teachers
- GOG willing to use outside technical assistance
- Private sector response is positive
- Teachers are positive about participating in new 1-room school methods

For the most part, the assumptions in the project paper have proven to be valid. In the last several years, the GOG has implemented difficult economic and tax reforms that improve the future potential for economic growth. The environment for public sector - private sector collaboration has not been as favorable as anticipated, although some significant progress has been made in involving the private sector in school materials, girls in development, and the proposed radio foundation.

The timing of the World Bank loan for basic education has been considerably delayed due to macro-economic factors. The initial timeline assumed that this loan would be approved and implemented simultaneously with the BEST project. However, the project was suspended due to non-payment of loan arrears by the GOG. At the time of the evaluation, it

appears that most of the obstacles for the World Bank loan have been removed and that it will begin before the end of the year.

An important project assumption that is not explicitly stated in the LOGFRAME is A.I.D.'s intention to make a long-term commitment to institutional development in education in Guatemala. This assumption is the foundation upon which the strategy and the specific design of the project was built. This is the assumption that has been overtaken by events and the USAID commitment to Guatemala education has been limited to the life of the BEST project. Beyond this, no further assistance to education is planned. This is a significant factor for future project planning and implementation.

The impact of the absence of several key implicit and explicit assumptions on the attainment of the goal and purpose is unclear. As is explained elsewhere, the purpose and indicators were not explicitly tied to any given set of activities or types of investments. Therefore, it is difficult, if not impossible, to estimate any specific impact of the changes in plans on indicators. However, it can be said that the World Bank project is a critical factor in improving coverage and quality because (1) the activities will include school construction, which is the only activity in either project that specifically addresses coverage, and (2) the textbook printing and distribution activity is a critical factor in supporting all BEST classroom interventions, including PRONEBI. However, since the revised PRONEBI textbooks are not yet available, the lack of the IBRD project to distribute them does not constitute a critical constraint. No other non-pilot BEST activity has been implemented in the field.

2. Have the covenants and conditions precedent established in the project agreement been met as appropriate to date?

CONDITION PRECEDENT	DOCUMENTATION	A.I.D. ACCEPTANCE
Legal Opinion of MOE	Copy of Opinion	PIL # 2, 9/29/89
Identify responsible individuals in MOE	Copy of Letter	PIL # 17, 3/4/91 signatures of minister, vice minister
MOE management office created and staffed	Copy of Letter	PIL # 2, 9/29/89
Vehicle maintenance plan	Copy of Plan	PIL #4. A.I.D. received a general plan for vehicle use that did not explicitly include a maintenance plan. The PIL ordered the MOE to contract with a garage on the basis of a factory maintenance schedule. There is no complete maintenance plan to date and many of the vehicles are not being regularly serviced.
PRONEBI absorption plan, staffing, 500 new teachers, integration, Spanish language curriculum, master plan for full coverage	Copy of expansion plan	PIL # 21, 5/15/91 - extend date to 12/31/91 PIL # 28 - approve expansion plan and global/annual plan 12/31/91
16 new professional positions in distance teaching created in SIMAC	SIMAC plan	PIL #13 11/21/90 - 58 positions created in SIMAC, 23 professional positions filled. At the time of the evaluation, no such positions existed.

COVENANTS	
Access to MOE facilities and cooperation with MOE officials and staff	In general, the BEST project has had access to MOE facilities. There have been instances of specific difficulties in getting access to vehicles or other facilities. Some MOE officials are more cooperative than others, but in general the level of support has improved for the project from very poor relations between A.I.D. and MOE during certain periods of the project.
Sufficient budget allocation	MOE budget support to the project has been considerably lower in dollar terms than was envisioned in the PP, although in Quetzal terms it is about what was expected. Of much greater concern is that the counterpart estimates in the agreement do not cover any significant portion of the recurrent costs involved in most project activities, and are not projected to increase enough to cover such costs in the future. This is a serious concern.
Priority to qualitative improvement of education, use of low cost methods, and adopt standardized testing.	This covenant is hard to judge at this point in time, as very few BEST project activities have directly reflected these goals. The standardized testing has begun. The use of low cost methods is difficult to assess because neither the MOE nor A.I.D. has systematically collected nor analyzed cost data and cost-effectiveness has not been used as a key criterion for project activities.
Collect statistics, and use private sector resources	Collection, analysis, and dissemination of statistics has occurred through the MIS component. Use of private sector resources has been less extensive than planned, although not necessarily due to any failure on the part of the MOE.
Delegate authority and responsibility to subnational units to assure that regionalization is complementary to project	The regionalization process is clearly being implemented. This has and will continue to affect a range of BEST project activities, including PRONEBI and the MIS, as well as all of the innovations.
Attempt to increase GOG budget to 3% of GDP by 1995, higher proportion to primary education, higher proportion to investment expenditures by 1995	This covenant is phrased in very loose language, so it can probably be fairly stated that they have attempted to fulfil the covenant. However, current projections and views of key MOE and Ministry of Finance officials indicate that this goal will not be reached.

3. Is there evidence that the project has improved efficiency, coverage, and administration of education services to date? If not, why not?

At this point in the project, after three years of project life and two years of actual implementation, there is no evidence that the project has directly contributed to improving efficiency, coverage, or administration. The EOPS indicators at this point in time are about where they were projected to be without the BEST project. Whereas some improvements in these areas might be expected from the project activities, the national scope of the indicators is not attainable given the type and nature of the project activities.

Although the project design had anticipated a more rapid impact, this status is neither surprising nor particularly problematical. The project activities that are most likely to have a direct impact on these indicators have either not yet been implemented (expansion of PRONEBI, supervisory system, completion of text revision, personnel, one-room school), are only partly operational (MIS), or have been suspended (distance teacher training). The potential activities that could have a broader systemic impact, such as policy dialogue and applied research, have not been pursued.

While the specific project measures of efficiency, coverage, and administration have not been affected, there have been project accomplishments that represent real improvements in the system. The Centro de Computo, supported by the MIS activity, tabulated, analyzed, and produced an annual statistical summary of educational data for 1991. This was the first time that such data had been available for several years. Moreover, the report was produced by March of 1992, more quickly than had ever been done before. Another significant accomplishment is the creation of a new supervisory system after the previous system was disbanded. The achievement is not simply in the fact of the creation, but rather in the process of using a selection process based on merit and objective testing. If this becomes the norm for such appointments, it represents an important step in system rationalization and recognition of quality. These accomplishments, if they can be institutionalized, have the potential for contributing to efficiency and improved administration in the MOE.

4. Is there evidence that the project has improved the productivity, quality of life, and democratic participation of the Guatemalan people to date? If not, is such evidence likely by project completion?

The Project Paper and logical framework did not establish any specific measurements for the expected change in productivity, quality of life, or democratic participation. The general indicators used were per capita income, fertility and contraceptive prevalence, health and nutrition, agricultural productivity, popular participation in elections, and literacy rate. The non specific nature of these indicators and goals makes measurement difficult and largely meaningless.

Even if specific targets had been included, the nature of the indicators is such that the BEST project is highly unlikely to make any attributable impact on these measures by project completion. By 1995, the first cohort of children who entered school at the beginning of the project will be leaving sixth grade--or at least the small percentage who actually complete schooling in six years. The first cohort who may actually be affected in any significant degree by some project activity will not graduate until 1998 or later. Even at that time, the impact of a few classes of primary school children on the direction of national health and productivity measurements will be infinitesimal. The impact of specific changes in educational quality on this type of indicator have a time lag of decades.

It is probably fair to state that there was never an intention to attempt to measure the specific contribution of the BEST project to such high level changes. Rather, the objective and indicators represent changes that have a high degree of statistical correlation with improved levels of education. The increasing emphasis of the project on issues of girls and women's education increase the potential of the project for making changes at this level, particularly in relation to the fertility, contraceptive, health and nutrition indicators.

5. Is there evidence that project activities will be sustained after the project completion date?

The issue of sustainability is central to the objectives of the project. It should also be the central focus for all design and implementation decisions from this point to the end of the project. There are two aspects of sustainability to be considered. The first is whether adequate budgetary support has been provided, and personnel positions created, to maintain the activities. In the case of private sector entities, the issue is whether an adequate financial flow can be sustained to cover expenses. It is at this most basic level that serious concerns exist about the sustainability of the BEST project. The MOE counterpart contributions have been running behind schedule by almost two years. Even more important, the fairly substantial amount of counterpart included in the project agreement was almost entirely in kind. The MOE is not currently covering any of the recurrent costs of the project activities, including gasoline, maintenance, paper and pencils, and some key personnel. Nor do the existing counterpart budget schedules indicate that these costs will be picked up in the future as A.I.D. funding phases out. This is a very serious concern that should be the primary focus of A.I.D. -MOE discussions over the next several years.

Beyond the basic level of sustainability, there is the question as to whether adequate planning is being done and provisions being made to maintain the quality of work after the project. Issues at this level include such questions as (1) whether salary levels are adequate to retain qualified staff; (2) whether budget provisions are being made to maintain and replace vehicles and equipment when necessary; (3) whether provisions and capability exist to continually train and upgrade staff in key management and technical positions; and (4) whether the activity has adequate personnel depth and skills to protect it from upper management changes. Equally important to protection from changes in political winds is the degree to which the activity has become embedded into the normal operations of the MOE and indeed become of essential value to other institutional units as well as the upper management.

At this point in the project implementation, judgement must be withheld for the majority of the activities because there is as yet no strong evidence or experience on which to base a conclusion. However, there is reason for concern for almost all of the project activities for different reasons. The issues of sustainability and institutionalization should be foremost in planning and implementing the project over the next three years.

6. Are adequate (reliable and valid) procedures and measures in place to assess the developmental impact of the project by its completion date (including improvements in productivity, quality of life, and democratic participation of beneficiaries, overall and by gender)?

At the present time, there are no procedures or measures in place to assess the developmental impact of the project beyond looking at national census statistics. The program impact measurements of other mission programs, including democratic initiatives and health/population activities, will include specific measurements of educational level attained. However, these will be generic measurements of correlation of educational levels to other

factors. They are not intended to reflect the impact of the BEST project. As discussed above, the developmental impact of primary education cannot be measured in the time frame of project implementation.

The measurements of BEST project impact on the specific indicators of educational system efficiency, which are the purpose level EOPS indicators, are discussed elsewhere.

7. In light of the validity of the assumptions made in the logical framework, are current timelines adequate for meeting project purpose and goals?

The current timelines are not likely to be adequate to meet the project purpose and goals. At the time of this evaluation, just over half way through the project, only two project activities have actually reached a small number of teachers and students. Most of the real project activities will begin in the coming school year.

The project should be extended.

8. What is the potential effect of the Mission's recent reprogramming exercise on the achievement of the Project purpose and goals?

The Mission's reprogramming exercise is not yet adequately advanced to really judge the impact of the proposal on the achievement of goal and purpose. At the time of the evaluation, the proposed budget for the reprogramming was inaccurate by over \$3.6 million and the detailed budgets explaining the impact of funding reductions on specific project activities were not yet available. Therefore, it was not possible to estimate what the reduced funding in such key activities as PRONEBI expansion and Supervision would entail. The Mission opinion was that these adjustments reflected only changes caused by delays in implementation and savings achieved in the project, but no budget detail was available at the time to verify these opinions.

The proposals and budgets for the three project activities to be expanded were in a more complete state, so the marginal impact of these activities could be estimated in very general terms. Two of the activities, girl's scholarships and one-room schools, are highly focused, intensive interventions designed to achieve a high impact on a relatively small population. In terms of the objectives of the activities themselves, in isolation from the larger project context, the impact of both could be relatively significant. However, in the context of project objectives that are measured in terms of changes in national educational statistics, the contribution of these activities will be negligible in the lifetime of the project. This is not due to the quality of the intervention, but rather to the scale of the intervention in proportion to the size of the problem. The combined impact of both interventions will reach fewer than 3% of the student population, so even significant improvements cannot leverage large changes in national statistics. This is not an issue of either value or validity of the intervention, only an issue of mathematics and scale of operations.

The radio program is a different type of intervention that is expected to achieve national coverage by the end of the project. The impact on the specific project indicators is difficult

to judge because activity assessments to date have measured only student gains in math learning over the pilot area. Data on impact of the program on repetition and dropout was not collected, nor was analysis of the variables that influence the impact. The sustainability and support of the radio activity are also uncertain at the time of the evaluation. However, given the scale of the activity, it has the potential to have a measurable impact on the purpose indicators.

II. Program Objectives

To assess the extent to which the BEST Project is meeting A.I.D./W program objectives (i.e., education-sector program) and USAID/Guatemala Mission strategic objectives (i.e., improved basic education).

1. Does BEST meet USAID definitions of program assistance?

The BEST project is a complex, multi component sectoral project that is intended to achieve substantive impact in the education system on a national level. The project includes a range of interventions, including policy dialogue and donor coordination as well as traditional project inputs. BEST consists of sixteen independent but mutually reinforcing activities. While these activities are not individually broad or complex enough to be considered sixteen separate projects, they constitute more than a standard project. Although the activity is structured as a project and therefore is different than most other USAID/Guatemala programs, the project scope and level of impact make the effort equivalent to other program objectives in the mission portfolio. Both the mission and the Bureau recognize the activity as an appropriate strategic objective.

The BEST project structure of goal and purpose indicators is somewhat awkward in conforming to the program document format used in the mission. This is due to the fact that BEST predates the program planning approach in the LAC bureau. The BEST goal and purpose statements can be revised to better structure and measure the program as a strategic objectives.

2. What evidence exists that BEST contributes to higher level USAID/Guatemala Mission objectives?

In the strategic program structure of USAID/Guatemala, the BEST project constitutes one of the higher level mission objectives.

The specific evidence in Guatemala of the contribution of the BEST project to the higher mission objectives is, at this time, limited. However, the accumulated evidence in the literature firmly establishes a direct relationship between basic education (and specifically the achievement indicators used in the BEST project) and societal gains in income, health, population control, and productivity. The following chart, prepared by the LAC Bureau, clearly shows the relationships in the countries of Latin America and the Caribbean.

3. To what extent does BEST fit within collaborative efforts across technical sectors to meet USAID/Guatemala Mission strategic objectives?

USAID/Guatemala has created strategic objective committees comprised of representatives from several different technical and support offices to review and improve monitoring and planning. These committees are a relatively new management innovation in the mission. The experience in each committee to date has been somewhat different. The education strategic objective, which consists solely of the BEST project, is somewhat unique in the process because the project and the program are the same. The limited participation and collaboration in this committee are unquestionably heavily influenced by this fact. It could well be that BEST does not lend itself as well to this approach as do some of the other mission programs. However, the value of bringing in outside views and encouraging identification of opportunities to collaborate across technical sectors is a worthwhile effort that should continue.

The BEST project has not, as yet, benefitted from the USAID/Guatamala effort to establish collaborative strategic objective support committees.

4. What indicators of progress in meeting strategic objectives does the Mission employ and to what extent do basic education indicators contribute to such aggregate measures?

Basic education constitutes a strategic objective in the current mission portfolio of five major objectives. The progress indicators for the strategic objectives are essentially the EOPS indicators for the BEST project.

5. To what extent have Mission activities been coordinated with other donors to increase effects in the sector and to avoid duplication of effort?

The BEST project was initially planned in coordination with the planned World Bank Second Education Loan. In a useful joint programming and analysis effort, the donors sponsored a sector assessment and used the results to divide up responsibilities for assisting educational development in Guatemala. The World Bank accepted the responsibility for financing expansion of the school program and printing texts.

Donor coordination is a core objective of the BEST project and is also included in the annual goals of the BEST project manager. BEST has been planned as a collaborative effort from the early stages of project design. The major donor coordination effort was then, and continues to be the relationship to the World Bank Second Education Loan. This loan was intended to be approved about the same time as BEST, in 1989, and implemented simultaneously. Moreover, the initial plan was to have a single individual in the MOE responsible for donor coordination.

This level of coordinated project planning and implementation was undercut when the GOG went into arrears with the IMF and the World Bank loan was suspended. This situation is only now, at the time of the evaluation, being resolved. However, A.I.D. has continued to maintain contact with the World Bank team and has regularly met with the IBRD representatives when they come to Guatemala. In this case, the level of cooperation,

information sharing, and careful coordination to avoid duplication of effort and improve the impact on the sector has been exemplary.

The other major donors involved in education, UNESCO and UNDP, have not been included as effectively. This is an area where considerably greater effort and flexibility is needed. UNESCO in particular is in an influential position in the MOE in the key areas of in-service training and curriculum development. The lack of effective coordination, or even fruitful communication with this office is a real constraint to improving the rationality of the use of MOE resources.

III. Implementation

To assess the effectiveness and to recommend strategies for improving the Project implementation through an analysis of obstacles and bottlenecks as well as achievements in Project management and administration.

1. To what extent is the implementation of BEST Project activities meeting initial time lines and, if needed, have effective actions been taken to improve the pace of implementation?

At the time of the evaluation, the BEST project is behind in the implementation of project activities judged against the initial time lines. Three of the twelve activities are on the schedule initially proposed. Two project activities, Distance Teaching, and Educational Research have been suspended altogether and a third, social marketing, has been essentially suspended in comparison to the original intention. Supervision and the Nueva Escuela Unitaria are only beginning their efforts during the third year of the project.

There is a range of reasons why implementation and disbursements are so far behind. Some of these are external to the project, but are part of the normal working environment for any foreign assistance activity, such as changes in local government officials and political priorities. Governments and organizations have their own rhythms, an ebb and flow of activities and priorities that are unlikely to coincide with all of the needs of an assistance project. At the same time, the normal processes of the A.I.D. bureaucracy can affect implementation -- budget cycles, A.I.D. approval systems, etc. In BEST, for example, the standard A.I.D. approval process has been a bottleneck for computer procurement.

Furthermore, in BEST, the standard problem of the collision of two to four bureaucracies -- A.I.D./USG and the local government/implementing units is further complicated by the disparate locations of the contractor firms (numerous) and the establishment of a BEST project bureaucracy.

Actions have been taken in particular cases to resolve a problem at hand. Constraining factors force these actions to be piecemeal and ad hoc. Several factors must be addressed if there is to be an effective effort to speed up the pace of project implementation. These are initial design limitations, the contractual relationship, and close supervision style in implementation management. They are discussed in turn below.

a. initial design limitations

In any USAID project requiring training, technical assistance, and procurement of commodities, individual activities may be delayed for technical and logistical reasons particular to the individual activity. For example, from a technical standpoint, a training workshop might be delayed because existing participant materials are not technically adequate

to support project objectives. Likewise from a logistical standpoint, this workshop might be held up because procedures have not been put in place for the project to request permission from the local ministry for the participants (e.g., teachers) to attend. Once these bottlenecks are removed they will facilitate the completion of other activities that will use the same materials or will request permission for attendance.

In the BEST project this normal situation is aggravated by initial design factors. From the outset BEST activities were designed to be independent, unattached, and not mutually reinforcing. Thus, solving implementation problems found in one activity does not ensure the removal of bottlenecks to the completion of tasks in other activities. Outside of general modifications that can be made to improve the responsiveness of project administration (see below), the design of the BEST project ensures that problem solving in identifying implementation bottlenecks cannot have widespread or general effects.

b. complex contractual arrangements

In addition, the BEST project contract presents additional implementation challenges. This contract involves three firms. The prime contractor is The Academy for Educational Development (AED), based in Washington, D.C. There are two sub-contractors: Juarez and Associates (J&A), with offices in Washington, D.C. and Los Angeles, California, and Inter American Development Advisory Services (IDEAS), located in Guatemala City, Guatemala. AED operates a local office for project administration which is headed up by the project's Chief of Party (COP) and a Washington D.C. backstop office. The complicated relationships in this contract cause delays in implementing BEST project activities. They frustrate attempts to use general strategies to finally solve problems and remove impediments to implementation of BEST activities.

This complex contract puts additional strain on implementation activities. The prime contractor and sub contractors have their own technical roles to complete. The AED COP arranges for AED approval of Scopes of Work (SOW) and supervises field employees. In some respects this contract functions like three separate contracts, and in other respects it is similar to a common prime contractor and sub-contractor relationship. As in any common contractual relationship requests for payment, disbursements, and formal USAID procedures (e.g., travel clearance) are handled by the prime contractor. In addition, each sub-contractor maintains its own recruitment, selection, and hiring mechanisms, employee benefits packages, oversees the technical adequacy of its own work and justifies it and communicates directly with USAID/G. However, the prime contractor through its COP specifies the works scopes for field personnel and exercises field supervision. The different locales for each firm involved also make for complications.

c. close supervision in project management

In addition, the BEST project has seen close technical and contractual supervision from USAID. If the difficulties outlined above can be addressed, this source of delay would still exist. Required USAID sign offs and clearances lengthen time lines and delay completion of actions necessary to undertake activities. For example, on the technical side, USAID/G signs

project personnel. On the financial side, USAID/G approves all salaries set by AED for technical assistance both local Guatemalan and International. This not only delays matters by adding another approval to the salary negotiation process, but it creates a separate negotiation process between the contractors and USAID/G. This is added to the normal salary negotiations between the contractor and the independent consultant. Occasionally it results in reopening negotiations that have already been completed.

Though it may not be possible, confronting any one of these problems will help speed up project implementation. Addressing all of them would significantly improve the chances for speedy delivery of project services in the future. Along with other improvements suggested below, the pace of project implementation can be significantly altered by paying attention to the difficulties outlined above.

2. To what extent has the Project developed and implemented adequate financial planning, tracking, reporting, and accounting systems?

The MOE management unit has implemented a microcomputer based accounting package and process information relative to those funds that flow through its office and GOG counterpart funds. This system appears to provide effective tracking, reporting, and accounting for those funds.

Tracking, reporting, and accounting for those funds that A.I.D. disburses directly is less stringent in some ways. During the course of this review we repeatedly requested information relative to expenditures to date by line item and were told that such information is not available. This creates difficulties in tracking disbursements by line item and makes accounting for cost overruns on physical accounts almost impossible.

Financial planning for the project is accomplished ad hoc, and is complicated by the lack of information cited in the previous paragraph. As an example, a projected reprogramming of the project budget, under consideration during the review, responded to this lack by rolling all project expenditures to date into a single line item. This created difficulties in evaluating the proposed budget.

3. What have been the major obstacles to meeting the planned disbursements and, have adequate mechanisms been established to improve disbursements and to reduce the pipeline?

The lack of detailed line item accounting in the A.I.D. project accounts limits the analysis of the specific planned against actual disbursements. However, the information available and general knowledge of the project allow for identification of some of the obstacles. Many of the major obstacles to planned disbursements have been external to the project, such as the disbanding of the supervisor system. Other obstacles have been related to project difficulties in the teacher training activity, testing, research, school materials, and social marketing. For

in the teacher training activity, testing, research, school materials, and social marketing. For the most part, these obstacles are due to the difficulties of trying to implement through new private sector mechanisms rather than to more tangible management problems.

At this mid point in project implementation, most of these obstacles are in the past. While the reprogramming of funds from the teacher training, social marketing, and research activities will slow disbursements somewhat, overall the pace of disbursements will quickly pick up as planned procurements of equipment and computers are made and the various activities begin being implemented in the field.

In general, the disbursement pace and the pipeline should not be considered a major project difficulty at this point.

4. How effective is the formal organization and communication among key institutions (e.g., MOE implementing units, USAID, other donors, AED, sub-contractors, private sector entities) participating in the BEST project? Where impediments to effective communication are found, how can they be overcome?

The BEST project is formally organized around a committee structure. Management and control are exercised through a set of committees whose purpose is project management and coordination. The committees are structured, have regular meetings, and serve as the key formal project communication mechanism.

a. formal organization around key institutions

These committees include the executive committee composed of the USAID Project Manager, the MOE Coordinator, the Directors of the implementing units, the Technical Vice Minister, and the AED COP. This committee reviews project actions and meets once a month. The executive committee has management as its ostensible purpose. Its latent purpose seems to be to have a forum in which higher officials of the Ministry (i.e. the Minister, and Directors General and of Dependencies) can be formally included in the project. Also included is the steering committee whose members are the USAID Project Manager, A.I.D. FSNs, the Project Coordinator, and the AED COP. In addition, there is a series of committees at the implementing unit level which include as members the technical advisors, a counterpart, if any, and one of the USAID FSNs.

As discussed below (see #5) committees can be an effective mechanism for project management given the right contingencies. They do not seem to have been effective for solving those problems which result in implementation delays. Evidence of this are the delays in implementation that were outlined above.

Another contingency that influences the effectiveness of committees as an organizing and communication mechanism is the degree to which committee composition is varied and representative. In BEST the important committees include largely the same people. This limits their effectiveness both in management and in information dissemination. In order to carry out these roles effectively, the committees should be structured to develop a linking pin

network among the participating institutions. For example, one way of organizing a governing structure by committees would be to have a governing committee that would include the USAID Project Manager, the AED COP and the Project Coordinator each representing their respective institutions. Prior to these meetings, each of these actors would meet with the key actors in their own institutions (i.e., the USAID COP with USAID FSNs, the AED COP with subcontractors and the technical assistance team, and the MOE's Project Coordinator with the Director's General.)

However, it should be remembered that committees are only formal meetings charged with specific tasks. One problem in the organization of the BEST project has been the overuse of meetings and their lack of focus. Observation of meetings, interviews with project participants, and frequency of meetings based on a sample of participant's meetings attendance over a two week period, showed a clear pattern in the use of meetings.

b. formal communication

Meetings are not effective devices for formal communication. Communication is much more effectively accomplished through brief written communication. Unlike verbal discussions, instructions presented in writing can be more easily clarified and have the advantage of being consulted at a later time. Moreover, noise such as side discussions does not distort or interfere with the transmission of messages. This fact would support the use of brief written instructions or even a newsletter of some sort for project participants. This could excerpt progress reports and report important information.

Where meetings are especially useful is in two areas. First is the solving of problems that are due to the interdependent nature of the tasks involved. In this sort of meeting those who meet are only those whose inputs are the outputs of others. For example, in the BEST project, if the Supervision Activity needed information from the GID Activity for its Supervisors guides and it was not getting this in a timely fashion, these two activities might meet to explore alternative strategies for meeting the needs of the Supervision Activity. Likewise, in any particular activity this might occur. For example, if script writers in the Radio Activity are holding up scheduling of studio time, and curriculum specialists at MOE were holding up the scriptwriters, these actors might meet to solve the interdependent problem. However, it should be assumed that there will be very little need of problem solving meetings on a formal level among activities in the BEST project, because these activities were purposely designed to be independent.

Second, meetings are useful for taking participatory decisions. Views can be exchanged, and votes can be taken. This works well among equals. In meetings in which power differentials among the participants are great, communication will be suppressed and conflict will be resolved in favor of the powerful unless there is some process to guarantee free choice and anonymity for the participants.

Formal committee meetings are used in BEST project management for transmitting information, and to a much lesser degree, for the taking of decisions. When there are differences in power among meeting participants it is a good idea to institute a procedure to guarantee that decisions reached are quality decisions and are freely taken. If the committee

is used for communication purposes without some procedure there is no guarantee of open communication given power differentials. For example, a meeting with the USAID Project Manager, the AED COP, and the MOE Project Coordinator might require such a process due to the fact the latter two positions are indirectly financed by USAID and the USAID Project Manager has some say in their approval. If this is not done, then these meetings become either completely worthless or always suspect. Claims of consensus decisions might be tainted by the peer differential.

An example of the problem with meetings in the BEST project is the BEST project monthly meeting. At this meeting, technical assistance personnel responsible for reporting on Component Activities report their achievements in the past 20 working days and present their plans for the next 20. Although all those interviewed expressed dissatisfaction with the number of meetings in general, all but one of those interviewed expressed unsolicited dissatisfaction with this meeting in particular.

The reasons for this dissatisfaction are clear. First, the meeting is being used inappropriately to transmit information rather than to take decisions or solve problems. This results in its being too long, unfocused, and probably unrealistic in its aspiration: it is not likely that much progress will be viewed in only 20 working days. Second, the phenomenon of power differential is also exemplified by the continued convening of this meeting. Even, though dissatisfied with the meeting those responding negatively about the monthly meeting indicated that they had not expressed their dissatisfaction to either the USAID Project Manager or the AED COP. When asked why, all indicated that either they did not believe that it would do any good, or that they would only cause problems for themselves if they expressed their dissatisfaction.

5. How effective are formal reporting and approval arrangements and mechanisms?

The formal reporting requirements for BEST are not overly heavy given the amount of money in the project and the responsibilities involved. The reporting requirements at the bilateral government level were outside the scope of this report.

Formal reporting is largely bottom up. TA and MOE executing units submit objectives and plans and progress reports to USAID and AED. Activities also report on progress at the monthly meetings. This monthly meeting is used mainly as a communication device to inform activities about one another. Formal reporting in BEST can be broken into two main mechanisms, the periodic plans and the monthly meetings.

Both meetings and progress reports can be effective in the right circumstances, that is under the right circumstances. Meetings are most effectively used when there is a complex, undefined problem to solve, and when there is a lot of time to take decisions. BEST is behind its implementation schedule, consequently, if lost time is to be made up, meetings are not an effective reporting practice for BEST, because they require time. Most of the problems that are encountered in BEST are of the technical or inter-unit relation sort, in short they are implementation problems. These may require periodic meetings, but in smaller groups.

Written progress reports can also be effective under the right contingencies. They would be best used when those submitting the reports have time to prepare them, are trained in report writing, have support to produce them, and receive careful feedback on their preparation and information. The time factor is a favorable circumstance depending on perspective. From a strategic planning perspective the intervals between reports are too short to see environmental change or progress. From a monitoring and control perspective, the reporting periods are about right. Frequent reports are best used for control and monitoring rather than charting progress on implementation. The second two contingency factors, training and support, are generally high in BEST, but vary by unit and position. The last factor is lacking. Without detailed feedback there is little incentive for actors to be careful or interested in the reporting, because they receive no direct benefits from the reporting. This weakens the effect of the requirement.

Formal approval arrangements for the BEST project are quite lengthy and have an impact on project implementation. This weakens the project's ability to respond to both implementation plans and changes in them. There continue to be, as of this writing, people working in the field for the contractor who do not have contracts, or who negotiate a rate with the contractor only to find out months later that the rate has been changed by the negotiations between USAID and AED. The combination of three different bureaucracies means that some actions must have three different approvals. Most actions require approval from AED and USAID. For example, hiring a consultant involves approvals of SOWs by AED/G and clearance by USAID. This clearance is operationally equivalent to an approval. In addition, the AED/W backstop office also approves the SOW. In a separate but related process, salary is proposed by AED/G, approved by AED/W contracts, and then proposed to USAID/G contracts office.

6. What formal and informal communication channels and problem solving strategies are employed at various organizational levels? Have they been effective? Can they be improved?

The highest organizational level of BEST project management is the intergovernmental, bilateral one. These relations are managed at the Directorate level of USAID/G and the U.S. Embassy. The next highest level is the inter-institutional between the U.S. government granting agency and the Guatemalan recipient agency. This is represented by the BEST executive committee. At this level communication is mostly formal. There are occasional interpersonal business oriented social interactions.

On this level problem solving is done by getting together the principals of the institutions: The MOE Minister and Vice Ministers, the USAID Mission Director, and the cognizant technical officer, and, if need be, financial officers. At his level there is no formal procedure nor informal mechanism for problem solving.

At the next level the project management level, representatives or designated project managers interact. They interact in the steering committee. Not mentioned in the project paper and not formally constituted, the steering committee meets regularly and is structured. Therefore, it is not an informal project management mechanism. It functions as a non-formalized project management committee chaired by the USAID project manager and

constituted by persons paid directly by USAID or the BEST project. This committee channels information and instructions from USAID to the other institutions. The communication at this level is largely one way.

The steering committee does attempt to solve problems. In some meetings, it concentrates on problems of a technical nature rather than monitoring and control problems. The problems identified are problems for USAID in implementing its policy in or through the project.

The lowest level of the project, the executing and operational level, has a formal set of committees to serve as a communication network and to solve problems. These committees for each activity also review technical details. At this level, activities are scrutinized for suitability to USAID/G desires by USAID FSNs who sit as members of these committees (See # 4, above). The representation of a USAID FSN on the committees can be beneficial. If, through personal contact, the USAID FSN develops an affinity for and a relationship with an activity, the USAID FSN may become an advocate for the activity and actively seek to step in and help them solve their problems. This type of "clientism" is common in A.I.D. projects and reduces the objectivity necessary to appropriately carry out the technical and monitoring responsibilities. This is an informal problem solving strategy because there is no mechanism to guarantee that the highest priority problems will get attention or that activities are treated equally.

7. To what extent has personnel turnover (within the Ministry, USAID, or the TA contractor) affected project implementation in terms of continuity in perception of project purpose and goals as well as in administrative procedures?

The primary impact of personnel turnover related to the BEST project occurred during the change of government in the first year of project implementation. The replacement of the Minister with whom USAID/G had negotiated the original project design, and the associated changes in personnel at the Vice Minister, Director General, and Regional Director levels required a significant period of adjustment and refocusing.

At the Ministry middle management level, turnover itself has not been greater than normal. However, some key positions were vacated at this time and, due in part to the other changes, were left vacant. For example, the Directorship of PRONEBI was left vacant for 10 months after the last Director retired.

At the bottom level of the Ministry, turnover is negligible. Field observations would seem to bear out the supposition that teacher turnover is slight.

USAID turnover on the project has occurred at similar levels to that of the Ministry, although a new Mission Director arrived prior to initial project start up. The USAID mission saw the rotation of key office chiefs (OHE and Education) to other posts just as the project began. The USAID Project Manager and FSNs have been involved since the project's inception.

The contractor (AED, J&A, IDEAS) has seen some turnover, but none at the management level. There has been some turnover in long term technical assistance. For example, the long term advisor in bilingual education to PRONEBI, Fred Carrillo, has recently resigned. This position was difficult to fill, and it is presently vacant.

Project goals have shifted somewhat at the higher levels due to turnover. For example, the new Minister is an advocate of new classroom management and so favors the expansion of "Nueva Escuela Unitaria" to other parts of the country and to address other needs. This is beyond the original aim of proving and adapting the technology first. Likewise, the USAID, Project Manager is an advocate of girls education. The Project manager plans an expansion of this activity beyond the original project goal and purpose.

PRONEBI has probably been the hardest hit due to turnover. Turnover at the Ministry has lead to PRONEBI's being not only without leadership but also with lacking clarity of purpose. PRONEBI's role in the MOE reorganization still remains unclear. In addition, PRONEBI has lost its long term TA in Bilingual Education.

Retention (turnover) does not appear to be a significant personnel problem for the project. Instead, recruitment and selection seem to be obstacles. It is difficult to find and recruit qualified applicants for positions. Once they are found, it is difficult to get them selected for hiring, due to the multiple technical and contractual approvals (see #5, above).

8. Is there sufficient absorptive capacity (e.g., personnel, management tools, definitions of function, understanding and commitment to the project by staff) to implement a project of the scope of BEST?

Absorptive capacity must be viewed not only in terms of existing capacity, but also potential. One of the objectives of the BEST project is to develop the capacity to implement the project activities and to utilize management tools.

9. Have adequate procedures been established to procure, distribute, warehouse, track, maintain, and control end product use of commodities supplied through the project?

See separate report of Robert Etheridge.

10. What implementation strategies have been established for adjusting and accommodating to changing country and USAID conditions? How effective are these strategies?

Strategies for BEST project implementation might be divided into ostensible strategies and actual ones. The ostensible strategies are those explained in the project design in the Project Paper. The actual strategies are those in use.

The ostensible strategies are "flexible implementation" and "activities that are not interdependent." In working out the first concept in practice, it has come to mean changes were mutually agreed on by the USAID Project Manager and Ministry officials, regardless of where the change originates. In working out the second concept in practice, it has come to mean activities that range from autonomous (Radio) to closely coordinated (supervised) ones such as the Teacher's Magazine and Supervision.

The largely ad hoc nature of these actions would seem to more closely resemble tactics rather than strategies. It may be that there are no strategies actually in use in the BEST project. These might include reforming a steering committee to include representatives of the Ministry of Finance, the Controllers, or even meeting in some way with teachers unions.

11. To what extent have changing agendas and objectives within the MOE affected Project implementation, and what strategies have been established for adjusting to these changes?

The personnel changes at the highest levels of the MOE (see # 7, above), have brought with them a new set of preferences, ideas, and history. Some of these changes were not in accordance with the original project design.

For example, the desire by the present MOE administration to isolate the union shop at USIPE has led to its isolation and removal as a project executing unit. In the Project Paper, USIPE was designated as the executing unit for the MIS and other planning and data processing activities. The new administration, in a move to reduce the USIPE union influence, has asked USAID by letter that they no longer be an executing unit and has created a Computing Center to handle this responsibility. Automation and data processing is a top priority item on the agenda of the new Vice Minister for Administration. This VM supports the Computer Center and automation in every way.

12. What has been the effect of strategies to promote USAID policy dialogue issues, public and private sector cooperation, and donor coordination?

The most important policy dialogue area is that of GOG spending in education. It is a goal of the project to increase GOG per capita spending on education and institutional spending as measured by CDB share. One institutional strengthening strategy is to develop in the MOE a capacity get its own resources by strengthening the planning and policy analysis capacity. This would help MOE become a better advocate for its own budget share. Another institutional strengthening strategy is to develop the capacity to better manage resources through both better management information and donor coordination. This would mean MOE could identify needs, set priorities, budget, and spend according to them.

GOG spending on education, as measured by the percent increase of budget share, is notably increasing. MOE's share of the national budget has increased in the last two years and is expected to increase in the next fiscal year. Clearly, some of this change is attributable to the dialogue brought about by the project. Also, some of this increase may be attributable

to more responsive and technically proficient staff in the Computer Center that is largely supported with project funds. That office helped produce the "anuario estadístico." This document has budgetary impact because it will include enrollment figures. Therefore the timeliness and accuracy with which it can be produced supports the MOE capacity to lobby the Ministry of Finance. However, it is too early in the development of the MIS activities to tell about their impact.

With respect to formal donor coordination structures, the BEST project design, as expressed in the Project Paper, included a donor coordination office to be largely financed out of project funds. This was to institutionalize in MOE a capacity to set priorities, and coordinate donor assistance to meet them, and to reduce competition among donors. The responsibility of this office was changed from coordination of donor activities to coordination of BEST activity.

USAID has undertaken considerable informal donor coordination in distinct areas. For example, the USAID Project Manager has established close contact with UNDP, UNICEF, and UNESCO representatives on coordination in the GID area. The Project Manager has also developed linkages with IBRD.

The project design included a number of public and private sector linkages, mostly with Universities, for conducting research, evaluation, and social marketing activities. These "umbrella" contract relationships have not been realized. All negotiations have fallen through for various reasons. At present, the two notable instances of private sector participation in BEST has been that of Fundazucar, in the basic school package, and PRODI.

The attempts to promote closer links between the two private Universities, Rafael Landivar, and Del Valle, failed. These two universities maintain close links with MOE. They have mutual faculty and share research. Attempts to broaden the role of Fundazucar are not settled and are of uncertain feasibility.

13. To what extent have the activities and presence of other donors affected implementation of the Project?

The activities and presence of other donors has severely hampered the implementation of the BEST project in several ways. First, the delay in the World Bank activities have left in the air parts of the original BEST design that depended on Bank actions. For example, the Management Unit was originally slated to be a project coordinator's office for all external aid to the Ministry. Delay of other donors made moot this point of organization and allowed time to pass. During this time a new government and new Minister took over. The new Minister was not in favor of the coordination concept as laid out in the Project Paper. This significantly altered the role of the Management Office and has let drift a crucial function, donor coordination.

Activity by one donor is a possible impediment to BEST project implementation. This is the UNESCO project financed by Holland and known as SIMAC. This project has become synonymous with the Ministry's teacher training and curriculum executing unit. Most sub

units of the curriculum and teacher training Directorate have SIMAC responsibilities. For example, the unit that is charged with producing the Teacher's Magazine also has both Ministry and SIMAC responsibilities. The chief of the curriculum and teacher training unit (which has become synonymous with SIMAC) has not delivered all personnel promised as counterparts to the project because many of his employees are working on SIMAC activities. He will be unable to hire more until next fiscal year. Ideological and policy differences between USAID and UNESCO on Basic Education lead to competition among the two institutions for Ministry resources. UNESCO has the upper hand if it wishes to block USAID. The ease and agility with which UNESCO is able to act when it wishes is impressive.

The status, rights, and responsibilities of SIMAC will be cleared up by the new Regulation of the Education Law. The outcome will have a direct effect on both SIMAC and USAID relations and BEST project success. This decision will better define the situation and thereby give clear status to SIMAC. At that juncture USAID can make its claim for similar consideration to the Ministry or choose to work outside of this unit.

IV. Impact

To determine the effects of the project to date on primary and secondary beneficiaries and the adequacy of project procedures and instruments for monitoring impact in each of the project activities.

1. Has a national baseline been established from which to measure overall project impact and impact by gender?

The baseline for measuring project impact on the Purpose EOPS level indicators was established at the time of project design through use of a computer model that estimated changes in national educational indicators. This computer model, the Schiefflebiem model, takes data from the existing educational statistics and analyzes it for grade-age relationships, among other things, to reduce the reporting errors and calculate repetition and dropout rates and other measures of educational efficiency and impact. The baseline for student achievement was to be established with the first year of student testing, which has turned out to be 1992.

The basic educational statistics data from the MOE MIS system can now be collected and tabulated at a reasonably rapid rate. This data can now be disaggregated by gender, PRONEBI schools, unitary schools, rural-urban, and along many other measurements. At this time, the quality of the data for several data elements is suspect, so the use of the computer model is the only feasible mechanism for tracking progress. Because this model establishes the baseline, the use of any other tracking mechanism would not be a consistent measurement.

In order to efficiently utilize these data as a project monitoring and evaluation input, it is necessary to regularly track the data. At present, the subcontractor for the MIS activity has not been specifically contracted or tasked with providing periodic analysis of the data consistent with the project indicators. This subcontractor is the only feasible source for a consistent analysis because he was also involved in the initial estimates of project achievement that established the baseline.

2. To what extent has the project met overall and individual activity targets and are there differences by gender?

At this point in project implementation, the BEST project has met few of the targets for each activity. All but three of the activities are behind schedule by six months to a year. The only activities that have actually reached schools and students are the radio math, radio Spanish, and the school materials activities.

The project implementation is still in too early a stage to measure or estimate the impact or achievement of any overall or individual activity targets. The single possible exception is the radio math program, which has just finished its second year of broadcasting in the

metropolitan area in Guatemala City. The summative evaluation of the first year indicated average gains of 3 points in a 25 point test, raising the score from 10-13. These scores represent an increase in test scores of 16% (from 44% to 60%)

Whereas many of the other activities are not far enough advanced to measure either results or to really understand the impact difference by gender, it should be acknowledged that all of the activities have made accommodations and received assistance from the GID activity. Real and significant improvements have been made in radio programs, testing, texts and other activities.

3. What national trends (e.g., per capita income, caloric intake, per capita primary school expenditures, percentage of GDP allocated to primary education) may be related to the extent to which the project has met projected targets? Are the trends being monitored effectively?

Changes in the non-education national trends cannot be directly related to achievement of the specific project targets in the lifetime of the project. The lag time between changes in the number of students graduating from 6th grade and national health and income measurements is substantial and far exceeds project life. The national budget and education expenditures are unquestionably linked to the overall quality and quantity of education, but cannot be considered a result of any of the specific targets or activities currently included in the BEST Project. While there is a covenant in the project agreement urging higher spending for primary education, it is in the form of a non-binding expression of intent. There are no other directed or specific activities in the project intended to leverage or facilitate such changes. The project activities related to improving quality may have a peripheral impact on government budget decisions.

In terms of monitoring, the OH&E Education Division refers to the annual statistical summary for educational data (at least for the 1991 school year, which was the first such publication in three years). Other national income and health statistics are available through official statistics. Both are reasonably available and can be collected relatively quickly. The monitoring effort for educational statistics is done periodically to produce semi-annual mission reports or in response to direct requests. The national income and health indicators presumably will be collected and analyzed when they are requested.

In any case, it should be clearly understood that these macro measures are minimally if at all directly related to the extent to which the Project has met its intended targets. There is a possibility of seeing change in some of these indicators in targeted geographical areas where project activities are particularly active. However, even at this level, the health and population trends are unlikely to be evident for some years.

4. Is the project on schedule for developing measures of student achievement? If not, why not?

The student achievement testing was originally intended to be started in 1991. The first national testing actually began at the end of August, 1992. The delays in the achievement testing were due to difficulties in negotiating an agreement with a local university to house the activity and conduct the testing. After this failed, the technical assistance contractor procured a long-term technical advisor and the testing activity was housed in SIMAC.

Despite the delays, this activity is now being implemented in a reasonably efficient manner, counterpart are being trained to an impressive degree, and the tests are being developed in a "textbook" example of procedures and process.

5. Is the project on schedule for conducting applied research studies as needed by MOE decision-makers?

The applied research component was originally scheduled to be initiated by the middle of 1990. A MOE research committee was to establish a research agenda, and a series of research studies would be contracted out to local universities working as subcontractors to the prime "umbrella" contractor. However, the BEST project failed to reach contractual agreement with any local university or research group, which has resulted in the suspension of the activity. Under the current reprogramming proposal, this activity will be dropped from the project.

The evaluation team has concluded that the need for applied research is greater than ever and is a necessary complement for the MIS/Personnel system. The MIS system will provide basic data and analysis, but real use of information should lead policy makers to identify the gaps in knowledge that need to be answered. Moreover, it is the only potential tool that USAID/G has available to influence and promote the policy debate on a range of issues from educational finance to MOE institutional policies.

The original effort to contract out the research component fell through for a number of reasons. Each party in this process --USAID/G, the universities, and AED -- have a somewhat different view of the events that resulted in the failure of the activity. Each of the views probably has some element of truth, but clearly none contains the whole story. At this time, the past is, or should be, a moot point. The more relevant and important points are the following:

1. The private universities and organizations that the evaluation team talked to continue to be interested in participating in the project.

2. These organizations clearly continue to have a lot to offer the education sector in Guatemala. The Universidad del Valle, for example, has what is unquestionably one of the most advanced capabilities in standardized testing in Latin America.

3. The rationale and value of utilizing existing expertise and developing new expertise outside of the public sector continues to be compelling. The continuing need for real research data on education, both for better understanding of the real problems and also to use for policy dialogue at both the national and institutional level is evident. Moreover, continuing questions about the sustainability and potential for institutionalization of the testing activity in the government are a source of concern.

We believe that this component should be funded.

6. To what extent has a system for monitoring the progress of each activity and of the project as a whole in meeting milestones and improving implementation been set in place?

The monitoring system that was anticipated for the project was that each activity, and the project as a whole, was to have a targeted formative evaluation plan. The staff of some of the activities were trained in formative evaluation by a short-term technical advisor in 1991. However, as the advisor noted at the time, the interest and management attention to the issue dwindle quickly after he left.

At this point, only four activities have an evaluation plan. The radio evaluation consists of a summative evaluation and substantial observation visits (in the Spanish as a second language course) to improve the radio program. However, as a formative evaluation plan, this could be strengthened by broadening the focus of the observations to include more than only the radio broadcast, but rather the relationship of radio to the overall school day.

The value and impact of the monitoring and evaluation system is limited by the lack of standard reporting formats and the failure to relate accomplishments to planned activities.

7. To what degree has the project affected institutional strengthening and change to date? Has it improved the administration of basic education services in individual activities?

To date, it is not possible to say that the project has substantively affected institutional strengthening in any of the activities. While some activities have in fact made some accomplishments, it is not yet clear that any of them has instituted lasting change in organizational capacity. A range of issues must be accomplished before this is clear, starting with commitment of personnel, budget allocations for equipment maintenance and replacement, and training of new staff.

Possibly the most impressive accomplishment, with the potential for lasting institutional impact, is the new system for selecting supervisors. Although this was not directly supported by the Project, it nonetheless represents great potential for the MOE.

In some ways, the greatest degree of institution building has taken place in the project management unit, at least on the superficial level of implementing the project. The BEST

project itself has developed extensive bureaucratic mechanisms, control systems, and a promotional strategy through press conferences, expositions, advertising on the radio programs, and pads of paper and pencils with the BEST logo. The evaluation team believes that this level of focus on the project itself limits the real institutionalization of project skills in the implementing units of the MOE.

ANNEX C
Individual Consultant Reports

I. Educational Finance

Michael Gómez

Educational Finance
Michael Gómez

I: Scope of Work

1.01 "Responsible for assessing the progress made toward sustainability of project activities after project completion as well as for determining the viability of GOG reallocation strategies for basic education. Will contribute to Sections 1, 3, and 5 of the Scope of Work. The following specific tasks will be carried out by the designated consultant in preparation of segments of the final report:

A. Review of GOG and MOE annual and five year plans and budgets to determine the steps taken to increase financing for basic education and to assess the consistency of the plans with targets set in the project agreement.

B. Meet with representatives of the Ministry of Finance, SEGEPLAN, and USIPE to assess long- and short-term strategies for financial support of BEST activities.

C. Assess the reliability for plans to incorporate the management unit and the operations of PRONEBI into MOE budgeting processes.

D. Assess the contribution of private sector financing to the support of project activities.

E. Examine the regionalization process and the planned long-term financial support for regionalization and assess the potential impact of these plans on the sustainability of BEST activities.

F. Assess the viability of alternative financing mechanisms such as allocations from other sectors, tax reform, and other international donor financing to support BEST project activities after project completion."

1.02 The foregoing will be provided in the form of an Independent Consultant Report and a project activity report for the "Student Materials" activity, as requested by the Evaluation Team Leader.

II: Evaluation activities of the education finance specialist in Guatemala

2.01 In addition to preparation time dedicated in Louisiana to review and analysis of the Scope of Work and the project paper, the education finance specialist allocated his time in

Guatemala according to a work plan and schedule of interviews designed with the Team Leader. Interviews were coordinated with USAID through the Evaluation Team Administrative Assistant.

2.02 One or more meetings were held with the following:

USAID: Controllers - Lisette de Gonzales, Marco Antonio Morales
Program Officer - Lic. Izaguirre
OEPA - Ana Vilma Pocasangre
Lic. Jane Lyons
Lic. Miriam Castañeda
Lic. Julio Díaz

AED: Demetrio Martinez
Karina Lam (Finance)

MOE: OAP - Evelyn de Negura (Director), Rosa María de López (Finance)
USIPE - Fernando Vasques (Director), Lic. Monzón (Budget)
Ibrandy Hernandez (Financial Advisor to Minister)

MOF: Dirección Técnica de Presupuesto (DTP) - Lic. R. Berríos (Sub - Director)
DTP - Roberto del Cid (Jefe Departamento Educación)
DTP - Silvia Marquez (Sub - Jefe Departamento Educación)

SEGEPLAN: Victor Agreda G. (Coordinador Sector Educación)
Arnulfo Rodas (Sector Educación)

FUNDAZUCAR: Mario Estuardo Fuentes S. (Director Ejecutivo)
Héctor Cruz (Director Finanzas)
Carolina Arroyo Fuentes (Directora Educación)

III: Frame of Reference: Macro View of Trends and Projections

A. Purpose

3.01 This section of the education finance evaluation report addresses the policy dialogue agenda incorporated in the BEST Project (PP, p. 3); and also the covenants of the Project Authorization, especially covenant 5, which states that [the MOE shall] "Use its best efforts to ensure that (1) the level of GOG budgeting resource in support of education approaches three percent of GDP by 1995, (2) the proportion of the GOG education budget allocated to primary education increases; and (3) the proportion of the MOE budget devoted to investment expenditures approaches ten percent by 1995."

B. MOE Budget Relative to GDP

3.02 Upon review of the "dynamics" of these numbers, it is concluded that at best such projections be taken as crude indications of tendencies. most important is the strong growth in the MOE budget since 1990:

	MILLIONS OF CURRENT QUETZALES	% INCREASE
1988:	377.4	
1989:	433.7	14.9
1990:	467.7	7.8
1991:	621.7	32.9
1992:	786.8 (Ap)	26.6
1993:	1135.5 (As)	44.3

While there was probably a decrease in the real value of the MOE budget, 1988-1990, there have been real increases in 1991 and 1992 (aprobado) with a likely repeat in 1993 (asignado). For the period 1991-1993, the real increase may be estimated on the order of an average annual rate of 25%.

3.03 GDP in current prices, actual and projected by the Banco de Guatemala, together with the MOE budget/GDP ratio, are as follows:

	GDP Q. MILLIONS CURRENT PRICES	MOE AS % OF GDP
1988	20,543.3	1.84
1989	23,636.2	1.83
1990	34,290.7	1.36
1991	46,997.6	1.32
1992	61,555.2	1.28
1993	70,172.9	1.62

SEGEPLAN's Plan de Acción de Desarrollo Social (PLADES, Febrero 1992) projects MOE's budget to continue to increase relative to the GDP, reaching 2.3% in 1995 and 2.5% in 1996. While its assumptions appear optimistic, the available evidence does indicate a will by MOE, with the support of GOG, for the MOE/GDP relationship to continue to increase.

C. Primary Education's Share of the MOE Budget

3.04 The share of primary education relative to MOE's recurrent budget (presupuesto de funcionamiento), 1988 to 1993, is as follows:

MOE RECURRENT BUDGET (Q. MILLIONS)			
	PRIMARY LEVEL (1)	TOTAL (2)	(1):(2) AS %
1988	116.5	367.0	30
1989	127.1	419.1	30
1990	169.9	566.0	30
1991	197.1	599.7	35
1992	360.5	753.3	48
1993	560.7	1,080.5	52

This ratio has ranged 30 - 35% since the early 80's. The 1992 budget (approved) and the budget proposed for 1993 represent a significant statement of the importance that MOE is assigning to the primary level. Interviews at SEGEPLAN and MOE, sustained by the former's PLADES, indicate strong support for the coming years as well.

D. The MOE Capital Budget

3.05 With regard to MOE's capital budget (presupuesto de inversión), neither the recent trend nor the outlook suggest any significant increase from the 3 to 5% range, capital relative to total MOE budget. MOE's effort in its 1993 budget is noteworthy in that investment increases to 5% versus 4% in 1992, and this in spite of the extraordinary increase in salaries in 1993. It should be noted that MOE's investment resources are used principally for equipment, maintenance and repairs, and not for new school construction. The latter is provided by resources in the capital budget of the Ministry of Communication, Transport and Public Works (MOP). For the three years 1990 - 1992, this figure has been on the order of Q.45 million, though actual expenditures have been only a fraction (on the order of an estimated 40%). Problems have included unavailability of funds and lack of project execution

capability. MOE continues to rely on international financing for the purpose of new school construction.

E. Private Sector Financial Participation

3.06 "Cooperation between the private sector (business and industry) and the Ministry of Education is a relatively recent phenomenon in Guatemala," observes the PP (Annex E.4, "Administrative Analysis," page 14). This statement is equally valid today, based on observation of the evaluation team. For project BEST, this takes the form of the Fundación del Azúcar (Fundazucar), a non-profit social services agency funded by the Guatemalan sugar industry. Fundazúcar took over the "Canasta Básica Escolar" program from the Cámara de Industria in 1990, after six years of its operation by the latter. During 1990 and 1991, the Fundazúcar program, named the "Bolsa Escolar" (the school-bag is made of material similar to the sugar sack), financed the production and distribution of the school-bag for grade one primary school children of the Costa Sur with some temporary participation from other private sector representatives, such as the Banco Uno.

3.07 In September of 1991 Fundazúcar signed a four-year agreement with AID to carry out the school materials activity as a matching fund. Details and an evaluation of this activity are provided in a separate section of this report. We may summarize here by noting that this is a small activity, probably limited to the Costa Sur, and currently budgeted by Fundazúcar at just under \$1,000,000 total, versus the original PP figure of \$3.5 million (\$2.1 million AID and \$1.4 million private). AID's current reprogramming would apparently reduce the activity even further. Inasmuch as the PP conveys the importance of private sector financing, further cuts in this already minimal activity are not recommended, and particularly, it is desirable that Fundazúcar continue its participation with BEST and MOE.

F. Regionalization

3.08 GOG financial and education authorities take the regionalization and decentralization of education as a given. They point out that the MOE budget is distributed by regions, and that priorities are being directed to the more disadvantaged areas. This is communicated clearly in the MOE's "Anuario Estadístico 1991" and in SEGEPLAN's "PLADES: 1992-2000."

3.09 However, measures directed at decentralized decision-making have not been clearly identified, and random sources suggest that infrastructure and personnel commitments must necessarily precede tangible results, and that this will be a lengthy process.

3.10 The financial support for regionalization is evident in MOE's budgets. Insofar as the impact on the sustainability of BEST activities is concerned, this will be examined later on in the report.

G. Global Sources of Financing

3.11 Principal sources of GOG/MOE financing over the periods circa 1992 - 96 and 1997 - 2000 will likely be from tax reforms and amnesties, bond issues, and net external transfers to the GNP. The UNDP and UNICEF are providing technical assistance to identify sources of financing of the Plan de Acción de Desarrollo Social (PLADES), which is in support of BEST Project objectives.

3.12 Tax reform measures since 1991 are already showing significant results (SEGEPLAN, "Informe Económico y Social 1992: El Reto de la Inversión", mayo de 1992). These take the form of administrative measures, restructuring in favor of direct taxes, and substantial increases in the collection of income and IVA taxes. A climate favorable to the private sector will likely contribute to the support of fiscal measures as well as to the balance of payments.

3.13 Budgetary tendencies and financial-economic plans and priorities indicate that BEST activities are likely to be the beneficiaries of GOG reallocations, in the sense that rural primary level education is being prioritized. Nonetheless, it is essential that MOE seize these opportunities; as we shall see below, evidence of BEST execution to MID-1992 merits concern.

IV: Financial Plan, Budget and Actual

4.01 An introductory institutional and methodological note is in order. Unlike the BEST Project Paper, USAID has to date not maintained its financial plan, budget and expenditures by activity. Rather, report detail is at the more aggregative level of component. While MOE's Unidad de Gerencia (Oficina de Administración de Proyecto, hereafter OAP) and AED do report at the activity level, it will be necessary for comparison-and-consistency sake to present this evaluation at the level of the lowest common denominator. Notwithstanding, wherever necessary and to the extent possible, analysis will be attempted at the activity level.

4.02 The evaluation team has been apprised by USAID that they are now developing accounts by activities as part of the reprogramming proposal. This is welcome news and is considered essential to effective project planning and execution, as will be considered in greater detail further in this evaluation.

4.03 An overview of BEST budget/actual performance is provided in the following table. It focuses on components 1 - 4 from inception through the first semester of 1992 for the AID grant and the GOG counterpart based on data from the Project Paper (PP) budget master, USAID Controllers and MOE's OAP.

BUDGET/ACTUAL PERFORMANCE COMPONENTS 1 - 4 AS OF JUNE 30, 1992 (\$000)			
	PROJECT PAPER BUDGET MASTER AS OF YEAR-END 3	ACTUAL EXPENDITURES USAID: CONTROLLERS GOG:OAP	ACTUAL AS % OF BUDGET
COMPONENT 1 BILINGUAL EDU	\$(8,953)	\$(1,590)	(18)%
AID	2,522	824	33
GOG	6,431	766	12
COMPONENT 2 TCHR. SERV.	(8,227)	(1,819)	(22)
AID	4,797	1,717	36
GOG	3,430	102	3
COMPONENT 3 ALT. METS.	(4,418)	(125)	(3)
AID	3,368	116	3
GOG	1,050	9	1
COMPONENT 4 EDU. ADM.	(3,129)	(687)	(22)
AID	3,028	635	21
GOG	164	52	32
GRAND TOTAL	\$(24,790)	\$(4,221)	(17)%
AID	13,715	3,292	24
GOG	11,075	929	8

4.04 While a grand total of \$24.8 million was budgeted for the four components for the first three years of the project, \$4.2 million or 17% was actually expended. Of this, AID grants actually totalled \$3.3 million or 24% of budget, while the GOG counterpart was only 8%, that is under the equivalent of \$1 million. As may be seen from the table, GOG's contribution has been uniformly low at the level of components and low relative to AID disbursements. Most notable in AID financial performance is the relatively high (36%) rate for teacher services and the low (3%) for alternative methodologies. In terms of time, it results that AID's actual outlays are at the equivalent of early year 2, while GOG has not yet met its

2

first-year budget according to budget master values. Overall, expenditures are more than two years behind schedule, at project mid-term. The extremely low-level performance of GOG has negative implications for sustainability of the BEST project.

4.05 From data reported by AED and OAP (the former constitutes a significant part of AID donations, and the latter includes both donation and counterpart funds), some observations are possible at the activity level. From donor funds, actual expenditures for the MIS and teacher supervision activities are most notable -- although it would appear that only with the MIS are the resources of such magnitude as to have significant impact to date. GOG counterpart outlays will be concentrated in the PRONEBI expansion (approximately 80% of the total). The Project Paper budget master and OAP do not provide for large PRONEBI outlays until year 4.

4.06 Two additional components merit comment: the management unit (OAP), and contingencies and inflation (C & I). The budget master provides \$30,000 per year for the "MOE coordinator", all donor funds, (although the Project Paper text, Table 9, page 62, distributes the resources 50/50 between AID and GOG). The actual results have been quite distinct. By mid- 1992, a total of \$495,000 has already been expended, 80% AID and 20% GOG. In the case of C & I, \$700,000 plus \$939,000, respectively, was budgeted, while there has been no allocation for these purposes to date. These represent considerable project sums, and it would seem that amounts approximately proportional to actual component outlays should be provided. This should include an accounting for cost overruns (and underruns?) on physical account, as provided by contingency funding at the modest rate of 6.5%. As a "ballpark" estimate, a three-year costing of at least 10% of actual expenditure, on the order of \$500,000, would appear minimal for combined C & I through mid- 1992.

V: BEST Outlook: Mid- 92 to Mid- 95

5.01 Our working definition of the BEST project financial outlook is defined as a function of the PP budget master after expenditures-to-date (part IV, above), adjusted for the prevailing OAP consolidated budget (Consolidado del Presupuesto Ejecutado 1989 - 1991, Autorizado 1992 y Programado 1993 - 1995 del Proyecto AID 520-0374 Fortalecimiento de la Educación Básica), appended. Resulting differences will be examined subsequently in such light as may be provided by AID's ongoing reprogramming exercise, and the MOE 1993 budget proposal. This in turn will take us to an analysis of project viability and sustainability objectives. We thus leave the world of evaluation ("ex-post") and enter the world of appraisal ("ex-ante"), with over 90% of PP resources remaining to be allocated.

5.02 While AID might seek early formalization of its current priorities, a technically and financially sound reprogramming would likely require weeks or even months, possibly carrying into 1993; this should not matter since the Project should be subject to constant review and revision. It should include a complete revision of the PP budget master. Meanwhile, the PP will (by default?) continue to provide the financial basis for project

activities, at least in theory. Implementation may be a different matter. Disbursements have barely begun for alternative methodologies, as we have seen, and the evidence indicates that these are the priority activities of the reprogramming. GOG's share of this component is a modest \$1.5 million, according to the budget master; much more remarkable, OAP budgets no counterpart resources whatsoever for alternative methodologies, hardly a means of getting the MOE financially committed via the ordinary budget process.

5.03 The OAP Consolidado del Presupuesto de Contrapartida Nacional (included in this report as an annex), reportedly prepared in March, 1992, projects BEST local counterpart by component and activity through 1995. It is of importance because it portrays GOG's official, ordinary - budget commitment and priorities to the project, and provides a perspective to GOG counterpart commitment as portrayed in the PP budget master, three years earlier. However, the PP budget master provides inflation adjustment only on the AID funds (at 5% annual), with no provision for inflation on GOG counterpart: PP ANNEX G.1 page 9/9 -- in contrast to the statement in the text of the PP (page 63), that "inflation is calculated at 5 percent compounded on dollar costs and 15 percent on local currency costs...". As of early 1992, the total GOG budget for BEST was given by OAP as Q.129,302,340.17. Given SEGEPLAN macro parameters, translating to an average annual dollar - depreciation of the quetzal on the order of 5%, would spell a GOG local counterpart contribution of approximately \$23.0 million equivalent versus the PP figure of \$31.9 million. This is a shortfall in GOG ordinary - budget resources allocated to BEST on the order of 28%. (Employing the 15% quetzal inflation rate indicated in the PP would of course have the effect of reducing GOG impact even further.)

5.04 It is quite clear that an intensive review of GOG counterpart actual and budget is essential as an integral part of the reprogramming. Recognition of ineffectiveness by GOG is reflected in the 50-fold increase in budget from "1991 ejecutado" -- Q.555,982.90 -- to "1992 Presupuestado" -- Q.27,844,005. Almost Q.20 million would go to the expansion of PRONEBI, and virtually all the balance to teacher services (mainly supervision). But by mid-1992 GOG had expended only Q.4.5 million (16% of the counterpart budget for this year). Still, this is a marked increase from 1991 total year expenditures of Q.555,983, principally for centro de cómputo (36%), OAP (31%), and teacher supervision (21%). Results for the second semester of 1992 will merit attention for indications of further accelerated activity.

5.05 The 1993 MOE budget proposal provides reason for a more positive outlook. The total rises to Q.1,135.5 million from Q.786.8 million in 1992, an increase of 44%. (The press recently quoted a figure of Q.1,343 million for the 1993 budget, citing the ministry's vice-minister.) Of this, an estimated Q.560.7 million or 52% of recurrent resources would go to primary level education. As an indicator of MOE effort, it is notable that its 1993 budget for investment actually rose to 5% of total budget versus 4% in 1992, in spite of the extraordinary 36% increase for salaries. As this budget evolves and more detail becomes available, it will prove quite important to BEST's reprogramming process, and for prospects of viability and sustainability.

VI: Viability and Sustainability

6.01 The evaluation team questions the prospects for realizing BEST Project quantitative goals (reduction in wastage, improvement in student achievement, etc.), by end-1995, or an additional few years. This must necessarily be addressed as part of the reprogramming. For present purposes, viability will be viewed as sufficient educational financing to proceed along an efficiency path while strengthening those institutions or executing units designated for the purpose. Sustainability will be considered as the potential for continuing along that path by the responsible institution once the AID financing is terminated.

6.02 AID financial inputs after three years are approximately two years behind schedule, as measured in the preceding analysis. GOG counterpart as reported by OAP (MOE's management unit) has been even less effective. Specifically, for components 1 - 4, only 17% of resources budgeted for the three-year period were applied by June 30, 1992. No one would argue that output targets can be met or approximated under these circumstances. In addition, component content (activities) are being substantially redefined, affecting target population and performance indicators.

6.03 What has been happening to key institutional players? Interestingly, in the case of the critical PRONEBI, ordinary MOE budget resources assigned for "Enseñanza Primaria Rural Bilingüe" have risen from Q.406.7 thousand or 0.25% of primary level outlays in 1984 to Q.30,200 thousand or 8.4% of primary in 1992. These resources are not included as part of the GOG counterpart for Project BEST -- perhaps because the institution antedates the Project and because these may not be considered "fresh resources," in that sense; yet while this line-item has been rising steadily since 1984, its most notable increase occurred in 1991, when it tripled. Such findings reinforce the importance of a budget-master review and update with special attention to appropriate accounting for regular - budget GOG counterpart. Directly to the point at hand: this level of regular-budget support evidences the existing viability of PRONEBI.

6.04 In the case of MOE's management unit, OAP, we have seen in the analysis above that for this activity, expenditures have been running markedly above budget (\$495,000 versus \$90,000). With the prospect that a second World Bank loan may be included under its wing, this unit is viewed as financially viable.

6.05 The situation for MOE's MIS, or Centro de Cómputo, is less clear. While we have seen that early allocations have been significant and have created a functional unit, the evaluation team estimates that GOG counterpart is substantially under-funded -- by a factor of 5 or more for staffing -- especially in order to produce a viable regionalized system. Once again, existing ordinary budget resources not presently treated as BEST counterpart may play an important role, for example those applied to USIPE, past and present.

6.06 The most serious doubts as to sustainability of activities after project termination relate to what appears to be the heart of the reprogramming, the Alternative Methodologies. Most

important, the OAP budgets no GOG counterpart for these activities, and while the MOE has expressed interest, even strong interest as in the NEU, this is not clearly expressed as willingness to budget and to pay.

6.07 Certainly, 1992 and 1993 MOE budgets and actions provide a positive basis for the reprogramming and near-to medium-term termination of BEST. And while the ministry continues to rely basically on conventional sources of financing, as discussed earlier, it is exercising imagination in the pursuit of supplementary sources and options. A good example is the "Básica por Cooperativa" mode of secondary school which is also being experimented with at the primary level, with a Q.20 million budget for this latter purpose in 1993, and with the possibility that such a financing mechanism might be part of the second World Bank loan. This represents a remarkable departure from the notion that basic schooling is a public, i.e., "free" good, and it shares responsibility between the nation, the local government, and the community.

6.08 The Project's management and executing units are gaining financial and institutional strength. This should increase with a clearer definition of priorities, funding, and division of responsibilities. With consolidation and acceleration of productive activity, sustainability is an attainable objective.

6.09 A post-script, on regionalization: the BEST Project, and GOG/MOE priorities, are clearly directed at the regional level, notably the altiplano or portions thereof. Yet goals are defined at the national level. From the viewpoint of project evaluation of financial-economic net benefits, an investment is justifiable at the regional level even though its national impact may be small, so long as the return exceeds the opportunity cost of capital. All this means, briefly, is that some high-priority regional activities might be evaluated in cost-benefit terms as exception to BEST's national goals. The School Materials activity is a case in point.

II. Educational Administration

Bruce Perlman

**Educational Administration
Management and Implementation
Bruce Perlman**

I. Background

The following analysis looks at the BEST project implementation management in its own terms. In short, it is an examination of how well the BEST project is true to its own goals and design in project implementation and how well these principles are supported by project management. In order to do this, the research looks at management variables in a qualitative analysis.

The BEST project design is based on several key organizing principles. For this analysis it is presumed that project management ought to help support these principles. Thus, the degree to which these principles are both put into practice by and supported by project administrative structures will be the yardstick against which to measure the adequacy of project management.

A. Implementation Philosophy

The BEST project philosophy is to avoid the mistakes of the past and to put innovations into practice. It sets out to implement many of those lessons learned by USAID in basic education identified in the developing world in the last twenty years. To do this BEST aims at building local capacity. It aims to directly strengthen the Guatemalan education sector by using local advisors, short term technical assistance (TA), and the private sector both in delivering services and for small experiments.

The management philosophy of BEST is to implement project activities through existing structures, strengthening them both technically and administratively in the process. The challenge for BEST project management is to implement project activities without establishing transitory units that take responsibility for implementing project activities and fade away leaving the target institution (e.g., MOE) no more administratively capable than it was at the outset. This would result in genuine institution building.

B. Project Management Design

BEST project management has been designed to avoid one of the key pitfalls of the past: the creation of units to oversee the implementation of USAID projects that eventually rival or even supplant the national structures that they are attempting to help. The Technical Services Contract states this appropriately:

"The Project does not plan to create any new implementing units. It will work strictly through existing [MOE] administrative units and Guatemalan organizations."

Implementation is carried out by an office in at MOE called the Management Unit. This office is a BEST project activity. The chief of this office, the coordinator will be funded by the project through December of 1992. At that time, funding for this position should be picked up by MOE. In keeping with the philosophy outlined above, its purpose is the completion of coordination tasks and not that of project management. The project paper is eloquent about this stating that the purpose of the MOE Management Office is to:

"coordinate donor activities and to promote quick and effective implementation...[it is] not an 'implementation unit,' but rather a coordinating and liaison unit for this project and other donor projects (PP, p.6).

The BEST project is extremely complex with sixteen different activities. Learning from other projects, BEST is designed to reduce the need for intra-project coordination among project activities by decoupling them one from the other in order to avoid the bottlenecks that may be occur when project activities are interdependent. This approach supports the strengthening of regular MOE units by making these activities part of the regular unit priorities and actions. Any coordination that is deemed necessary among activities would be carried out as a regular management function of the implementing unit in coordinating its day to day interactions with other MOE units. On certain occasions, this might be aided by the MOE management office or the contractor.

The BEST project also designed to ensure inter-project management coordination, fostering cooperation among MOE's international donor programs. If achieved, this goal is doubly improves efficiency. It allows for the targeting of the scarce resources that each donor has so that in combination they become a force for transformation of the education sector. A successful donor coordination effort ensures better coverage by allowing each donor to concentrate on those things that it does best and most speedily.

1. Project management principles

The project paper lays out principles that are to guide the administration of the project. For the most part they are brief comments on topics pertaining to MOE management, contract administration, and the desired effects of the project on MOE administrative behavior. Among the aims of the BEST project in administration as laid out in the project paper are the following:

The BEST project is explicitly designed not to create or restructure organizational units (see Administrative Analysis, Annex E.4, p 1).

The BEST design aims to have several non traditional, technically complex and innovative activities, i.e., standardized testing, applied research, one-room school, radio, and social marketing, implemented by Guatemalan Universities and Private Sector and managed by a single institutional contractor (umbrella).

The MOE Management Office is to coordinate donor activities and promote quick and effective BEST implementation. However, it is not an "implementation unit," but a "coordinating and liaison unit".

The BEST Educational Administration Component is to assist MOE in setting its own priorities, and based on these, to develop and present project proposals that result in more credible claims to a share of GOG CDB as measured by an increased share (PP, p.20).

A key BEST design assumption is that MOE administrators will increase their commitment to rational decision-making and efficiency (PP, p.26, h). This assumption, among others, is explicitly addressed in the Design Strategy.

2. Project management structures

Although the project paper is clear on the foregoing administrative principles it is less detailed about how these are to be put into practice through administrative structures. In fact, the project paper does not specifically lay out an administrative structure for the project outside of brief mentions of the MOE's Management Unit, and the specification of project committees.

The Director of the Management Unit reports to the Minister. It is hoped that this arrangement gives the project management sufficient authority to advance decisions within the ministry, but not enough power to be an obstacle or bottleneck to activity implementation. The office is to strengthen participating units in MOE (PRONEBI, SIMAC, DGEE, USIPE) and coordinate their activities within the MOE. It will also coordinate a BEST implementing committee with "high level" representatives from each implementing unit.

II. Research Questions and Variables

The main purpose of the BEST project is institutional strengthening of MOE through technology transfer. This technology transfer includes the primary technologies of equipment, skills, and abilities (e.g., computers, data base management, mapping, curriculum development) and the secondary technologies of administration and knowledge creation (e.g. decision making, communication, formal training, research). Accordingly, BEST project management must oversee the transfer of project innovations to the user (technology transfer) and do so in a way that leads to the continued use and support of these innovations by the user (institutionalization).

Thus, to judge project implementation a success, BEST project management not only needs to meet schedules and spending obligations, but it must support empowerment of the MOE units involved to manage their own affairs. The MOE is to be empowered by enabling it to absorb and then institutionalize the primary technology offered in the project, increasing its ability to

support this technology in the future with the required resources (increased CDB commitment).

The accomplishment of this end will be examined on variables outlined below. The variables selected for examination are based on accepted management functions and practices. An assumption of this study is that these variables are dependent on empowerment and proxies for it. In short, for purposes of this research, it is assumed that to the degree they are present in one institution or another the variables examined will provide a qualitative measure of empowerment of the institution.

A. Research Questions:

The following analysis will assess how well the BEST project management activities support or inhibit the transfer of secondary technology and the satisfy the design principles outlined above. In order to delimit the research, ensure its responsiveness to the SOW for the evaluation, and to ensure its usefulness to the consumers of the evaluation in USAID, MOE, and AED, the research will be guided by the following questions:

1. What are the actual BEST management structures and process (decisions, communication), both formal and informal?
2. Is BEST project management completing the purposes outlined above?
 - a. How successful is it in not creating a Project Implementation Unit?
 - b. BEST administration is ostensibly decentralized and is intended to be decentralized. The activities of the project are designed to be independent and separate. The role of project management is to coordinate these parts. If they are independent, why and how are they coordinated?
 - c. BEST administration is charged with the institutionalization of the project. Is the Project Coordination structure training MOE managers to take over decision making about project in keeping with the TA as training concept?

3. How well are management structures functioning to empower the MOE to make key decisions and to be its own advocate in the GOG?

B. Management Structure and Function Variables: Decision Making

An accepted function of management and traditional focus of its study is decision making. Transfer of secondary technology requires the successive empowerment of the MOE units to take and execute management decisions. Accordingly, the relative power and authority in decision making of the three institutions and their sub-units that provide leadership in the BEST project (AID, AED, MOE) is examined by decision types. These decision types reflect the key areas on which decisions are made concerning the transfer of technology provided by the BEST project and its subsequent utilizations:

- Needs
- Priorities
- Resources Human and Material
- Knowledge, skills and abilities
- Timing

1. Decision making authority by institution/unit - involvement

One way to look at management decision making is to examine the degree to which authority is granted for the taking of decisions. Authority is the accepted and legitimated use of power. For purposes of this research, authority for taking decisions was examined by inquiring about the involvement of each unit in the taking of decisions in the areas outlined above.

2. Decision making power by institution/unit - execution

A second way to look at management decision making is to examine how likely decisions are to be carried out once they are taken, that is how much actual decision making power the actors have. The concept of power in social science functions much as the concept of gravity functions in physics: action at a distance, though in social settings. For purposes of the this research, authority for taking decisions was examined by inquiring about the likelihood of the execution, i.e., carrying out of taken decisions in the areas outlined above.

C. Management Structure and Function Variables: Roles and Responsibilities

One factor that influences both authority and power for decision making and its efficiency in execution is the degree to which roles and responsibilities are clearly defined and transmitted. If they are to be willing to take management decisions, actors must be clear about the scope of their power and authority. In order to reduce conflict over decisions they must be clear about their authority. Likewise, if they are expected to act they must know that it is their responsibility to do so and that they will be held accountable for such action.

1. Role definition by institutions

Roles are the parts played in an organized enterprise or institution. These include jobs (e.g. manager) and unit roles (e.g., AED office). These roles are defined by institutions and transmitted to individual actors or groups of actors. The success of this definition and transmission directly influences the presence of role conflict, clarity of roles, and the activity level and perceived autonomy of individuals and their units. In this case, the organized enterprise is the BEST project itself and its units are the offices of the institutions involved.

2. Role definition by function

There are a set of general functions that are developed in all projects because these are necessary to making temporary structures work (e.g., technical, control). They are the sorts of responsibilities that are also found in ongoing institutions, but they are functional in nature and may be distributed across more than one organizational unit. In practice, these are more like operating areas.

D. Management Structure and Function Variables: Committees

As mentioned above, the only management structures that are specifically mentioned in the project paper are formal committees. How well these committees operate, their membership, and how they measure up on the important management variables outlined above is an important focus of this study.

1. Function by committee (standing and ad hoc)

This variable measures the degree that committee meetings are perceived to be used for the traditional purposes of problem solving, decision making, and information collecting and passing, especially task assignment. Meetings are usually thought to be a poor mechanism for transmitting information and instructions. Meetings are widely regarded as important for problem solving, provided that those in the meeting have interdependent tasks that need to be coordinated.

2. Committees and institutional relationships

The two variables to be related are membership and committees. The aim is to examine the membership or make up of standing committees. Because these are the primary project management mechanism, they are a key to who participates in the governance of project implementation. They are also important in examining how information is disseminated.

E. Management Process Variables: Communication

Management structures and roles must be complemented by processes. The most important of these is communication. Some communication practices are more effective than others.

Communication processes which are effective in a situation may be made less effective by failure to use jargon or concepts that are shared and appropriate.

1. Practices and effectiveness

Communication practices will be examined to see which are prevalent in the BEST project. Communication can be accomplished using a variety of means (e.g., oral or written), or general processes (e.g., formal or informal). Some of these means are more effective than others depending on circumstances and the aims of the communication. Therefore, a full range of practices should be present and employed in project management.

2. Shared meanings by concept

Effective communication practices may be diminished in impact by contextual problems. These include a lack of shared meanings for key terms. The BEST project uses a number of key terms in the Project Paper to discuss the management of implementation. It is crucial to examine whether these are widely understood. These concepts will be examined by shared meanings across units.

III. Method

Given time constraints, and the relative lack of quantitative data, this study was qualitative. However, this is not to say that it was not rigorous. Based on the design and theoretical constraints laid out above, data was collected systematically on the foregoing variables to answer the research questions. Data for question 1 is largely descriptive and came from both document review and interview. Data for questions 2 and 3 was collected through interview schedules, an interview exercise, and through observations conducted by all team members as they traveled (see attached). These observations were collected through a contact sheet designed by and distributed by the specialist in Administration.

1. Instruments and matrices

Because of the interview-feedback nature of qualitative research, instruments were modified as research progressed. However, each instrument (i.e., tasks, observation sheet, interview schedule) was modified only to support the collection of information that would reveal relationships between the important variables of Empowerment and Decisions. Each set of interview questions was based on an initial variable matrix approved by the USAID Project Manager. This had two purposes. First the matrices were conceptual tools to help illustrate the relationship of the information sought to the research as outlined. Second, when appropriate, data can be displayed using the same format as approved in the initial matrices.

2. Reliability and inter subjectivity considerations

This qualitative research was conducted under time and resource constraints. Instruments could not be piloted and, as mentioned above, were modified during administration. While this is an accepted practice in qualitative research, reliability is often aided by multiple researchers and adequate time, thus allowing the research team to develop shared and reliable meanings for key concepts. Because research assistants for administration were not included in the evaluation budget, most interviewing was conducted by the educational administration specialist with the aid of other team members. In order to ensure that variables were inter subjectivity understood by team members, discussions were held over concepts and instruments at team meetings. However, this study should be considered an expert study, conducted for the most part by one expert. As such it is highly interpretive and the conclusions offered should not be considered generalizable. Nevertheless, it is presumed that findings are valid and that conclusions drawn from them are pertinent to project improvement.

IV. Findings

The following discussion presents the data collected in the research outlined above. The findings are reported by the variables mentioned in the foregoing discussion. Because of the interview nature of the data many findings are about attitudes. Both summaries of findings and actual quotations are reported. To the extent possible, data is reported in tables in matrix form in order to better display relationships among the variables. The significance of these data for project implementation and management, including attitudes, will be interpreted in the following section.

A. Decision Making Authority by Institution/Unit - Involvement

Table 1 shows the degree to which institutions, firms, or key organizational units are actually involved in and have the right to be involved the taking of important project decisions. Having the right to this involvement means that if this involvement is exercised, than the participation is legitimate. In short, the involvement is based on the authority (legitimated power) rather than mere ability or capacity to do something (power).

TABLE 1
Authority of Units
Perceived Strength of Decision Involvement
by BEST Project Management Decision Area

Decision Types	Unit					
	USAID	MOE		CONTRACTORS		
		Management Unit	Executing Units	AED	J&A	IDEAS
Org. & Unit Needs	---	---	+++	---	---	---
Org. & Unit Priorities	--	---	+++	---	---	---
Human Resources	+	---	+++	-	-	-
Material Resources	+	---	+++	-	-	-
Knowledge	-	+	+	++	+	+
Timing	+++	+++	+++	+++	+	+

+++ = Highly involved --- = Not involved

1. Illustrative quotes

"The [BEST] project should provide vital support for decision making and administrative development to MOE".

"The authority for the Management Unit came about in the Grant Agreement. The Coordinator is effective, respected, decisive and correct.

The change in the Management Unit's role came about with the new Minister. One person, cannot manage all donor activities".

"We establish our own program. If its a policy decision we ask MOE. If its a financial decision, we ask AID".

"We need to participate more in planning. There aren't clear priorities in the project. We have ours in the plans, but sometimes they don't show up".

"The Directors General should decide on things. They have the responsibility, they should also have the authority

"There is no MOE commitment to institutionalization in [this executing unit]. They are just taking advantage of us".

"Apparently, my activity had a vehicle and gas assigned to it for months before I knew about".
Who was supposed to tell me"?

"The Management Unit is not a management unit its a coordinator, its badly named. I would never have called it a management unit. It replaced the ministerial management committee we used to have".

"[The Directors] don't participate in the selection of TA. [They] should at least review the resumes of those proposed. [they do send things to be included in the terms of reference to the management unit.".

"TA completes its tasks according to the BEST schedule not the [executing unit's]

"My unit has five activities to do and we can't get what we need. I've asked for a full time technician, but [AED COP] will only give me one month at a time. I'm not against the project, I'm against the procedures ".

"We have no choice about timing. Its set".

"The BEST project is enormously bureaucratic".

2. Discussion and observations

As can be seen from Table 1, respondents perceived that the involvement of the executing units was high in the key decision making areas. There is a clear perception that Directors General have the ostensible authority to make decisions about the operations of their units in the project and that they are highly involved in the decisions on these areas. However, it must be kept in mind that not all these perceptions were from Directors General themselves.

It should also be noted that Table 1 reflects the view that everyone is highly involved in the planning (Timing) of project tasks. It might be surmised that USAID and AED have greater perceived involvement in planning because of their roles in the approval of global, annual, and quarterly plans. The somewhat higher involvement of AED in knowledge is most likely a reflection of their part in the provision of technical assistance.

B. Decision Making Power by Institution/Unit - Execution

Table 2 summarizes the perceptions of respondents about how decisions are actually carried out in the management of the project. It reflects the power to actually implement decisions once taken whether involved in the taking of the decisions or not. This is the ability to make things happen or

the capacity to block them from occurring. In short it is a perception of the differential power of the participating institutions, firms, and units, in the execution of key decisions in the management of the project.

TABLE 2
Power of Units
Perceived Power Granted to Execute Decisions
by BEST Project Management Decision Area

Decision Types	Unit					
	USAID	MOE		CONTRACTORS		
		Management Unit	Executing Units	AED	J&A	IDEAS
Org. & Unit Needs	+	++	+	-	--	-
Org. & Unit Priorities	++	++	+	---	---	---
Human Resources	+++	-	+	++	+	+
Material Resources	+++	+	+	+++	-	++
Knowledge	+++	+	+	-	-	-
Timing	+++	+++	++	+++	++	++

+++ = Highly involved ; --- = Not involved

1. Illustrative quotations

"When we need things no one wants to take responsibility, not [the Director], not [The Management Unit]".

"If it deals with project funds, [USAID] should approve everything that is bought, done, and decided".

"[This executing unit has] difficulties getting the supplies [it] needs. We didn't have paper for the printer for a month. Its a long lead time".

"Most important decisions are taken in group by the steering committee".

"[The COP] has the liberty to choose who he wants for technical assistance, but he consults with us".

"USAID" wanted [them] to do the [event] when they were told. They gave [them] the dates and told them when to hold it. [USAID] is always on top of them".

"We don't have the machines we need to do our work".

"[USAID] demands products, for example, you must have this [thing] by such and such a date. But they don't give us what we need to do our work". They lack trust in our personnel. We need a more direct process for getting what we need; I have to go through both my boss, the sub-committee and the Management Unit before a request can even be considered by USAID. We especially need more flexibility because we are behind. They ought to let us implement the plans that they approve".

"[Executing] units need more freedom of action. We are interfered with a lot. The Management Unit should serve as a catalyst to do this, but doesn't"

"The Management Unit shouldn't damage the power and authority of the Directors General. Parallel discussions shouldn't take place. The counsel of the executing unit directors should be taken into account more for how to achieve objective. They need more confidence and trust in the [executing unit directors]".

"The TA thinks that the COP decides things, but his hands are tied. He's caught between AED Washington and USAID".

"The Management Unit slows down our tasks. [The Management Unit] came to tell us not use the firm's letterhead on our memos. That's o.k. for public documents, but for internal ones"?

"Its [USAID's and AED's] job to make the decisions".

"TA and MOE cannot take any decisions without USAID participation. We can't even meet to take a decision without first clearing it with USAID".

"The decisions are made by USAID. Are the USAID technicians qualified to make technical judgements"?

"USAID must approve all TA. The Ministry is not involved. They should at least have copies of all SOWs. Coming up with acceptable TA is a real bottleneck. [Qualified TA] was rejected by USAID because [an FSN] couldn't work with him".

"We need to formalize the relationships in this project. Most decisions are made by USAID. This is non participatory and unprofessional".

2. Discussion and observations

As can be seen from Table 2, USAID is perceived as having more actual power in the project management than any other institution. Though it does not seem to exercise it so much in the area of need determination, it still has it. In addition, the Management Unit is also seen as having broad power to influence the execution of decisions, though as quotes illustrate, this influence is often negative and exercised by blocking rather than facilitating progress. The quotes also reflect that USAID may be seen by some to play often a blocking role.

The close relationship of the Management Unit with USAID by everyone (USAID, Contractors, executing units), including its Coordinator probably accounts for this. This link can be seen in the fact that the Management Unit is perceived to have at least some power in the taking of decisions about everything with the exception of Human Resources. In this area the contractors are perceived to have more, presumably because they are linked to the provided technical assistance.

Clearly, the Contractors are not perceived as having any pull in the setting of needs or priorities. However, the Management Unit is seen as having more power in this area and in Material Resources than are the executing units. This might be because it is seen as the enforcer of fixed priorities which are set in the project design and the subsequent project planning process. The fact that all parties have some power in Timing means that none have much. This again, is because of the because of the planning process in which, as one respondent from an executing unit put it, "The priorities were fixed in the beginning. We just carry them out".

C. Role Definition by Unit

Table 3 displays the relative perceptions of the units involved in project management about how they learn their roles in managing and implementing the project. Data are presented on several role set factors. It should be remembered that the findings on this table are not only self perceptions, but also consider the perceptions of others. As such they are not properly speaking only a role set (i.e., a group of learned, accepted behaviors transmitted to an actor), but also role expectations (i.e., a group of behaviors expected of the actor by others). That is why they are called in this analysis, Role Set Factors. They are as follows:

Written Definition - The degree to which (and the name of, if there is one) a document that the unit see as defining its project implementation role and responsibilities and the role and responsibilities of other units with which it relates. Is a copy readily available?

Formal Definition Process - The degree to which the unit has or participates in a process to help clarify its project implementation roles and responsibilities and the role and responsibilities of other units with which it relates. This may be in addition to a written description.

Perceived Autonomy - The degree to which the unit is perceived as free to carry out its implementation role as perceived. Roles may be clear, but not autonomous. A lack of autonomy may reflect a lack of clarity, authority not commensurate with responsibility, or simply an imbalance of power which leads to interference.

Perceived Role Clarity - The degree to which the unit is perceived to clearly understand its project implementation role and responsibilities and the role and responsibilities of other units with which it relates. A role may be well understood, even if it is not defined, or autonomous.

Active - The degree to which a unit's implementation role and responsibilities are exercised at its initiative rather than the initiative of other units.

Conflict - the degree to which a unit's implementation role and responsibilities go against other roles that they may have. These may be social, cultural, professional or organizational roles.

TABLE 3
Role Definition
Perceived BEST Management Role Factors
by Institution

Role Set Factors	Units					
	USAID		MOE		AED	
	Manager	Staff	Coordinator	Executing	Field Office	TA
Written Definition	Convenio & Contract	Convenio & Contract	Convenio	None	Contract	Contract & Agreement
Formal Definition Process	None	None	None	None	None	Agreement
Perceived Autonomy	High	High	High	Low	Low	Low
Perceived Role Clarity	High	High	High	Low	Medium	Medium
Active	High	High	High	Low	Low	Medium
Conflict	Low	Low	Low	High	Medium	Medium

1. Illustrative quotations

"The MOE has given us no formal orientation to this project . When I got here, there was a copy of the grant agreement. I read it".

"There is a lack of definition of roles. We submit plans, but we don't get the personnel to carry them out on time".

"The role of the Management Unit is to motivate. Some [executing] units need a push".

"The management unit was not planned this way. It came about because the MOE lacked donor coordination. However, it is really functioning to only manage BEST. We need an office to coordinate donor aid, in fact it is in the Education Regulation".

"[USAID's] primary aim is to maintain in one place control and understanding of everything done in the project, especially finance".

"The Management Unit should be dealing with project problems. [It] should be breaking things loose".

"[The Management Unit] doesn't understand our [executing unit's] size and complexity. Our contracts came back four or five times".

"The Management Unit and USAID ask for things directly from TA. They should always go through the COP or the executing unit Directors".

"The role of the Management Unit is to interfere in the process. It ought to make things run more smoothly and coordinate and facilitate".

"The decision making processes are not clear". I'm a sandwich between my Director and the Management Unit".

"The executing units are frustrated by the "Management Unit" We shouldn't have to ask permission for action from the Management Unit and USAID.

"When I came on , I got an orientation from the COP. I reviewed documents for three days and interviewed a secretary. Then I came down here and got to work I had to fight to get a security briefing from USAID As far as [TA] is concerned, we don't exist for them".

"There isn't anything to familiarize yourself with where the project is now. A brief synthesis would be nice".

"A lot of people interfere in the taking of decisions. The grant agreement says that the executing units take decisions, but the Management Unit interferes. We have acted in good faith and been overturned on verbal agreements. Everything now is in writing".

"The relation between AED, AID, and the Management Unit is a misinterpretation of technical and monitoring roles".

"The MOE communicates directly with TA about responsibilities or performance. This goes beyond their role. They should register their concerns through channels".

"The committee structure dominates. It takes all the authority away from the Management Unit and the Contractors".

2. Discussion and observations

The most striking thing about Table 3 is the way that all the "High" ratings are clustered to the lower left. This indicates that even without a process of definition, USAID (Manager and Staff) and the Management Unit Coordinator are very clear about what they are to do, perceive themselves as unhampered in doing it, and are willing to initiate action. In addition, these units do not experience conflict with other roles they play. The Coordinator's rating mirrors that of USAID, because this office has more contact with USAID than any other (with the possible exception of the AED office), and that it is financed by USAID.

This is in contrast to the executing units' perceptions. They do not have a written definition on hand. Though they understand the grant agreement, they do not seem to think that it defines the important things. They are fuzzy about their roles and seem to be acted upon rather than taking the lead in implementation.

In addition, the executing units suffer from role conflict. For example, some in SIMAC don't know when to respond to USAID, UNESCO, or MOE. There are also problems of role conflict between the executing units and the Coordinator. Sometimes the executing units want to treat that office as part of USAID and other times as part of MOE. The Contractors (AED Field Office and TA) also have role conflict. This is probably due to a conflict of professional norms, especially when one notes the relatively low rating on "Active" and "Autonomy". It is very likely that these people would often like to be freer to act on their professional judgement.

Another observation along this line is the low "Active" and "Perceived Autonomy" rating for the AED field office. In contracting personnel, one of its chief functions, this office must work with both the AED office in Washington and get all salaries, and scopes of work cleared by USAID.

D. Role Definition by Project Function

Table 4 displays roles in project implementation. Again, this display is a combination of self and other perception. However, unlike Table 3 it does not examine how roles are transmitted, learned, and how they relate to other roles. Instead, it looks at the perceptions of the specific managerial, technical and, operating functions of units in implementation on the following functional areas:

Technical - The practice of expert skills in a particular activity area of the project, e.g. supervision, magazine production, radio learning, bilingual education. Also the intervention or review of actions taken in these areas using expert judgement.

Coordinative - Using interpersonal and communication skills to get units, activities, and people to collaborate and to make sure that actions that can be combined or sequenced for efficiency are uncovered, planned, and followed up.

Liaison - Using interpersonal skills to transmit and share information; especially carrying information between parties.

Monitoring - Using some mechanism (e.g. flow charts, indicators) to check on and watch over the movement of activities from a distance. This is often done in order to ensure compliance.

Control - This is an information processing function aimed at providing information to improve operational aspects of a project. Control activities may affect ongoing operations or long term plans. Usually signals are looked for that something is wrong and then operational corrections are suggested.

Operating - This is the taking of decisions that have an immediate impact on day-to-day business and production systems. Operating information needs to be reported accurately and rapidly.

TABLE 4
Role Definition
Perceived Role of Unit
by Project Management Function

Project Roles	Unit					
	USAID	MOE		CONTRACTORS		
		Management Unit	Executing Units	AED	J&A	IDEAS
Technical	+++	+++	++	+	+	+
Coordinative	++	+	-	+	---	---
Liaison	+	+	-	+	-	-
Monitoring	-	---	-	+++	+	+
Control	++	--	-	-	-	-
Operating	+	+	+++	+	+	+

+++ carries out a lot; --- = seldom carries out

1. Illustrative quotations

"Originally they were not to have focused on BEST at the [event], but the Ministry, but they mentioned BEST a thousand times. When I asked them why they told me that it was because [the Project Manager] and [FSNs] were there.

"[FSN] inspects and gives opinions on technical matter".

"The philosophy of that [executing unit] is not compatible with USAID's; they slow down communication".

"The technicians in this project are not consulted".

"Theoretically, the Management Unit is an important link between the donors. It ought to maintain fluid communications with the Minister's Office about problems and achievements, but instead USAID treats directly with the Minister's Office. The Management Unit has lots of P.R., but is never available when we need to see her; she's not fully involved in the project. There is no contribution".

"I don't know what the role of the Management Unit is. Is it just administrative or technical too? It certainly interferes in the technical".

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"The implementation may be flexible, but the spending is inflexible".

"Key decisions should be made by the Vice Minister and the Unit Directors not the Management Unit Coordinator . [The Coordinator] shouldr't make any decisions except in consultation with the executing unit directors. [The Coordinator] should represent what the executing unit directors think to USAID, not the other way around. Instead, the decisions are taken in consultation with USAID and passed down".

"The project has its rhythm,[MOE] has its own. How do we get these together? [Executing units] have their own pressures and their own priorities. When pressed, they go back to their own priorities".

2. Discussion and observations

As can be seen from Table 4, USAID is heavily involved in technical matters, and not quite so in monitoring and control functions. It was presumed that USAID would turn out to be highly involved in monitoring and control and not in technical functions. In reality, the opposite has proven true.

The monitoring function is left to AED, probably because of the requirement that it submit and monitor annual plans. AED also picks up the slack in a few other areas. Because of the technical assistance they provide, the other contractors are viewed as having mostly a technical role.

The Management Unit's Project Coordinator gets low marks on the function of coordination. Conversely, this office is seen as very involved in the technical function. Although, as the illustrative quotes make clear, this involvement is not widely welcomed. Likewise, this Management Unit does not seem to be heavily involved in passing information to improve operations to the executing decision makers (control), nor checking on indicators from a distance for compliance purposes (monitoring). It is unclear whether the liaison function that is carried out is within the Ministry or between USAID and MOE. However, judging from communication practices (see Table 7) and committee memberships (see Table 5), it is probably the latter.

E. Function by Committee (Standing and Ad hoc)

Table 5 presents the degree to which committee meetings seem to be used for the traditional purposes of problem solving, decision making, and information collecting and passing, especially task assignment. Meetings are usually thought to be a poor mechanism for transmitting information and instructions, partly because of the distortion in meetings due to noise, cross talk, and lack of interpretation, and partly due to the more efficient nature of written information that can be clarified and consulted again. Meetings are widely regarded as important for problem solving, provided that those in the meeting have interdependent tasks that need to be coordinated, and that power differentials do not lead to what has been called Group Think (Irving Janis, **Group**

Think), or other more open pressures. Likewise, if they are used participatively and consultatively they can be useful for making certain sorts of decisions.

TABLE 5
Committee Function
Perceived Function of Committees

Functions	Committees				
	Executive Committee	Sub-Committees	Evaluation Committee	Steering Committee	Monthly Meeting
Decision Making	**	*	????	***	-
Information	***	***	????	***	***
Problem Solving	*	*	????	***	*

*** = frequently used; --- = seldom used

1. Illustrative quotations

"The monthly meetings are not productive. What is the objective of this meeting? Evaluative? If so its superficial".

"The monthly meetings are a complete waste of time. They waste a full work day each month. They might be o.k. quarterly".

"The monthly meetings are a little full. Maybe they would be better on an individual basis".

"I don't go to the monthly meetings. I don't have the time".

"The frequency of meetings shows the level at which USAID is looking".

2. Discussion and observations

As Table 5 points out, meetings are not used appropriately in the implementation of the BEST project. They either do the wrong thing (Executive Committee) or they try to do too much (Steering Committee). However they are managed they are perceived as taking up too much time. Respondents reported using from 50% to 80% of their time for meetings and a sample of date books bore this out. However, some estimated as low as 35% of these meetings were productive. The illustrative quotes demonstrate that the monthly meetings are especially unpopular and not useful.

F. Structured Relationship of Committees

The only structures suggested for the management or governance of project implementation in the project paper are a couple of committees. The mentioned committees include the Executive committee and the Evaluation Committee. They have evolved to include a set of sub committees to the Executive Committee which go by various names and are located in the Ministry, and a Committee that goes by various names, called the Steering Committee for the purpose of this research. The Evaluation Committee that is mentioned in the Project Paper could not be found. The Monthly Meeting is just that, it meets regularly and thus functions like a committee.

Table 6 illustrates the membership or make up of standing committees. Because these are the primary project management mechanism, they are a key to who participates in the governance of project implementation. They are also important in examining how information changes hands.

TABLE 6
Committee Relationships
Committees by Institutional Representation

Group or Institution	Committees				
	Executive Committee	Sub-Committees	Evaluation Committee	Steering Committee	Monthly Meeting
USAID	Manager	FSNs	???	Manager & FSNs	Manager
Contractor	COP	Occasional TA participant	???	COP	COP & TA
MOE	Coordinator, Directors, VM	Directors Coordinator	???	Coordinator	Coordinator, few others

1. Illustrative quotations

"All I seem to do is go to meetings".

"If there is an Evaluation Committee, I don't know about it. Do you mean the formative evaluation committee"?

2. Discussion and observations

As Table 6 shows most committees have the same members. USAID is represented on every committee, even the internal MOE sub committees. On some committees USAID has multiple members. Likewise, the Management Unit Coordinator is on nearly every standing committee. By

contrast, the Directors General do not participate as much even though they are the head of the target implementing units. The Ministry upper management (Vice Minister) sits on only one committee; however, this may be by choice rather than design. The TA contractors are not well represented. The COP has no committee contact with lower MOE levels, nor a separate committee with TA; this function is subsumed by the monthly meeting at which USAID and MOE are present.

G. Communication Practices and Effectiveness

Table 7 gets at communication practices in the project. Practices are displayed by unit from the more to the less formal styles. Generally it is thought to be more effective to use a mix of communication styles to avoid distortion of messages and allow for differences of style. For example, one of the most effective ways to give instructions is to give them verbally with time for feedback and clarification, and then follow them up in writing. However, good communication takes time and patience.

TABLE 7
Communication Practices and Effectiveness
Type of Communication
by Unit

Communication Type (++More Formal)	Units		
	USAID (to and from all others)	MANAGEMENT UNIT (to executive units)	AED (internally and to Technical Assistance)
Meeting	***	***	***
Reports	***	*	***
Memos	**	**	***
Phone Calls	**	*	*
Face to Face	-	-	-
Social	--	--	--
Communication Type (--Less Formal--)			

*** = frequently used; --- = never used

1. Illustrative quotes

"It's difficult to see the COP. He's screened by his staff. It's difficult to get away for an appointment".

"Sometimes we don't know whom to communicate with".

"We only hear from [AED Office] by fax requesting things. Until another activity came here with a fax, we didn't even have that. We should be visited once and a while".

"The principle directors of this project need to see conditions with their own eyes".

"The Management Unit says one thing, the rest another".

"We don't get information on time and we can't get information from the Management Unit. We only hear from the Management Unit by memo".

"[USAID] never communicates what other donors are doing to [the rest of the project]. We don't have an idea of what they are doing for planning purpose".

"If the activities are independent, why do we have monthly meetings"?

"Gringos are accustomed to this type of written report; Guatemalans are not".

"Yes I have concerns about [this], but it doesn't make sense to say anything. I don't know to whom to complain, and besides, culturally, I would feel uncomfortable registering one. I view all these things as small sacrifices".

2. Discussion and observations

As Table 7 reveals, in general, communication in BEST project implementation is mostly formal. It takes place largely in formal meetings or is written using formal instruments like reports. The use of phone calls is impeded by local communications. There is almost no planned socializing in the project or unplanned visits.

USAID relies heavily on meetings reports and memos. AED does so even more so, but uses the fax a great deal. This is even more impersonal. The Management Unit is largely in step with these practices. As the illustrative quotations demonstrate this level of formality and the attendant expectation of abilities to commit to writing certain types of communication may not be culturally appropriate.

Communication seems to be largely from the top down. That is information and instructions are gathered from subordinates, but there is little open solicitation of subordinate opinion or input

except by these formal means. Informal face to face meetings among institutions outside of those committees noted above seem to be rare.

H. Shared Meanings by Concept

Outside of the Project Organizing Principles mentioned in the Project Paper there are also a number of key concepts pertaining to project implementation management that are mentioned. The effectiveness of communication is not only affected by style but also by shared meanings. Communication that is not based on shared meanings can easily be distorted or go awry. This is true when dealing with only one language, let alone when dealing with key concepts in two languages. Table 8 displays the key concepts and the degree to which their meaning seems to be understood within project units.

TABLE 8
Understanding of Key BEST Management Concepts
by Unit

Concepts	Units					
	USAID		MOE		AED	
	Manager	FSNs	Management Unit	Executing Units	COP	Technical Assistance
BEST	***	***	***	***	***	***
Oversight	***	*	*	-	***	**
Leadership	***	***	**	**	***	*
Coordination	***	***	**	*	***	**
Team Management	***	**	*	-	***	*
Technical Assistance	***	**	***	*	***	***
TA as Training	***	**	*	-	***	**

*** = meaning well known and shared; --- = meaning not well known and shared

1. Illustrative quotes

"Is there a conceptual framework for this project? There is no shared understanding of what Basic Education is. The[MOE] means one thing, USAID another".

"There is a lack of understanding of PRONEBI that is cultural".

"Most of these things don't mean anything in particular to me".

"TA as Training just means technical assistance".

2. Discussion and observations

As Table 8 displays, all of those involved in the project understand that BEST is for strengthening basic education. However, as one of the illustrative quotes points out, there may be some confusion about what basic education is for the institutions involved. Also, some Guatemalan respondents expressed reservations about having a project name that was an English acronym only. This might be contrasted with the USAID SABF project in El Salvador.

The terms that have the least shared meaning between USAID and MOE are "oversight", "team management", and "TA as training". This might be explained by the cultural differences in management practices in the two countries. It could also be difficulty in translation.

"TA as training" is a key concept in technology transfer for the BEST project and it would be assumed from project design that it would be well known by all in practice. Also, it does not have a meaning as strongly shared by TA Contractors as some other concepts, for example, oversight. This indicates that BEST is not creating a shared conceptual framework as some of the illustrative quotes point out. This might also be due to the lack of orientation procedures as pointed out above in, C. Role Definition.

IV. Conclusions

The following section offers a broad interpretation of the findings presented in the previous section. It attempts to state more general tendencies and trends that might be noted from the findings. It also makes judgements about the effectiveness, efficiency, or extend findings topics where appropriate. This section begins by relating the findings to the research questions posed in Section II Methodology.

A. Research Question 1 - What are the actual BEST management structures and process (decisions, communication), both formal and informal?

The formal BEST management structure is the committee. No other structure is as prevalent. Accordingly, the management process used in BEST implementation is the meeting. Most of the work of BEST implementation goes on in committee meetings.

Meetings are not always effective fora for key management actions, decision making and communication, especially task assignment, unless they are structured with absolute care to have a pointed, well understood purpose, and ensure open participation. Otherwise they become another tool for domination of opinion and ostensible cooperation. Indeed, the less productive they are the

more resentment they breed. In general, respondents did not consider their meetings to be very productive.

Decisions are best taken in groups when the problems being examined are open, not well structured and there is a need for information to frame a problem as well as taking a decision on it. In addition, consultation in decision making usually leads to the expectation that counsel will be taken and that group decisions will be respected. When they are not this leads to frustration, alienation, and cynicism about related matters. This can be seen in the general lack of satisfaction with meetings.

Another factor worthy of mention in the meetings is the ubiquitous presence of USAID and the Management Unit. Neither is it necessary for USAID and the Management Unit to sit on all committees. If one of the aims of the BEST project is to implement through existing units then existing processes should be used and the units should take decisions without the participation or interference of outside groups. If the purpose of the Management Unit is to coordinate activities it should not be involved directly in the taking of the decisions.

The other formal process used for BEST implementation management is the planning process. Executing units develop global, annual, and quarterly plans with budgets for their activities. On the basis of these they are given quarterly disbursements. However, these plans cannot be then implemented without approvals: approval of USAID and on occasion the Management Unit to go ahead with actions, and to clear the technical adequacy of the work involved. This is done through the committee structure. Plans are made and then not carried out, because plans have become requirements not guides to action.

B. Research Question 2. - Is BEST project management completing [its] purposes?

1. How successful is [BEST] in not creating a Project Implementation Unit?

Though BEST has not created a Project Implementation Unit (PIU) by decree it has created one in fact: the Management Unit. Although the chief of the office is called the Coordinator this is apparently a hold over from the original concept of donor coordination. This is probably a misnomer. In both observation and discussion no evidence of donor coordination by this office was found. This was the original rationale for funding the office and the position. After this purpose was changed by the new Minister, USAID decided to continue funding the office. Originally, when the purpose was donor coordination, funding for the unit was to pass to MOE after three years. It now appears that the reprogrammed budget contemplates continued funding for the life of the project. Presumably this is for project implementation purposes.

The Management Unit has most of the characteristics of a PIU. It is a temporary structure, funded by the project that has no guarantee of existence nor any role after the BEST project closes down. Now, it is the link of the USAID Program Manager with MOE; it intervenes between MOE executing units and serves as the MOE face on the BEST project. It also functions like a PIU. It centralizes project communication, administration, and finance, and is even responsible for

overseeing counterpart funds. It also intervenes directly in the technical work of the project. The Coordinator is paid with USAID funds and is the only person from the Ministry that sits on the Steering Committee. Of those remaining PIU functions, i.e. monitoring and control, the former is exercised by the AED office in overseeing plans.

2. BEST administration is ostensibly decentralized and is intended to be decentralized. The activities of the project are designed to be independent and separate. The role of project management is to coordinate these parts. If they are independent, why and how are they coordinated?

As noted above, the BEST project is centralized in its implementation. Most project decisions are taken by USAID either directly, through the Steering Committee, or at the sub committee level. Instructions and approvals flow from the top down.

One goal of coordination would be to see that activities that need to occur at the same time or in sequence are so carried out. This is not always done. For example, computers arrived for the Revista del Maestro, but USAID delayed their delivery until the unit received planned specific training in their use. The AED COP cannot get training for the unit in a timely fashion because of the clearance process of the AED Washington office. The unit is still expected to produce the Revista. One of the principles of the project is TA as training and considering this the computers should have been used to produce the magazine with the help of an expert, rather than enforcing a pre-conceived sequence of training and use.

3. BEST administration is charged with the institutionalization of the project. Is the Project Coordination structure training MOE managers to take over decision making about project in keeping with the TA as training concept?

As noted above, there is little decision making on project implementation left in the hands of the MOE managers. If the Management Unit were transferring technology it would procure required assistance to help the executing units respond in a satisfactory fashion. To accomplish this the Management Unit would play both a normative role, setting standards, and an teaching role, providing both instruction and expert help in order to comply with standards. In short, it would ensure that learning took place and USAID would support this with both resources and patience.

What actually occurs is the contrary. The Management Unit is seen as making compliance demands on the executing units. For example, a plan for the distribution of certain commodities to the regions was recently requested by USAID from the DGEE. The plan produced was not acceptable to USAID or AED based on needs for accountability and responsibility. At that point, in order to produce the plan on time, the Coordinator communicated directly with the Regional Directors and requested their plans by a certain date. This created conflict with the Director General of DGEE.

C. Research Question 3. - How well are management structures functioning to empower the MOE to make key decisions and to be its own advocate in the GOG?

The existing MOE inventory, finance, auditing, and information systems are rightly not considered to be rigorous enough by USAID. To improve them the BEST project has created parallel planning, finance, auditing, and inventory systems. Some are administered by USAID, some by the Contractor, some by the Management Unit. All the evidence points to the creation of parallel structures for project management, data processing, and management decision making. On the whole, they are not integrated into the MOE, do not use the existing systems, or help to strengthen and improve them. In this area, the general trend of the BEST project in management decision making is away from empowering the Ministry.

The exception to this trend is the information system. This has the result of helping to produce statistics more readily for the MOE. These statistics are very useful at the upper MOE levels in tracking budget shares. The main thrust of the information system effort is in automating some existing data bases such as personnel.

This does not prepare the MOE to use the data once it is processed. By not allowing them to take decisions in project implementation and in teaching them how to take these decisions in an acceptable, rational, modern way, the BEST project is failing to prepare MOE managers. In this way, it is failing to empower the MOE managers.

The project has general design flaws in this aspect. There are no activities contemplated in the Educational Administration Component to help both executive and middle MOE management, to plan better or more participatively or to take better decisions. In a place as difficult as Guatemala, they are not being given the tools by the project to gain acceptance of the changes brought about by the project. As one top level MOE official pointed out:

"There have been some changes in the project as it progressed, for example social marketing has been suspended. I don't know why. The original concept was good and would help MOE overcome obstacles and we wouldn't have to bring people in from the outside to sell changes that the project would bring about such as those in personnel".

In a country with a difficult labor climate like Guatemala, it is interesting to note that the project does not have one activity that would help the ministry management negotiate better and more fairly, resolve organizational conflict, or even write better contracts. In a country with little or no democratic tradition, it should be noted that the project does not promote any participatory decision making mechanisms for managers in the project. In a ministry that is in the throws of regionalization, it is worthy of attention that the project does not require, train in, or demonstrate any consultative planning models for regional managers. Given the goals of this project, these neglected in the design of project management.

The BEST project is not concentrating on strengthening the MOE to norm, manage, and win resources for the delivery of educational services. The time line for this might be little longer and

the project might be a little less ambitious in trying to accomplish what it set out to do originally. Perhaps it was said best by one respondent:

"We are creating false expectations here. The project is not being implemented as designed. It was a ten year project. Now its cut to five. We were going to do donor coordination. I've never received any information on this. Talking about it doesn't make it happen. There's no structure to implement it".

D. Additional Conclusions

Following are some additional conclusions that are not specifically framed as answers to the research questions. They cover the general research areas above. Also, they attempt to explain why many of the things discussed above are occurring.

1. Competing and unclear implementation roles

For all the enthusiastic rhetoric in the Project Paper of umbrella contracts, leaving implementation to the executing units and not creating a PIU, USAID has not carried these out. If this were true their would be a sharing of both authority and power in project implementation decisions and actions. However, as the research findings clearly show there is very little perception of this type of sharing by implementation participants.

This is partly due to the poorly defined project roles. Using the words "implementation" or "executing" does not take the place of defining exactly what they mean and operationalizing them as guides to action. Because there is no process for specifying the responsibilities and defining the limits of implementation roles for each actor, there is room for competition and misunderstanding.

It is natural that each institution and actor involved will compete to make decisions and act in its own interest. It is within USAID's interest to show success (i.e., completion of activities) and to spend obligated money in a particular fiscal year. That is, USAID will try and use both its authority and its power to get things done. As the funding agency, USAID has ultimate power in the BEST project.

Because roles and responsibility are not defined from the outset, the scope of USAID's perceived authority can grow to equal the scope of its power and influence. Because USAID is motivated to act, its actual exercise of authority will grow to meet its actual power and influence. When the exercise of this perceived authority conflicts with another actor's perceived authority, there is no mechanism to legitimate or refute the claim that USAID is overstepping its bounds. This leads to conflicting roles and misunderstandings.

These misunderstandings have consequences. They lead to hurt feelings, bruised egos, insecure statuses, and lasting resentment. Each time these conflicts occur they become the latent conditions for new conflicts. These severely hamper the implementation of the project in an open, cooperative manner.

This is equally true of the competition of domains in the functional areas of project implementation. USAID's interest in accomplishing things will give it an incentive to define all problems, even technical ones, as within its domain and thus legitimately within the scope of its authority to decide. When dealing with executing units who also consider the technical functions to be their domain, domain competition ensues. The project Management Unit also suffers from this, being funded by USAID. However, it suffers from even greater domain competition because it is viewed as part of the MOE.

2. Over reliance on committees and meetings

As discussed above (see Tables 5 and 6), the only governance structure for the project is a set of committees. The BFST project is organized around two key mechanisms. Management and control is exercised through a set of committees whose ostensible purpose is project management, coordination, and formal project communication. Regular meetings are also used as a formal communication mechanism.

These committees are not entirely effective in project management. The delays in implementation that were outlined above are at least one testament to the inability of these committees to serve as management and problem solving structures for the project. In the case of the Executive Committee, management is only its stated purpose. Its latent purpose seems to be that of having some forum in which higher officials of the Ministry (i.e. the Minister's Office and the Directors General and Directors of Dependencies) can be formally included in the project. One reason for the ineffectiveness of this committee system is the composition of the committees. They include largely the same people. This limits their effectiveness both in management and in information dissemination.

However, it should be remembered that committees are only formal meetings charged with specific tasks. One problem in the organization of the BEST project has been the overuse of meetings and their lack of focus. Observation of meetings, interview of project participants, and frequency of meetings based on a sample of participant's meetings attendance over a two week period, showed a clear pattern of overuse of meetings.

Meetings are not effective devices for formal communication. This is much more easily accomplished through brief written communication. Unlike verbal discussions, instructions presented in writing can be more easily clarified and have the advantage of being consulted at a later time. Moreover, noise, such as side discussions does not distort or interfere with the transmission of messages. This fact would support the use of brief written instructions or even a newsletter of some sort for project participants. This could excerpt progress reports and report important information.

Meetings are especially useful in two ways. First, meetings can be useful in the solving of problems which are due to the interdependent nature of the tasks involved. In this sort of meeting those who meet are only those whose inputs are the outputs of others. For example, in the BEST project, if the Supervision Activity needed information from the GID Activity for its Supervisors

guides and it was not getting this in a timely fashion, these two activities might meet to explore alternative strategies for meeting the needs of the Supervision Activity. Likewise, inside any particular activity this might occur. For example, if script writers in the Radio Activity are holding up scheduling of studio time, and a curriculum specialist at MOE were holding up the scriptwriter, these actors might meet to solve the interdependent problem. However, there should be very little need of problem solving meetings on a formal level among Activities in the BEST project; these activities were purposely designed to be independent rather than interdependent.

Second, meetings are also useful for taking participatory decisions. Views can be exchanged, and votes can be taken. This works well among equals. However, in meetings in which power differentials among the participants are great, conflict will be resolved in favor of the powerful unless there is some process to guarantee free choice and anonymity for the participants.

A prime example of a BEST project meeting is the BEST project monthly meeting. At this meeting, technical assistance personnel responsible for reporting on Component Activities report their achievements in the past 20 working days and present their plans for the next 20. All respondents expressed dissatisfaction with the number of meetings in general, and all but one of those interviewed expressed unsolicited dissatisfaction with this meeting in particular.

Based on the foregoing discussion, there are two likely reasons for this dissatisfaction. First, the meeting is being used inappropriately to transmit information rather than to take decisions or solve problems. This results in its being far too long, not focused, and probably unrealistic in its aspiration: it is not likely that much progress will be viewed in only twenty working days.

Second, the phenomenon of power differential is also exemplified by the continued convening of this meeting. Even, though dissatisfied with the meeting all those participants interviewed indicated that they had not expressed their dissatisfaction to either USAID Program Manager or AED COP. When asked why, all respondents indicated that either they did not believe that it would do any good or that in addition they would only cause problems for themselves if they expressed their dissatisfaction. A meeting that begins with such antecedents will probably not be productive in either problem solving or in participatory decision making. People may not feel that they can express themselves openly.

This reliance on formal meetings to transmit information indicates that BEST project management has not been effectively designed. Project management is largely ignored in the Project Paper. The ad hoc structures being used do not define project functions, delimit the scope of decision making power for each institution, and delimit their areas of responsibilities. In practice this makes it difficult to specify the roles for particular individuals in the project and to hold them accountable for carrying them out.

3. Communication: reliance on formal processes

Communication in BEST is mostly formal. Partly, this is a result of the formality of Guatemalan society. Partly, it is a result of the preferred personal styles of the managers of the institutional

units. Also, it is partly a result of trying to get three large bureaucracies (USAID, AED, MOE) together in a project that is based on formal, legal instruments such as grant agreements and contracts. However, these factors mitigate for and support this tendency, they do not decide it.

The lack of role and function definition discussed above helps support the use of and preference for formal communication mechanisms. When responsibilities are not clear, people retreat into formal behavior in order to protect themselves. Uncertainty breeds distrust. Having a written record helps defend against claims that something that was done or left undone was not the responsibility of the person in question. This is typical bureaucratic behavior.

Formal communication is not always the most effective way to manage people. It is well acknowledged that the most effective way to give instructions is to first give them in person, allowing time for feedback and clarification and then to follow them up in writing. This has the triple advantage of specificity, clarity, and a memory aid. It is difficult to make praise felt or to make blame stick unless there is personal contact. This makes it nearly impossible to complete a key management task - motivating people.

Social interaction is not included in the BEST project. Often, small, but important differences can be ironed out or problems solved at, say, lunch. Seeing how people react to messages is often an important part of interpersonal communication. Social interaction also can support clarity in communication and thereby increase effectiveness. When people see how each other live it creates increased empathy and thereby increases shared meanings, and reduces the likelihood of communication filters.

4. Communication: lack of shared meanings

One communication problem that affects the management of BEST project implementation is the lack of shared meanings in some important concepts for the management of the project. The notion of shared meanings is important for effective and efficient communication. When meanings are shared, communication takes less time (less need for feedback and clarification), and can be more precise. An example of this is professional jargon, such as that used in USAID, in which, PIO's, PIL's, and SAR's are all acronyms that have precise meanings understood by all that work in that environment. However, it might be noted that outside of USAID a PIO (Project Implementation Order) might have another meaning (Public Information Officer); what it means depends on the context. If a shared context and shared meaning are assumed rather than specified, it leads to misunderstanding instead of speedy, efficient communication.

The lack of shared meanings between institutions may be cultural or it may be a difference in the level of education, or it may be a failure in translation from English to Spanish. Whatever the reason however, once again this speaks to the lack in clarity in definition for the BEST project. In the case of the key management concepts this lack of shared meaning may be a consequence of the failure to define roles, or it may be part of the cause that roles are not well understood: explaining roles in concepts that are not widely shared lead to confusion not clarity.

Some of these concepts are crucial for the success of the project. For example, TA as Training is not merely a concept, it is also a key mechanism for the transfer of technology and its implementation. Coordination is crucial to project success, but there does not seem to be a widely held or at least articulated idea of what this looks like in practice. A shared understanding of these concepts is taken for granted in the BEST project. Given their importance, and the other identified weaknesses of definition and clarity in BEST, this is not wise. Jargon is an effective communication tool, provided that it is understood and used by the entire group.

V. Recommendations

Following are some recommendations to improve implementation effectiveness and project management. These are not detailed objectives nor specific adjustments to process. Instead, they are general suggestions of areas that if considered will yield substantial pay offs in management and project implementation effectiveness.

A. General Recommendations

The following recommendations are direct and mostly negative. That is they do not suggest alternative mechanisms for change. For the most part they are also things to stop doing. More positive suggestions with mechanisms for carrying them out will be treated in the next section.

1. Change the monthly meetings

Clearly, these meetings are not popular, productive or effective. They AED COP can have brief meetings with TA every quarter. The USAID Program Manager might attend on a drop in basis and schedule a quarterly or bi-annual meeting.

2. Rethink involvement in MOE decision making process

The relationship of USAID personnel to MOE committees (i.e., the sub - committees) needs to be rethought and redesigned. This will avoid not only actual conflict over decisions, but also the appearance of the use of power that can accompany the mere expression of a strong opinion by USAID personnel. USAID opinion should usually be expressed for policy matters or special requests. If a process is set up to handle special requests, the legitimacy of USAID's involvement will increase when it is asked to be involved. This will allow the ministry to take its own decisions, and to fail and to learn. It will also keep USAID from being blamed for failure by being made a scapegoat through supposed blocking or interference.

3. Redesign the Management Unit

The Management Unit is neither fish nor fowl. It does not manage and it does not coordinate. One solution would be to concentrate explicitly on a management role. The title of the coordinator should be changed to manager and should be given the clearly defined authority that is needed to complete the role of the head of a PIU, if the former option is chosen. If the unit is to concentrate

instead on improved coordination there are two options. First, dissolve the unit and leave the coordination tasks to the contractor acting through the AED COP and technicians. Second, place the person in the AED office with a clear and specific role for coordinating project activity in a consultative way. This would keep it a project activity, but might reduce friction within the MOE.

4. Use time lines and (when possible) pipelines as guides not schedules

One of the sources for pressure in USAID is the concentration on implementation and spending schedules. This is one of the realities of life in this bureaucracy. However, it can lead to precipitous action for action's sake. If possible money should be obligated to the project generally, and only to activities when they are moving and successful. Schedules for implementation should be flexible. This can be accomplished in several ways. First, frequent updates can be done (rescheduling). This rescheduling and the tracking necessary to make it happen should be the primary tasks of the USAID staff. Second, rather than fixed path planning, contingency or alternate scenario planning can be used in which multiple paths (with different time constraints) are selected or multiple scenarios with different plans are used. These are more strategic in nature and also are more in keeping with the flexible implementation principle of the project.

B. Specific Mechanisms

Following are some positive mechanisms that might be used to improve the management of the project. Some of them will replace the things that are suggested for elimination above. Most have multiple purposes and impacts. It should be noted that they are process oriented because this is one of the things that the BEST project lacks in design: well specified processes for solving implementation problems.

1. Hold participatory, strategic planning retreats

The need for role definition, flexible implementation plans, cooperation, coordination, social opportunities, reduction in meetings, problem solving, and public relations could all be handled by a bi-annual, or tri-annual, or quarterly retreat held out of the city. If it were bi-annual at least two days for each meeting is suggested. On a quarterly basis a day or day and one half would be sufficient. It must be held outside the city to avoid interruption and approvals must take place in the meeting and be binding or else there will be no incentive for attendance. As a further incentive, participation in these sessions can be made mandatory for receiving project funds in the same way that the submission of documents like annual plans are now.

The retreats themselves would have the objective making the actual action plans for the project units. The meetings would be work oriented, but provide time for socializing. USAID personnel could facilitate small group sessions thereby strengthening their interaction, knowledge, leadership, and monitoring role in the project. If it is deemed desirable, MOE Directors or other personnel could also facilitate and a professional facilitator or facilitators could be used as well.

The retreats would implement a strategic planning and management process. It would start from an assessment of the opportunities and threats in the environment (political, social, economic, professional) of education in Guatemala and an assessment of the strengths and weaknesses of the MOE and its executing units to confront these problems. This would support the project in its concentration on flexibility designed to meet the challenges of Guatemalan life. It would also provide current information to USAID on potential problems and policy developments that ought to be tracked.

These retreats would have other salutary effects. They would provide training opportunities by using TA as training in the preparation of the strategic plans. Because they would be ongoing they would also provide for opportunities for improvement. Learning and employing these techniques would be a genuine transfer of secondary technology. In addition, by being highly participatory and process oriented they would increase the feelings of responsibility and ownership of the plans that are made, and probably their feasibility.

Also, participation in this process would lead to better communication. Working meetings are likely to lead to the clarification of key terms, thus creating a useful project jargon. Because they would be centered around planning by separate units, but at the same time in the same place, they would help to clarify roles and responsibilities, and would highlight opportunities for coordination.

2. Ongoing role and responsibility definition, clarification, and orientation

A process should be developed for the ongoing definition of the scope and limits of the roles and responsibilities of each project unit and actor. This would be based on the grant agreement, contract, and formulated plans, but would go beyond it. It would include a written operationalization of the actions to be taken and the desirable and prohibited behaviors for each unit and actor. This would reduce conflict in the project enormously and would create an environment for successful implementation.

These documents could be developed by a sub-committee of the Executive Committee. The descriptions of executing unit roles should probably be reviewed by all actors for comment and could be adopted at the retreats once yearly in a general discussion. Individual role descriptions would resemble job descriptions. They should be behavioral in nature. They should be signed by individuals with individual adjustments. One model might be the agreement that AED COP uses with TA.

This process should be combined with an orientation process for new people (whether TA, MOE, or USAID) that join the project in some capacity. This would include a packet of documents including a brief one or two page synthesis of the project's purpose, design, changes, and current status, organization charts of the institutions involved, and copies of the role descriptions for executing units and individuals. The new employee could then receive a series of initial appointments with project personnel and begin the role definition process for their role.

Another possibility that would help resolve conflict would be to provide a process for settling disputes. The sub-committee suggested above might serve this function. Having an appeals process might help to smooth over ruffled feathers and to clarify unanticipated conflicts that come up. It would also be a participatory, democratic innovation in a USAID project.

3. Create an interlocking, representative committee structure

To carry out and monitor the suggested plans and roles effectively the standing committees would be restructured to develop an interlocking, linking pin network among the participating institutions. For example, one way of organizing a governing structure by committees would be to have a governing committee which would include the USAID Program Manager, the AED COP and the Project Coordinator (or other ministry representative) each representing their respective institutions. Prior to these meetings, each of these actors would meet with the key actors in their own institutions, i.e., the USAID Project Manager with USAID FSN's, the AED COP with subcontractors and the technical assistance team, and the MOE's project Coordinator with the Director's General, the Director's of Dependencies, and the Vice Minister. In this way communication could be maintained within and among institutions. Real problems that actually require the participation of USAID and AED for resolution could be brought to the table in these meetings and decisions could be communicated to each institution.

Formal committee meetings should be used in BEST project management for the taking of decisions. Due to the nature of the differences in power among the participants a procedure should be instituted to guarantee that these decisions are quality decisions and freely taken. Meetings of the USAID Project Manager, AED COP and the MOE Project Coordinator must have such a process; likewise, meetings with a Vice Minister and Directors. If this is not done, then claims to consensus decisions are tainted by the power and status differentials; in addition, without a process, in meetings used for communication purposes there is no guarantee of open communication.

4. Concentrate on policy and develop the monitoring function

If the suggestions above are instituted they ought to provide more distance for USAID from day-to-day project operations. They also ought to provide clearer communications and better information. This should free USAID personnel to concentrate on the key areas of policy and project monitoring.

With well formed plans, selected indicators, and good information USAID personnel could develop a real time monitoring system for project activities. This would allow tracking of the project on intermediate indicators of accomplishment rather than on either global impact measures or specific output ones.

This would also provide more time to examine the political landscape of the ministry and to form contingency plans for dealing with anticipated policy changes. One area that would be worthy of time and attention at the moment would be the expected impacts of the new Regulation of the Education Law. This would be a genuine strategic and policy focus. In addition, USAID could begin to take a longer view on education policy and look for ways to influence the rationality of political decision making about education as expressed in those laws governing the ministry, the teaching profession, and educational access.

Management and Implementation Questionnaires
Bruce Perlman

I. Project Management

A. Decision Making

1. Relative Empowerment of Units

a. How are the decisions made and who makes them about the following :

Org. & Unit Needs
Org. & Unit Priorities
Human Resources
Material Resources
Knowledge
Timing

Probes

Are they made in groups (committee)?
Are they made by default (not taken)?

b. Do you make decisions about the above?

After answer interviewer should score (1 - not involved, 2 - involved, 3 - highly involved)

c. Are your decisions usually carried out?

After answer interviewer should score (1 - no, 2 - sometimes, 3 - always)

Probes

If not, why not?

Who makes the decisions for you in these areas?

d. Who really makes the decisions in BEST; About what and how is this enforced?

e. (MOE executors) How is TA provided to you or for your area or how do you request it for others?

Probas

What was the last TA request you made?
Describe how and why you made it?
Do you get the TA you want?

f. What role do you play in deciding on the above?

g. Rank the units in importance (1,2, & 3) for BEST decisions

B. Roles and Structures

1. In your opinion how are the roles of participants in BEST defined?

2. Define and explain your role in the BEST project.

3. How did you learn about your role?

Probas

Are you satisfied with this role?

After answer interviewer should score (1 - not satisfied, 2 - satisfied, 3 - dissatisfied)

How would you change it?

4. What is your role in deciding on needed TA?

5. Describe the internal planning process for your unit.

Probes

How are plans changed and adjusted?

How useful are these plans?

After answer interviewer should score (1 - not useful, 2 - useful, 3 - very useful)

C. Communication

1. Generally, how effective is project communication? Why?

After answer, interviewer should score (1 - inadequate, 2 - adequate, 3 - good)

2. What are the barriers to communication in BEST?

Probes

What are your major concerns and to whom and how have you communicate them?

What don't you communicate and why. Do you air all serious concerns?

3. How satisfied are you with project communication? Why?

After answer, interviewer should score (1 - dissatisfied, 2 - satisfied, 3 -very satisfied)

4. Who from your organization or BEST do you socilaize with?

4. How do you communicate with people in your organization

Probes

Name the people with whom you communicate and tell how and why you communicate with them.

Rank these people by frequency of communication.

Rank these people by effectiveness of communication?

5. How do you communicate with members of the BEST project?

Probes

Name the people with whom you communicate and tell how and why you communicate with them.

Rank these people by frequency of communication.

Rank these people by effectiveness of communication?

6. How do you communicate with the private sector and about what?

Probes

Name the people with whom you communicate and tell how and why you communicate with them.

Rank these people by frequency of communication.

Rank these people by effectiveness of communication

7. What written reports do you submit to your organization (when and describe)?

Probes

Do you have any report formats?

Do you use executive summaries?

How many memos do you send a day? week?

8. What written reports do you submit to the BEST project (when and describe)?

Probes

Do you have any report formats?

Do you use executive summaries?

How many memos do you send a day? week?

D. Strategies

1. What do the concepts below mean to you (explain in your own words)?

- BEST
- Oversight
- Leadership
- Flexible Implementation
- Coordination
- Team Management
- Technical Assistance
- TA as Training

2. In your own words, what do you think is the management philosophy of the BEST project?
3. How did you learn about this philosophy?
4. What are the principles and values around which this philosophy is organized?
5. What strategies are being used to convert this philosophy into practice?
6. What are the management structures and processes that you see being used to implement these strategies?
7. When a change occurs, how do these structures respond to and handle it? Give a recent example.
8. Is there an organizational development plan for the BEST project or your unit?
9. Are these concepts being well implemented? Why?
After answer, interviewer should score (1 - not well, 2 - well, 3 - very well)

Probes
What are the impediments to implementation of these concepts?
Do you accept these concepts as practical?

E. Meetings

1. What meetings do you attend for BEST?

Probes
Who attends these meetings?
What types of decisions are made in these meetings?
How do these meetings compare and contrast with other MOE/USAID/AED meetings?
What is the purpose of each of these meetings?
Describe, briefly, what goes on at each of these meetings.

2. Estimate what percentage of your time is taken up by BEST meetings?

Probes
Ask to see agenda for last two weeks; count BEST related meetings and sum hours by week.

3. What percentage of these meetings are productive?

SPECIFIC QUESTIONS

I. BEST MANAGEMENT (Metro, Susy, Evelyn, Mirlam, Julio)

What are your concerns about the BEST project in design and implementation?

What is the role of the MOE Management Unit? How do you relate to it? Would you change it, if you could? How?

How does the BEST best management unit differ from a traditional project management unit?

Who is the judge of the adequacy of technical assistance provided under BEST (quality, timeliness)? Who ought to be the judge? Why?

Does anyone interfere (that is overstep the bounds of their authority) with your job and authority? How?

Have you seen a specific written agreement that defines and specifies the roles and authority of actors, firms, and institutions in BEST? Can you produce it for me now?

What are the benefits and difficulties of the "umbrella" contract and how would you change it if you could?

How did Metro's office change in size and concept (i.e., history, evolution, and development)?

Who is your primary counterpart?

With whom do you spend most of your project related time?

What is the role of the MOE Directors General in BEST? Why?

Why don't all the Directors General have counterparts? Does this cause any difficulties?

II. DIRECTORS GENERAL

What are your concerns about the BEST project in design and implementation?

Do you feel part of the project? Why?

Does the project support your office's priorities? Why? How could it do this better (example)?

What is the role of the MOE Directors General in BEST? Why?

What is the role of the MOE Management Unit? How do you relate to it? Would you change it, if you could? How?

Who is the judge of the adequacy of technical assistance provided under BEST (quality, timeliness)? Who ought to be the judge? Why?

What meetings are you supposed to attend for the project? How many do you go to?

Who interferes (that is oversteps the bounds of their authority) with what you think you should be doing and how?

Have you seen a specific written agreement that defines and specifies the roles and authority of actors, firms, and institutions in BEST? Can you produce it for me now?

Each team member will visit various organizational units of MOE (e.g., Direcciones Generales, Departamentos, Unidades, Oficinas). In order to understand better the preparedness of the MOE, you are asked to help collect data on these units and to make some subjective judgements about these units. After a visit, please fill out the following rating sheet.

Name of Unit _____ Depends on? _____

Using your subjective impressions and judgement, please rate the unit you have visited on the following dimensions:

- a. Perceived expectations that BEST will be a successful, lasting contribution
 Low High
 1-----2-----3-----4-----5-----6-----7
- b. Acceptance of BEST project
 Low High
 1-----2-----3-----4-----5-----6-----7
- c. Satisfaction with BEST project
 Low High
 1-----2-----3-----4-----5-----6-----7
- d. Openness and Receptivity of Personnel
 Low High
 1-----2-----3-----4-----5-----6-----7
- e. General Enthusiasm
 Low High
 1-----2-----3-----4-----5-----6-----7
- f. Level of Intrinsic Incentives (internal interest in job, i.e., do people seem to like their jobs?)
 Low High
 1-----2-----3-----4-----5-----6-----7
- g. Level of Extrinsic Incentives (e.g., pay, working conditions, perquisites, do they seem good?)
 Low High
 1-----2-----3-----4-----5-----6-----7
- h. Level of Goal Frustration (e.g., how much do you hear about failed promotions, undelivered raises, broken promises and other disappointments?)
 Low High
 1-----2-----3-----4-----5-----6-----7
- i. Level of Task Definition (i.e., how clearly and specifically defined do job objectives and day to day tasks seem to be?)
 Low High
 1-----2-----3-----4-----5-----6-----7
- j. Role Set and Role Expectations Fit (i.e., how well do employees view of role seem to fit bosses' view of role?)
 Low High
 1-----2-----3-----4-----5-----6-----7
- k. Role Conflict (i.e., how well employees view of self fits job demands, i.e are do you hear of culture or gender or ethical conflicts?)
 Low High
 1-----2-----3-----4-----5-----6-----7

III. Logistics and Maintenance

Robert Etheredge

Logistics and Maintenance
Robert Etheredge

I. GENERAL

- A.** In accordance with a contract signed July 29, 1992, with Creative Associates International, Inc., Mr. Robert W. Etheredge, Jr. (Evaluator) traveled to Guatemala on August 17, 1992 and departed on September 5, 1992. In Guatemala, the Evaluator joined other members of a team working on the mid-term evaluation of the U.S.A.I.D. Basic Education Strengthening (BEST) Project (520-0374). The Evaluator's position on the team was that of Logistics and Maintenance Specialist.
- B.** The scope of work for the Evaluator was to:
- 1.** Analyze all categories of records, systems, and forms kept by the project implementing organizations to determine appropriateness, accuracy, and timeliness of reporting and the accessibility of file storage systems.
 - 2.** Inspect warehousing and distribution procedures at the central, regional, and local levels to determine congruence and timeliness.
 - 3.** Conduct interviews with and review the qualifications of personnel involved in commodity logistics to determine appropriateness of experience and training and adequacy in number.
 - 4.** Track a sample of commodities to the school level to determine adequacy of control of end product distribution and use.
 - 5.** Analyze adequacy of project transportation fleet and vehicle maintenance procedures and time tables to meet projected delivery schedules.
 - 6.** Review commodities projection procedures and their congruence with procurement and budgeting timelines.
- C.** Annex 1 to this report includes a list of persons met and interviewed while in Guatemala fulfilling the terms of the contract.
- D.** According to the original implementation schedule in the Project Paper (PP), purchase of furniture and equipment for some elements of the project is from

two to three years behind the originally projected schedule. Delays in signing an institutional contract for technical assistance as well as commencement of the escuela unitaria and supervision activities of the project have significantly contributed to project logistical delays. Four wheel drive vehicles for regional and departmental directors and motorbikes for supervisors were promptly purchased by USAID/G. Vehicles have been distributed to and are presently being used by regional and department directors as well as the institutional contractor. About 15 motorbikes have been delivered. The remainder are satisfactorily stored in a bonded warehouse in Guatemala City and are scheduled to be immediately assembled and delivered to district supervisors.

SUMMARY OF EVALUATION FINDINGS

II. ITEM I.B.1: RECORDS, SYSTEMS, FORMS

- A. Records, control systems and forms for vehicle use, and other commodities purchased with project funds were inspected in the office of the Institutional Contractor (AED/GUAT) and the MOE Project Management Unit (PMU). Records for preparation and delivery of canastas escolares were examined in the offices of FUNDAZUCAR.
1. Project records examined in the office of AED/GUAT appeared in order and appeared to follow acceptable procedures. Reimbursement for expenditures is being made in a timely manner through the AED central offices in Washington (AED/WASH). Wire transfers of funds are presently being made by AED/WASH within about five days of the request from AED/GUAT. Flow of funds to AED/GUAT do not appear to be a constraint to project implementation.
 2. FUNDAZUCAR's delivery records and other information dealing with preparation and delivery of canastas escolares have been examined and found to be well prepared and appeared in order.
 3. Bidding Conditions and Technical Specifications proposed to be used for bidding furniture and equipment for the supervision activity have been prepared by AED/WASH. These were reviewed and now need to be revised as necessary in light of changes and modifications which have occurred since their preparation. AED/WASH is presently awaiting official approval by USAID/G of the approved list of furniture and equipment to be purchased as well as any waivers which may be required. Furniture and equipment for supervisors' offices and

furniture for the escuelas nuevas will be bid both locally and internationally.

4. Inventories of goods purchased with project funds are being maintained using two distinct systems of control. Vehicles are inventoried using the standard inventory system of the Republic of Guatemala (GOG). This inventory system was observed and discussed with a representative from the Unidad de Gerencia (PMU) and found to be acceptable. Furniture and equipment purchased by the AED/GUAT has been inventoried using their own system which differs from the standard GOG procedures. Although the Evaluator feels all furniture and equipment used in the project should be maintained using one standardized system, the two distinct systems do not appear to be having any adverse effects on project implementation.
5. Trip reporting procedures for vehicles was designed by Price Waterhouse (PW) as part of an overall financial management package. Reporting is being used regularly but with wide variance from the PW design. Reporting is not completely standardized between project activities nor even within MOE. Daily reports are maintained by the operator of the vehicle and contain a visual examination of the vehicle prior to use. Trip mileage and gasoline records are maintained both inside and outside the city. There is much repetition of data; simplification is needed in the reporting process.
6. Records for vehicle maintenance and operational cost were not readily available for review. Delays of up to 5-6 working days were necessary to produce these records, both by MOE and AED/GUAT. Vehicle records would be more effectively maintained on a simple database and completely standardized for ease of reporting, examination, analysis by all levels of management. Twelve out of seventeen department directors to date have not been reporting vehicle use, gas consumption, or maintenance of vehicles to MOE.
7. Insurance for vehicles was delayed about three months after putting the vehicles into use by the MOE. During this period there were accidents which were not covered by insurance. At least one vehicle is completely out of service at the present time due to an accident. The MOE should immediately take the necessary steps to repair or replace, at their expense, vehicles which were damaged due to their not having been insured in a timely manner as was required.

III. ITEM I.B.2: WAREHOUSING AND DISTRIBUTION PROCEDURES

- A. Documentation prepared by the person who was in charge of AED/GUAT procurement fully describes departmental physical facilities for warehousing goods. These were examined in the AED/GUAT office and the conditions found acceptable for the proposed scope of procurement. Motorcycles were inspected in the warehouse in Guatemala City.
- B. The plan for distribution of goods is such that there should be very little need for warehousing except in some cases of furniture for the escuelas nuevas. Goods are proposed to be delivered directly to the offices of the supervisors with virtually no warehousing required. A detailed delivery plan for the furniture for the 110 escuelas nuevas in remote areas has not been adequately studied.
- C. The entire procedure to be used for procurement and distribution of goods to their ultimate destination needs further study. See detailed section below.

IV. ITEM I.B.3: QUALIFICATIONS REVIEW

- A. The commodity logistics component of the AED/GUAT office, especially in the field of procurement planning and goods distribution, needs significant strengthening, perhaps on a short-term basis. A local person qualified in logistics implementation is needed by this office to head commodity planning, evaluation, delivery and to solve logistics problems for about one year. This person should have full responsibility and ample authority to implement procurement and distribute goods to their ultimate destination with an absolute minimum of constraints and outside interventions and should report directly to the Chief of Party (COP).
- B. In agreement with the institutional contract, AED/WASH would manage all bidding and negotiations for contractor procured equipment. Judging from the amount of correspondence and the number of persons who have been involved to date with the procurement effort, it is believed procurement of the remaining commodities would be facilitated if procurement roles were to be reversed and the procurement lead taken by a strengthened AED/GUAT with the "as required backstopping" furnished by AED/WASH. A great many of the procurement and logistical issues relate closely to local conditions which are best understood at the local level.

V. **ITEM I.B.4: SAMPLE COMMODITIES TRACKING**

A. **FUNDAZUCAR**

To fulfill the commodities tracking component of logistics evaluation, discussions were held in FUNDAZUCAR. The canastas escolares furnished by FUNDAZUCAR were one commodity which was chosen to be tracked due to the effectiveness of their activity.

FUNDAZUCAR produced and distributed canastas escolares to 270 schools in the coastal sugar producing area of Guatemala by the end of the first month of the 1992 school year. This distribution benefitted 18,000 students and 1,600 professors. Schools chosen had to be rural, within the public school system, and had to be reached by students other than by vehicle.

Canastas escolares were prepared and given directly to each 1st grade student with a special educational message of encouragement, not just handed out. A official acta de reception was required for each delivery. The process from presentation of a proposal to AID to final delivery and acceptance of the goods was discussed at length with FUNDAZUCAR and found to be well planned and executed in a timely manner. The full process, including the financial records were viewed. FUNDAZUCAR has an excellent system of control to ensure that each student gets a packet. Every step in the process is fully and completely documented in the offices of FUNDAZUCAR.

Plans for 1993 include the supply of canastas escolares to 25,000 students at an estimated total cost of US\$240,000, up from the 1992 supply to 18,000 students at a cost of US\$150,000. For the 1994 school year, another 25,000 canastas escolares are being proposed at a total cost of about US\$250,000.

Although very local in scope, this was a very effective pilot activity which should be expanded as an example of what could be possible on a larger scope with cooperation between AID and local industry.

VI. **ITEM I.B.5: PROJECT TRANSPORTATION FLEET**

- A. The project transportation fleet consists of 38 four wheeled vehicles which are actively being used by AED/GUAT, project activities, and the MOE. A majority of the fleet of 342 motorcycles purchased for the supervision activity are presently stored in a bonded warehouse in Guatemala City awaiting assembly and delivery to the supervisors. Delivery is expected to commence immediately. No further purchase of vehicles is proposed for the project.

- B. The feasibility of the physical size of the motorbikes (185 cc motorcross type) has been questioned, especially as related to their use by women supervisors. According to the DGEE, women comprise 50-60 percent of the city cadre of supervisors; about 20 percent of the rural cadre. Assurance was given by the USAID/G Education Officer that the gender issue had been fully studied prior to purchase of the motorbikes and that no difficulty regarding physical size of the motorbikes was observed.
- C. A vehicle maintenance plan was considered essential and was an obligatory part of the project. The principal document outlining maintenance and use of project vehicles is MOE Regulation No.92, dated March 1, 1991. Although accepted by USAID/G in its Implementation Letter No.4 as fulfilling the plan for maintenance, MOE Regulation No. 92 failed to firmly establish a maintenance plan. To date no operationally effective maintenance plan for either four wheeled or two wheeled project vehicles has been developed, approved, or adopted.
- D. There have been some observations that the present fleet of vehicles is inadequate in number. Projects notably never have "enough" vehicles. It is felt that no additional vehicles should be purchased for the remaining life of the immediate project, but rather seek a method whereby existing vehicles would be more effectively used with a minimum of "paperwork". In isolated cases, vehicles should be rented on a short-term basis to cover short term needs.
- E. The MOE's obligation to continue the project would include replacement of vehicles at some point in time. The issue of exactly how and when the MOE proposed to replace the vehicles should be discussed and resolved as soon as possible to ensure continuity of project activities at the present level at the end of the project.

VII. ITEM I.B.6: COMMODITIES PROJECTION PROCEDURES

- A. Primarily attributable to the MOE delay in naming supervisors to their respective positions, the Request for Quotations (RFQ) for furniture and equipment for this activity has been delayed. The Project Paper scheduled the RFQ for commodity procurement for October 1989. Under the best of conditions, this date would have been overly ambitious since purchase of certain commodities was contingent upon activities being started and an institutional contract signed. Only recently have about 90 percent of the supervisors been officially named to their positions by MOE. An RFQ for furniture and equipment for the 342 supervisor offices is now in the process of being prepared for international bidding.

- B. Purchase of furniture for the Unidad Nuclear Escolar has also been delayed due to late employment of technical assistance and selection of schools to be supported under this activity. No final decision has been made regarding the exact procedural steps to be used for in procurement and delivery of furniture for the Nueva Escuela activity.

VIII. FURTHER EVALUATION OBSERVATIONS AND RECOMMENDATIONS

The following observations and recommendations have been discussed and shared with Lic. Manuel Salazar, DGEE; Susan Clay, Education Officer, AID/Guatemala; and with Demetrio Martinez, Chief of Party, AED/Guatemala. The evaluator perceives these comments and observations as being constructive and are being offered in an effort to accelerate and facilitate logistics in connection with the project.

A. CANASTAS ESCOLARES

The project paper envisaged an encouragement of the private sector to provide basic school materials (canastas escolares) as modeled after the activities of the Guatemala Chamber of Industry (GCI). It is understood that the GCI did not expand its scope of supply as had been expected.

A new entity into the project, FUNDAZUCAR joined the project as earlier mentioned, and very effectively performed their agreed functions. Unfortunately, there has been the observation that AID delayed about six months in reimbursing them for the agreed proportion of their first year's expenses. This time lag needs to be substantially reduced in subsequent years.

Commencement of agreements between FUNDAZUCAR and their suppliers must soon begin if the canastas escolares are to be delivered as planned for the 1993 school year. Six to seven months ago, according to FUNDAZUCAR, they requested an advance from USAID/G to cover a part of the expense of securing supply contracts for supplies for the upcoming school season. USAID/G reply of "tal vez" regarding the advance doesn't help in securing these contracts.

It is understood that no advance can be granted until an USAID/G audit is made of their first year's books. FUNDAZUCAR has waited almost seven months for this audit.

Recommendation: If interest is to be stimulated within the private industry to provide canastas escolares, there must be improvement in the effectiveness and timeliness of implementation and logistic

procedures, especially relating to finances. An advance of funds is only one small "carrot" to encourage and stimulate interest. But, even though private industry may have their own source of "start-up funds", an advance is important as a public relations tool between AID and the private sector. More effective use of tools such as these should be explored.

B. VEHICLES

Delays in Vehicle Delivery

Vehicles purchased by USAID/G arrived around June 1990, a little less than one year after the project had been authorized and only a couple of months later than envisaged in the PP. AID commenced implementation too suddenly, or without sufficient coordination with the MOE, or else the MOE delayed too long in project start-up. One disadvantage in purchase of vehicles before they can be effectively used is that the manufacturer's guarantee is likely to expire even before vehicles are put into use. Vehicles were not put into use until about July 1991, due to delays in naming department directors and establishing the project implementation mechanism.

Similar problems were encountered in delivery of motorcycles. Only recently have about 90 percent of the supervisors been named by MOE. The motorcycles were received and have been in bonded storage since about September 1990, almost two years. Within the past few days a final distribution list of motorcycles was received and assembly and delivery is anticipated to commence immediately by AED/GUAT. Within a period of about eight weeks, delivery of all motorcycles should be completed. Training courses in operation will be begun by the manufacturer's representative and prompt distribution of protective helmets is scheduled to be coordinated with delivery of motorcycles to the supervisors.

Due to the inherent nature of motorcycles to be involved in accidents, care should be taken by MOE to see that all motorcycles are adequately insured before being put into use.

Vehicle Maintenance Plan

A major issue in the project is maintenance and use of the 38 Jeep Cherokee vehicles. The PP required that a maintenance plan be prepared and approved prior to disbursement of funds for vehicles. Only in a very nominal way was maintenance and use of vehicles mentioned in MOE Regulation No. 92 dated March 1, 1992. To date, no effective maintenance plan has been prepared for either four wheel vehicles or the motorcycles purchased for the project.

Notwithstanding the fact that there has been no maintenance plan presented other than the general terms of the Regulation, approval of the "maintenance plan" was subsequently accepted by USAID/G as a condition precedent to disbursement (Article 4, Section 4.2, Sub-section (ii)) on January 3, 1990, in a Letter of Implementation No.4.

As per the MOE Regulation (Capitulo III, Art. 7), the driver of each vehicle is responsible for its maintenance and conservation. Vehicles were distributed, and are presently being used without an operator's manual which at least would offer some information regarding maintenance and conservation by operators.

Recommendation: Immediate action should be initiated to see that an effective plan of maintenance is developed by MOE and approved by USAID/G. This plan should indicate exactly what maintenance will be done at accepted intervals of time and/or mileage. An example is included as Annex 2. Each maintenance item should have a base price calculated and shown as an integral part of the plan. This plan should be recommended by and acceptable to the manufacturer of the vehicles.

Maintenance Contract

Implementation Letter No.4, Para. 3, dated January 3, 1990, stated that AID's fiscal and accounting standards required the use of competitive procedures to obtain vehicle maintenance and repair services. There is no maintenance contract nor have competitive procedures had been used to obtain maintenance and repair.

Location of Maintenance

As per the MOE Regulation, vehicle operators were supposed to request authorization from the Project Coordinator for maintenance and repair of the vehicle (Capitulo III, Art. 8). The Regulation is not clear if this authorization is for the normal, routine, preventive maintenance or if it is only for repairs due to vehicle breakdown or damage. Until now, no authorization has been requested from the Project Coordinator for preventive maintenance. Many project vehicles are being maintained in the Departments without submitting vouchers or reports as was agreed. See "Reports", below.

Some Department Directors have requested vehicle maintenance to be done within the departments as opposed to returning to Guatemala City. They have been advised, even for a simple oil change, that the Project Coordinator feels, "....it is preferable that the vehicles be repaired in the authorized shops of

SEREGUA or MARCH..."; this neither says "Yes" nor "No" to the request. The MOE Regulation (Capitulo III, Art.9) requires that maintenance and repairs be done by qualified service organizations located in Guatemala City in agreement with a contract made with the Project Coordinator.

Many of the vehicles are located more than 200-250 Km. from Guatemala City. If vehicles from these Departments are brought into Guatemala, over rough roads, taking a toll on the suspension system of the vehicles, a minimum of 3 days vehicle use and operator time is lost, over 14 gallons of gas consumed, and per diem for the operator will be required. Utilizing project funds in such a manner is anti-economical when a simple oil change and minor maintenance at departmental level will cost less than the equivalent of Q/250.00. With the exception of major maintenance (as defined by the manufacturer), vehicles should be maintained within the departments. The Sub Gerente de Servicio de SEREGUA felt the vehicles could be adequately maintained in the departments and only brought in for major maintenance, say every 15,000 Km. Details of the maintenance service should be kept as well as the costs. Both major maintenance and repair, especially involving the engine and drive train, should be done by an authorized representative in Guatemala City after submitting and having the estimate of costs approved by the appropriate authority.

Recommendation: MOE should completely study and revise the present system of vehicle maintenance in conjunction with the Jeep authorized dealer. With the exception of major maintenance and repairs to the engine and drive train, vehicles should be maintained in the departments, with adequate records of maintenance kept and forwarded to MOE monthly.

Use of Vehicles

Strict regulations have been drafted and are in effect, controlling use of official vehicles. Enforcement of these regulations, although a necessary requirement, is difficult. It will become even more difficult as soon as the fleet of 342 motorcycles are put into use. To date, recurrent abuses and violations have been noted with reprimands having been issued. Continued violations, especially when corrective action is being requested by non-GOG personnel, could likely have a detrimental effect on project working relationships between local and foreign personnel.

Recommendation: The role of monitoring unauthorized use of vehicles and motorcycles should be shifted to the maximum to local MOE personnel. The monitoring process will become more difficult as soon as the motorcycles have been distributed.

Reports

A study done by Price Waterhouse resulted in a number of standardized forms being developed for control of use and operational cost of the vehicular fleet. Some of these forms are being maintained. They include daily trip reports, visual inspection by the operator prior to use of the vehicle, and others, including information regarding task, mileage, and gas used per trip.

There is a wide variance in exactly how these forms are being used. Admittedly, some form of control of vehicle use and operational cost is needed. But, to be most effective, forms should be easily maintained and the information requested should be relevant. In seeking information as to how vehicle records were being maintained, operational records were available in DGEE for only five out of seventeen vehicles. The remainder of the Department Directors have not provided any vehicle record, preferring to "pay for the gas and other operational costs from their pockets" as opposed to completing the complicated forms. It is likely that up to 15-20 percent of the Department Directors' time is required to tabulate and present the information required. This certainly is an indication that improvement is urgently needed in the process of recording and maintaining records on vehicle use.

Recommendation: Vehicle data would be more accessible if it were to be stored on a simple non-relational database which could be installed on almost any moderate sized PC style computer. The automation which would be achieved could likely reduce the time required to complete the required forms by 50-75 percent. Data could be easily compiled, maintained, and compared between vehicles, departments, and regions. Gas usage and maintenance costs could be effectively and easily compared and the data used to determine the cost effectiveness of vehicle use. Accessibility of data will be improved. At present data are filed without any form or capability of analysis and with excessive delay in the ability to access such data.

Department directors need to be better informed as to why records are required on the vehicles and also how they are expected to maintain these vehicles. A one-day seminar is suggested as a means to get this message out. This should be done as soon as possible to avoid further abuse which may occur due to improper maintenance and record keeping.

Vehicle Replacement

Under existing project conditions, vehicles are likely to have an effective life of 5-6 years. The remaining project life is three years. The vehicles

purchased as a part of this project will, in all probability, last for another 4-5 years provided they are properly maintained under a preventive maintenance program.

The "willingness" on the part of GCG, as mentioned in the PP, is insufficient evidence to ensure replacement of the vehicles at conclusion of this project. Without a reliable fleet of vehicles, it is unlikely that project activities will be able to continue in an acceptable manner once the present project concludes.

Recommendation: GOG should begin to take immediate steps to ensure adequate financial capability to replace the present vehicles as well as maintain the vehicular force by the end of the project.

C. FURNITURE AND EQUIPMENT

A detailed, realistic, plan of logistics action is needed which will indicate, using a CPM, PERT, or similar format, each step remaining in the procurement process, terminating with delivery of the goods to their final destination. The role, responsibility, and authority of each entity involved in the procurement process should be included as an integral part of this logistic study. See example as ANNEX 3.

Supervisor Activity

Bid conditions and technical specifications for furniture for the Supervisor Activity were examined. These conditions appear to be designed around "suppliers" rather than "manufacturers" since it is doubtful that any one manufacturer will be able to supply all the items included in the IFB. Quotations for the individual elements will likely be higher than the manufacturer's price since the supplier will need to add his profit, overhead, and delivery of the manufactured items. On the other hand, however, delivery to the departments should be made in "sets" as opposed to individual units, thus reducing the likely charges for transportation and delivery.

Recommendation: Following are some comments made after a review of the proposed bid documents for furniture and equipment.

The performance guarantee of 100 percent of the contract seems high since a maximum penalty which can be imposed upon the supplier is 10 percent. The maximum amount of the penalty should be sufficient to cover inflation and costs of re-bidding the contract in the event the successful supplier fails to perform.

IV. Innovations

Kjell Enge

I. Introduction

This annex presents a detailed picture of the research methods used to examine the innovations of the BEST Project. All the data collection and analyses for this section of the evaluation have been done using qualitative procedures; all questions asked have been open-ended and ethnographic field notes have been transcribed for all classroom observations. In this Annex, all the data that have been summarized in Volume I have been tabulated following the same topical order found in the interview instruments.

A. Sampling

The sample of schools for teacher interviews, classroom observation, and parent focus-groups were selected using a purposive strategy to assure the inclusion as many important variables as possible. This meant getting a balance of schools using radio, both math and Spanish, bilingual education, an urban to rural distribution, and an adequate number of control schools where no innovative activities were taking place, i.e., no bilingual education and interactive radio. Table 1 summarizes all the sites visited and the activities completed.

Table 1: Schools Visited: by location, type and evaluation activities

Community	Municipio Department	Location	Radio—Math Spanish	PRONEBI NEU	Teacher Interviews	Student Interviews	Classroom Observation	Parent Interview
Alta and Baja Verapaz: Q'eqchi and Poqomchi Speakers								
1. Tontém	Cobán, A. V.	suburban	Spanish (F)	PRONEBI	2	7	yes	yes
2. Samac	Cobán, A. V.	suburban	Spanish (F)	PRONEBI	1	4	no	no
3. Chizón	Carchá, A. V.	rural	Spanish (F)	PRONEBI	1	3	no	no
4. Guatom	Cobán, A. V.	suburban	Spanish (F)		1	4	no	no
5. Chirapec	Cobán, A. V.	rural	Spanish (F)		1	3	no	no
6. Chicucab	Cobán, A. V.	rural	Spanish (F)		1	4	no	yes
7. Siguanha	Cobán, A. V.	rural	Spanish (F)		1	1	yes	no
8. Petet	Cobán, A. V.	suburban	Spanish (V)	PRONEBI	1	3	no	yes
9. Sequib	Carchá, A. V.	rural	Spanish (V)	PRONEBI	1	4	no	no
10. S. J. La Colonia	Cobán, A. V.	suburban	Spanish (V)		1	3	yes	no
11. S. A. Panec	S. Cruz, A. V.	rural	Spanish (V)		1	4	no	no
12. Saquihá	Chamelco, A. V.	suburban	no	NEU	1	3	yes	no
13. Kaquiximché	Chamelco, A. V.	rural	no	NEU	1	3	no	no
14. Granadillas	Chamelco, A. V.	rural	no	NEU	1	0	no	no
15. Semexché	Carchá, A. V.	suburban	no	NEU	1	4	no	no
17. Pantin	Purulhá, B. V.	rural	no	NEU	1	4	no	yes
18. Archila	Chamelco, A. V.	urban	no	PRONEBI	1	4	no	no

Community	Municipio Department	Location	Radio—Math Spanish	PRONEBI NEU	Teacher Interviews	Student Interviews	Classroom Observation	Parent Interview
19. El Rosario	Cobán, A. V.	suburban	no	PRONEBI	1	4	no	no
20. Pequirul	Carchá, A. V.	rural	no	PRONEBI	1	4	no	no
21. Nisnic	S. Cruz, A. V.	suburban	no	no	1	3	yes	no
22. Tampó	Tactic, A. V.	rural	no	no	1	3	yes	no
Chimaltenango: Kaqchikel Speakers								
23. El Cojobal	Patzún, Chim.	rural	Spanish	PRONEBI	1	4	no	no
24. El Sitio	Patzún, Chim.	rural	Spanish	PRONEBI	1	4	yes	no
25. Xepatan	Patzún, Chim.	rural	Spanish	PRONEBI	1	4	no	yes
26. Xeatzan	Patzún, Chim.	rural	Spanish	PRONEBI	1	4	yes	no
S. J. Chirijuyú	Tecpán, Chim.	rural	no	PRONEBI	1	4	no	yes
28. Aldea Chirijuyú	Patzicla, Chim.	rural	no	PRONEBI	1	4	no	no
29. La Esperanza	Patzicla, Chim.	rural	no	no	1	4	no	no
30. El Sitan	Patzicla, Chim.	rural	no	no	1	4	no	no
Metropolitan Guatemala City, and Surrounding Municipios: Primarily Spanish Speakers								
J. A. Salazar	Guate. City	urban	Math	no	3	0	yes	no
Aceituno 606	Guatemala	suburban	Math	no	2	0	yes	no
E. G. López #56	Guate City	urban	Math	no	2	0	yes	no
Pachalí	S. R. Sec.	rural	Math	no	1	0	yes	no
Rep. de Panamá	Guate City	urban	no	no	2	0	yes	no

Summary: 34 schools visited (20 rural, 10 suburban, and 4 urban)
17 schools were part of PRONEBI
11 schools were participating in Spanish-as-a-Second Language using interactive radio (7 formative and 4 voluntary)
4 schools were participating in teaching math using interactive radio
40 teachers were interviewed, 104 students, and 8 groups of parents

B. Classroom Observation

The thirteen classroom observations were made using established ethnographic methods, including the recording of setting, the number of students, and the classification and description of specific events/activities. In order to detect possible influence or effects, a special effort was made to record the activities over an entire school day to place innovative activities in their proper context; the times and duration of activities were recorded for both overall class exercises as well as individual student time spent doing specific tasks. Careful notes were taken, and the most significant results are presented below.

C. Interview Techniques and Protocol Design

All the interviews were done by the educational anthropologist and five experienced field assistants who were specifically contracted for this evaluation; all had previous experience doing ethnographic interviews, making detailed observations, taking field notes, and conducting focus-group discussions.

Three interview protocols were designed, one each for parents, students, and teachers. Drafts of the protocols were shown to the appropriate project personnel and to USAID/G staff. Comments and suggestions for revision and additions were made, and the final instruments presented below reflect the cumulative input of numerous individuals, especially those involved with GID.

Entrevista con Maestros

Información Básica:

1. Nombre:
2. Sexo:
3. Edad:
4. Escuela:
5. Comunidad:
6. Educación:
7. Tiempo en servicio como maestro:
8. Tiempo en servicio en esta escuela:
9. Además de español, qué lenguas habla Ud.?
10. Lugar de residencia:

Actividades del Maestro:

11. Enseña en idioma maya? Cuánto tiempo lleva enseñando en lengua?
12. Durante la jornada escolar, cuánto tiempo enseña en idioma maya?
13. Qué piensa Ud. de la educación bilingüe? (pedir detalles)

Las siguientes preguntas solo se hacen en escuelas de PRONEBI:

14. Como utiliza Ud. los textos y las guías bilingües?
15. Los libros de texto y libros bilingües, responden a las necesidades de los niños y niñas de su escuela? Sabe si les gustan a los niños? (pregunte cuales son las razones)
16. En terminos de su utilidad, como considera las guías de PRONEBI: buenas, regulares o malas? Los libros de texto: buenos, regulares o malos? Los textos llegaron a tiempo para usarlos en el aula? Si o no.
17. En terminos de su utilidad, como considera los materiales de capacitación de PRONEBI: buenos, regulares o malos?
18. Ha sido PRONEBI quien le ha capacitado en el manejo de los materiales? Si o no
19. Piensa Ud. que el empleo del idioma maya en los textos es bueno, regular o malo?
20. Cree usted que el programa de educación bilingüe tiene problemas?, según su opinión, cuales son?
21. Qué haría Ud. para mejorar la educación bilingüe?
22. Qué tipo de apoyo recibe la educación bilingüe en esta comunidad?

Ahora le voy a preguntar sobre educación por radio interactiva:

23. Qué le parece la educación por radio?
24. Encuentra Ud. ventajas? Cuáles?
25. Hay problemas? Cuáles?
26. Sabe Ud. qué es "Español, Mi Segunda Lengua?"
27. Está Ud. utilizando este programa en el aula? Por qué?
28. Tiene Ud. guías para el maestro? Si las tiene, las usa y como las usa? Me las pueden mostrar?
29. Qué actividades realizan ustedes para preparar a los alumnos antes de la transmisión del programa?
30. Qué actividades hacen después?
31. De qué manera afectan los programas de radio las otras actividades durante el día escolar? (pedir detalles!)
32. Si Ud. pudiera hacer algunos cambios en los programas o la estructura de enseñanza por radio, qué y cómo lo haría?
33. Qué clase de capacitación ha recibido Ud. para emplear los programas de la radio en el aula?
34. Piensa Ud. qué necesita más capacitación? Qué clase de capacitación? Como debe ser la capacitación? (programas especiales para maestros, talleres, por correo?)

Solo para preguntar en escuelas formativas de radio:

35. Les gustaría a ustedes recibir una adiestramiento adicional o retroalimentación por parte de los evaluadores del programa?

Ahora vamos a cambiar el tema otra vez:

36. Ha oído o participado en algún taller o reunión específicamente sobre la niña o educación de la niña? Si ha participado, cuándo fue?
37. Si ha asistido, qué parte del taller fue lo más importante para Ud.? Cómo lo ha usado en el aula? Cómo han respondido los alumnos y alumnas?
38. Cómo han reaccionado los padres de familia en relación a la educación de la niña?
39. En su opinión, quien necesita educarse más, las niñas o los niños? Por qué?
40. Quiénes abandonan la escuela más frecuentemente, los niños o las niñas? Por qué?
41. Quiénes repiten más, las niñas o los niños? Por qué?
42. Según su opinión, qué piensan los padres sobre la importancia de la educación de las niñas en comparación con los niños? (Pedir detalles!)
43. Ha empleado Ud. actividades para motivar la asistencia y la retención de los niños en la escuela? Cuáles han sido exitosas?
44. Ha realizado actividades enfocadas específicamente para la niña? Cuáles?
45. Si Ud. quisiera introducir unos cambios en las actividades relacionadas con la educación de la niña, qué haría? (pedir detalles)
46. Piensa Ud. que beneficiaría a las niñas iniciar la escuela a los seis años? Pedir detalles.
47. Qué beneficios traería para la niña y su familia terminar la escuela primaria?

Ahora, las últimas preguntas:

48. Conoce Ud. o ha leído La Revista del Maestro? Número cero y uno?

49. Si las ha leído, qué opina Ud. sobre La Revista? (pedir detalles)
50. Qué haría para mejorar La Revista?
51. La Revista, le ha servido para asuntos como desarrollo profesional, actividades en el aula, ideas para adaptar materiales didácticos en el aula, etc.?
52. Qué ayudas didácticas necesita para mejorar su enseñanza?
53. Habla Ud. con los padres de familia de sus alumnos? Pedir detalles. Por qué sí? Por qué no? Qué hacen los demás maestros? Con qué frecuencia se reúnen?
- 54.Cuál es el proceso que siguen los maestros para gestionar una plaza dentro del Ministerio de Educación?
55. Respuesta positiva:
Cuánto tiempo tarda esa gestión para obtener una respuesta del Ministerio de Educación?
56. Ha gestionado Ud. u otro maestro recientemente (en los últimos seis meses) algún trámite o petición (traslado o nombramiento) al Ministerio de Educación?
57. Opina Ud. que le respondieron en un período normal, lento, o rápido? Por qué?
58. Generalmente, como le parece a Ud. el funcionamiento del Ministerio de Educación en cuanto al apoyo al magisterio? Las Oficinas Regionales? Por qué?
59. Tiene Ud. algunos otros comentarios sobre todo lo que hemos hablado durante esta entrevista? Cualquier cosa o tema.

Entrevista con Niños

Comunidad:

Escuela:

Maestro(a):

Edad:

Sexo:

Grado:

1. Qué es lo que más le gusta de la escuela?
2. Qué es lo que menos les gusta de la escuela?
3. Les anima el profesor(a) a seguir estudiando en la escuela? Como?
4. Qué piensan tus papás de la escuela? (des sus hijos asistiendo a la escuela)
5. Creen que es importante que las niñas y niños estudien en las escuelas? Por Qué?
6. Saben por qué no hay muchas niñas estudiando en las escuelas?
7. Les gustaría llegar al sexto grado? Por qué?
8. Qué les gustaría ser cuando sean grandes?
9. Tienen tiempo ustedes para hacer sus tareas en casa? Por qué?
10. Les animan sus papás a seguir estudiando? Como?
11. Qué dicen sus compañeros(as) de la escuela? y de la importancia de seguir estudiando?

Grupos Focales con Padres de Familia: Temas para la Discusión

Comunidad:

Escuela donde asisten sus niños:

Fecha:

Hora de inicio:

Hora de terminación de la sesión:

Local:

Número de participantes:

Moderador(a):

Observador(a):

Idiomas:

Valor de la educación:

Introducción: Los temas de esta reunión (encuentro) serán sobre la educación de sus niños. Específicamente, sobre si los niños deben terminar la primaria, niños y niñas; sobre el uso de lenguas mayances en las escuelas; y la enseñanza de español por radio (Español, Mi Segunda Lengua).

1. Primero, hablaremos de qué utilidad le ven Uds. a la educación.
2. Por qué mandan ustedes a sus hijas o hijos a la escuela? Por qué no? Por qué sí?
3. Qué es lo más importante que aprenden los niños(as) en las escuelas?
4. Hay algunas materias que son más importantes para varones? Mujeres (niñas)?
5. Qué deben aprender en el primer grado?
6. Hasta qué grado cree que es importante que su hija asista a la escuela? Varón? (es importante profundizar en este tema)
7. Que podría hacer una niña de esta comunidad si gana primaria? Varón?
8. Qué dificultades o problemas observan ustedes en el quehacer diario cuando los niños y niñas están en la escuela?
9. Hasta qué grado cree que es necesario que un niño o una niña vaya a la escuela para que aprenda el castellano?
10. Piensan que es necesario para sus niños(as) tener tiempo para estudiar en casa? Por qué sí? Por qué no? (es importante sondear y profundizar)
11. A qué se debe que muchos niños(as) en la comunidad tienen que repetir los grados?
12. Piensan ustedes que el maestro de esta comunidad debiera impartir clases en lengua Maya?
13. Con qué frecuencia hablan ustedes con el maestro sobre la educación (enseñanza) de sus hijos o hijas?
14. Existe algún comité de padres de familia que se reúna con los maestros con regularidad?
15. Han oído sobre el uso de la radio en la escuela? Que han oído?

Si mencionan Español, Mi Segunda Lengua, pregunte:

16. Han escuchado las lecciones por radio?
17. Qué opinan de los programas?
18. Qué han dicho sus hijos sobre los programas y el uso de la radio?

Para terminar, volveremos al tema de las niñas:

19. Las niñas, quieren realmente asistir a la escuela? Por qué si? Por qué no?
20. Cuándo o a qué edad se dificulta más que asistan los niños(as) regularmente a la escuela?
21. Cuándo y por qué quieren las niñas abandonar la escuela?

22. Cuándo y por qué retiran a sus niños de la escuela?
23. Qué piensan ustedes de la idea que las niñas se inscriban en la escuela a los cinco años en lugar de los seis?
24. Quiénes prefieren ustedes que vayan más a la escuela: las niñas o los niños? Por qué?
25. Qué se necesita en la escuela para que ustedes se sientan atraídos de enviar a sus hijos a la escuela? Algo particular para las niñas y para los niños?

D. Analytical Strategies

The verbatim answers from the interview data were transcribed and placed in computer data files divided into teachers working in the Verapaces, Chimaltenango, and Metropolitan Guatemala City. Subsequently, the data were reduced using content analyses and the categories were counted, described and tabulated. The tables that follow present the of the data reduction, and these data were used as a basis for the verbal descriptions presented in Volume 1.

The observations made in thirteen classroom have been summarized in terms of the most important similarities and differences in the use of radio in different kinds of schools and in comparison to schools not using interactive radio. The focus-groups were conducted using a moderator and an observer who took detailed notes; five of the eight groups were also tape recorded. After each group was completed, verbatim transcripts were made from the recordings and notes were examined for accuracy.

II. Teacher Interviews

A total of 40 teachers were interviewed using the open-ended protocol presented above. The large number of varied answers were reduced to more basic and uniform categories for the purpose counting and tabular display. When reading the tables presented below keep the following conventions in mind: if there are two words with a space between them each word represents a separate and single idea. When two or more words are linked with a dash (-), together they are a single thought. A plus sign (+) is used to connect more than one answer in a related idea. When reading a plus sign simply insert the word "and."

Key to abbreviations used in both Teacher and Student Interview Tabulations:

h/w = homework
 NA = no answer
 partic = participate
 continue = continue education
 pops = parents
 span or sp = spanish
 radio = radio program
 pass = pass the grade, not be heldback
 b/c = because
 d/k = does not know

d = do not
4 = for
act = activity
imp = important
ed = education
f = female
m = male
b = both female and male
kek = Kekchi mayan language
biling = bilingual(ism)
esp = especially
pp,1,2 = preprimary, primary, first grade and second grade.
prog = program
WC = water closet, bathroom
pop-tell or mom-tell = father or mother tells child to do homework.
yes no-work = Yes there is time for homework because they do not have to work.
no-work = No there is not time for homework because they have to work.
Answers are direction specific. Example
h/w work = Homework is done first and then child does work.
work h/w = Work is done first and then child may do homework.
sch = school supplies: pencils, paper, markers, posters, didactic material....
furn = furniture
cook = kitchen supplies

Table 2: Responses to Questions on Bilingual Education

Community (5)	Language other than Sp(8)	Teach in mayan how long (11)	Daily time mayan taught (12)	Bilingual ed. opinion (13)	Problems of billing ed(20)	Improvements billing ed (21)	Community support b/e (22)
Tontem	Kekchi	no	no	understand maintain	na	na	na
Tontem	Kekchi	10	2.5	understand		continue-but-develop	materials furniture
Samac	Kekchi	11	1hr	pops-like learn	lack-material	change-text	none
Chizon	Kekchi	9	1 hr	learn-more	lack-material	more-material	texts books posters
Gualom	Kekchi	yes	when necessary	learn span	adapt-pronebi		none
Chirepec	Kekchi	23	4	learn span			none
Chicuxab	Kekchi	yes	.5 hr	necessary			
Siguanha	Kekchi	yes	4 hr	maintain method-bad			
Petel	Kekchi	yes	3 hr	maintain diversity	d/k-Kekchi	enforce-attendance	pre-pri-for-monoling
Sequib	Kekchi Pokomchi	18	2.5 hr	help-community	none	enforce-attendance	pops-enforce-attend
SJ La Colonia	Kekchi		none	necessary			none
SA Panec	none	no	na	NA	na	na	na
Saquiha	Kekchi	no	none	interest span			none
Kaquiximche	Kekchi	14	1 hr	understand-eachother	pops-span+no-kek	pops-involved	document text desk
Granadillas	Kekchi		when necessary	necessary-pp,1,2	none	texts	little
Semexche	Kekchi	4	1 hr	necessary span kek			
Puruiha	Pokom Kekchi Kekchiquel	21	4 hr	kid-comfortable	d/k-mayan	set-goals-implement	none
SJ Chamelco	Kekchi	4	1 hr	learn maintain	none	change-texts	better-text
Aldea el Rosario	Kekchi	20	4 hr	development future	lack-material	more-money+material	none
Pequixul	Kekchi	18	4 hr	pops-span+no-kek	lack-material	pops-inform+involve	pops-enforce-attend
Nisnic	Pokomchi	22	1 hr	good works	incomplete-guides	materials	material
Tampo	Pokomchi Kekchi	11	1 hr	learn communicate	unnecessary	pops-involve+imp-ed	no

Community (5)	Language other than Sp(9)	Teach in mayan how long (11)	Daily time mayan taught (12)	Bilingual ed. opinion (13)	Problems of biling ed(20)	Improvements biling ed (21)	Community support b/e (22)
El Cojober	Kakchiquel	9	1 hr	respect-own biling	none	keep-bilingual-ed	no
Aldea el Sitio	kakchiquel	1	4 hr	good-both span-more	d/k-mayan	span	text guide desk
Aldea Xeapatan	Kakchiquel	20	1 hr	good-bilingual	no-bilingual-text	change-classes	no
Aldea Xeatzan	Kakchiquel	6	1 hr	future continue	no-problems	need-future	no
Aldea Chirijuyu	Kakchiquel	1	1 hr	more-bad-than-good	no-community-support	use-all-available	no
Aldea Chirijuyu	Kakchiquel	22	1 hr	community-accept	no-community-support	involve-pops	no
Caserio La Esperanza	none			bad modernize			
Aldea el Sitan	Kakchiquel	no	when necessary				
Ciudad de Guatemala	none						
Ciudad de Guatemala	none						
Ciudad de Guatemala	none						
Sabana Arriba, Guat.	none						
na Arriba,	none						
Quinta	none						
Quinta	none						
indo	none						
q	none						
e	none						
la	none						
e	none						
la	none						

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Summary of Responses:

9. Además de español, qué lenguas habla Ud.?
Kekchi 20 Pokomchi 4 Kekchi and Pokomchi 3 Kekchi, Pokomchi and
Kakchiquel 1 Kakchiquel 8
11. Enseña en idioma maya? Cuánto tiempo lleva enseñando en lengua?
yes 4 no (in rural, counting those who answered no to (9) or who left blank
when claimed to know language) 7 19 gave number of years 1-9yrs 7 10-
19yrs 5 20-23yrs 6
12. Durante la jornada escolar, cuánto tiempo enseña en idioma maya?
When necessary 3 one hour 12 four hours 6 2.5-3 hours 3 .5 hour 1
13. Qué piensa Ud. de la educación bilingüe? (pedir detalles)
positive 25 positive about Spanish 9 helps kid learn 16 negative
(problems) 3 parents negative about Kekchi 1 maintain/appreciate 5
necessary to communicate 5
20. Cree usted que el programa de educación bilingüe tiene problemas?, según su opinión,
cuales son?
materials (problems with material) 7 lack support (pops, community) 3 lack
language 3
21. Qué haría Ud. para mejorar la educación bilingüe?
text/materials (change, more) 6 pops involved and increas attendence 6
develop, goals, classes 3
22. Qué tipo de apoyo recibe la educación bilingüe en esta comunidad?
materials (general) 6 moral/pops (attend) 2

Table 3: Responses to the Use of Interactive Radio in the Classroom (Questions 23-27)

Community (5)	Radio ed. opinion (23)	Radio ed. advantages (24)	Radio ed. problems (25)	Understand sp. 2nd lang (26)	Sp 2nd lang. use class (27)
Tontem	learn sing object	none	no	na	na
Tontem	accepted interest	learn-span main-maya	lack-object	add-new+maintain-old	good-program
Semac	kids-improve	participate interest	community-disagrees	radio-program	teach-span
Chizon	good lack-object	posters	none	maya-most-imp	learn motivate span
Gualom	works-with-help	vocab songs particip	none	add-span	comfort-kid
Chirrepec	good good-vocab	good-presentation	none	program	learn-more-radio
Chicuxab					
Siguanha	good-esp-little-kids	stimulate	bad-reception-repeat	yes	
Petet	learn-sp maint-maya	xtra develop-class	none	biling-ed-program	help-teach -span
Sequib					
SJ La Colonia	helps-teachers	kid-learns-study	fast lose-track	maya = 1 span = 2	support-class
SA Panec	good	yes	every-grade-listens	yes	yes
Saquiha	good	speak-span motivate	none	maya = 1 span = 2	interest
Kaquiximche	pops-importance-ed	vocab learn use-info	none	maya = 1 span = 2	kid-learning-process
Granadillas					
Semexche	good becomes-routine	direct-contact-span	none	program	pronunciation-span
Purulha	not-normal-radio			communicate-rural	not-radio+useful
SJ Chamelco					
Aldea el Rosario					
Pequixul					
Nisnic	kids-learn-more	support listen songs	fast	maya = 1 span = 2	don't-use
Tampo	motivates-song	motivate-songs	bad-reception	span-communicate	helps-learn-span
El Cojobal	songs answer-motivat	learn-lessons	lack-objects not-prepared	radio-AID	yes

Community ()	Radio ed. opinion (23)	Radio ed. advantages (24)	Radio ed. problems (25)	Understand sp. 2nd lang (26)	Sp 2nd lang. use class (27)
Aldea el Sitio	participate vocab	not-bored develop	lack-motivat+objects	change-span = 1	improve-span-vocab
Aldea Xeapatan	method-motivates	learn-span-faster	lack-motivat-until-span	maya = 1 span = 2	yes
Aldea Xeatzan	good-new-learn	xtra-help-learn-span	preparation-materials	maya = 1 span = 2	teaching
Aldea Chirjuyu					
Aldea Chirjuyu					
Casero La Esperanza	motivate develop ed				
Aldea el Sitan					
Ciudad de Guatemala	motivates-girls	integrated-program	schedule	math-prog-young	motivate help-kids
Ciudad de Guatemala	good active	faciliates-learning	miss-prog-lost	prog-help-poor-kids	help-kids
Ciudad de Guatemala	good extra-advantage	integrate-materials	monotonous-slow	radio-program	yes+no depend-sched
Sabana Arriba, Guat.	change-for-kids	helps	no	radio-program	help
Sabana Arriba, Guat.	good add subtr	songs-activity	no	digits+naturals	daily-didactic-help
Colonia Quinta Samay	imp-learn	learn-more use-mind	no	ed-prog-young	learn-songs fun help
Colonia Quinta Samoy	well-accepted	new get-attention	other-act-so-miss	yes	
S Raymundo Sacalepeq	good	helps-in-learning	d-learn-songs	family-of-persons	helps-learn-math

Table 4: Responses to Questions on the Use of Interactive Radio in the Classroom (Questions 28-31)

Community (5)	Teacher guide use (28)	Activities prep 4 radio (29)	Activities after show (30)	Radio affect activity (31)
Tontem	na	na	na	na
Tontem	plan-next-class	review-vocab-in-maya	review-span-problems	none
Samac	program?-answers	yes	review-questions	schedule
Chizon	plan-next-class	material	continue-class	learning-rhythm
Gualom	guide-lesson	radio-on	reinforce-need-span	motivation rest
Chirrepec	plan-next-class	participate radio-on	prepare-next-show	new-ideas-materials
Chicuxab		attention participat	continue-class	none no-motivation
Siguanha	don't-use-too-busy	yes	review continue	central helps-learn
Petet	plan-next-class	kids-participate	review	none
Sequib				
SJ La Colonia	plan-next-class	20-min-write-before	continue-class	takes-time-away
SA Panec	during-program	material	continue-class	no
Saquiha	plan-next-class	future-plans-h/w	continue-class	none
Kaquiximche	don't have	attention participat	review	none
Granadillas				
Semexche	plan-next-class	materials	review	help-develop-activit
Purulha	use-when-relevant			
SJ Chamelco				
Aldea el Rosario				
Pequixul				
Nisnic	plan-next-class	don't listen		
Tampo	explain-words	teach-songs	continue-class	
El Cojobal	for-5-lesson-no-more	object kid-instruct	review-problems	plan-to-not-affect
Aldea el Sitio	for-5-lesson-no-more	review-last-lesson	review-slowly	help
Aldea Xeepatan	none	materials	review-problems	good-new
Aldea Xeeztan	none-but-need	kids-instructions	review-quiz	no-sometimes-miss
Aldea Chirijuyu				
Aldea Chirijuyu				
Caserio La Esperanza				
Aldea el Sitan				
Ciudad de Guatemala	no	material	review-difficult	schedule
Ciudad de Guatemala	daily-plans	material attention	lunch recess	no-effect
Ciudad de Guatemala	general-info d-use	none no-time	continue-class	schedule
Sabana Arriba, Guat.	no	attention	math-class	no-effect
Sabana Arriba, Guat.	sequence-prog d-use	songs-memorize-verse	math-class	no-problem no-effect
Colonia Quinta Samay	no	object attention	continue-class	no-effect
Colonia Quinta Samoy				
S Raymundo Sacatepeq	no	clean	play run	no-effect

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Table 5: Resposes to the Use of Interactive Radio in the Classroom (Questions 32-35)

Community (5)	Change radio program (32)	Training radio program (33)	Need of training, how (34)	Desire xtra more train (35)
Tontem	na	na	na	na
Tontem	preparatory-guides	program-train-1-day	maintain-attention	changes fix-errors
Samac	use-places-community	program-train-1-day	workshop	
Chizon	schedule	program-train-1-day	workshop	yes
Gualom	use-places-community	program-train-1-day	info-about-program	
Chirrepec		program-train-1-day	now-no	
Chicxub	none	none	no	yes
Siguanha	teach-via-song	program-train-1-day	changes workshop	
Petet	regionalize-content	program-train-1-day	workshop	
Sequib				
SJ La Colonia	action-repeat-less		workshop	motivate-more
SA Panec	no	program-train-1-day	no	unitarian
Saquiha	longer-repeat-less	program-train-1-day	workshop	yes
Kaquiximche	action	none	workshop	yes
Granadillas				
Semexche	longer-more-span	program-train-1-day	no	no
Purulha			workshop	
SJ Chamelco				
Aldea el Rosario				
Pequixul				yes-soon
Nisnic			workshop	
Tampo				yes
El Cojobal	no	none	no-we-orient-kids	reassure-teaching
Aldea el Sitio	more-action	program-train-1-day	maintain-attention	yes
Aldea Xeapatan	more-span	program-train-1-day	workshop	yes changes
Aldea Xeatzan	include-review	program-train-1-day	guide workshop	yes needed
Aldea Chirijuyu				
Aldea Chirijuyu				
Caserio La Esperanza				
Aldea el Sitan				
Ciudad de Guatemala	schedule	none	yes-via-mail	yes
Ciudad de Guatemala	schedule	none	class-or-mail	yes
Ciudad de Guatemala	faster devip-content	none	class	yes
Sabana Arriba, Guat.	faster	none	no	not-necessary
Sabana Arriba, Guat.	no-change	none	class	yes
Colonia Quinta Samay	no-change	none	class	yes
Colonia Quinta Samoy				
S Raymundo Sacatepeq	no-change	none	class	yes

Summary of Responses

23. Qué le parece la educación por radio?
positive 28 (all -1) a-positive with problems or reservations 4 b-kids
involved and like (learn, motivate, participate) 16 motivates 5 songs 3
vocab 2 different/new 2
24. Encuentra Ud. ventajas? Cuáles?
spanish 5 learn 3 contact with and speak 2 learn (more/helps) 11 songs
(b/c participate) 4 participate/activity/motivate 7 xtra 3
25. Hay problemas? Cuáles?
lack material 4 lack object 3 preparation materials 1 Speed (too slow or
fast) 3 lack motivation (slow) 3 Either miss program or are lost during 6
bad reception 2 schedule 1
26. Sabe Ud. qué es "Español, Mi Segunda Lengua?"
a program 10 Mayan is the most important 7 add Spanish 7
communicate/help rural/poor areas 3
27. Está Ud. utilizando este programa en el aula? Por qué?
positive 22 learn in general 13 helps learn 6 helps Spanish 6 b-helps kid
4 negative or ambivalent 3
28. Tiene Ud. guías para el maestro? Si las tiene, las usa y como las usa? Me las pueden
mostrar?
daily 10 if radio is daily than 12 general use as resource/reference guide 3
need/don't have/need more (complete) 4 no use or no have (answered no w/o
explanation included) 8
29. Qué actividades realizan ustedes para preparar a los alumnos antes de la transmisión
del programa?
activity specifically related to program (review vocab, lesson material,
memorize verse) 10 tell to participate and pay attention 7 non-program
school work 2
30. Qué actividades hacen después?
review 11 problems and questions 5 spanish 2 continue class 9
31. De qué manera afectan los programas de radio las otras actividades durante el día
escolar? (pedir detalles!)
negative (schedule and learning) 6 positive 6 -rest-motivation 1 -develop
ideas 2 no effect or problems (work around so no prob.) 11 work around or
have to miss 2

32. Si Ud. pudiera hacer algunos cambios en los programas o la estructura de enseñanza por radio, qué y cómo lo haría?
 change to content 12 community specific 3 more Spanish 2 repeat less 2
 more action 3 speed/faster 2 for maintaining attention (repeat less, more
 action, speed) 7 schedule 3 no changes 6
33. Qué clase de capacitación ha recibido Ud. para emplear los programas de la radio en el aula?
 None 11 (urbanos had no training?! I think rural is only 2) One day of
 training by program 13
34. Piensa Ud. qué necesita más capacitación? Qué clase de capacitación? Como debe ser la capacitación? (programas especiales para maestros, talleres, por correo?)
 workshop or training 20 workshops 9 via mail 2 class 5 guide/info 2 to
 maintain attention 2 not now 1 no b/c we orient kids 1 NO 6
35. Les gustaría a ustedes recibir una adiestramiento adicional o retroalimentación por parte de los evaluadores del programa?
 yes 18 for possible changes, needed, and to reassure teaching 4 specific
 teaching oriented changes 4 no 2

Table 6: Resposes to Questions on the Education of Girls (Questions 36-39)

Community (5)	Part. program in f ed (36)	Importance, used (37)	Pepe reaction f ed (38)	Ed f or m more, why (39)
Tontem	no BEST	na	bad big-work-money	both sustain-family
Tontem	no	na	work	b=right-all-aspect
Samac	no	na	don't-attend	b
Chizon	no	no	equal-rights-to-ed	b=right-smart
Gualom	yes 3-months-ago			b-same-need
Chirrepec	no	no	bad	boys-work
Chicuxab	no		positive	b
Siguanha	heard-no-attend			b-show-desire
Petet	heard-no-attend			b-all-aspects-need
Sequib	yes 1991-Carcha	health diet	both-same-ed	b=right
SJ La Colonia	no		big-work lack-info	b= work-read-write
SA Panec	no	na	interest-study	b
Saquiha	no	no		b work
Kaquiximche	no	no	no-reaction	b future
Granadillas			satisfaction use-ed	b f-sustain-family
Semexche			bad don't-attend	b
Purulha	17-19 June Unitarian	regroup-kids-worked	positive	m sustain-family
SJ Chamelco	no	no	depend-fam-pos+neg	b better-selves
Aldea el Rosario	no like-participate	no	depend-fam-pos+neg	b

Community (5)	Part. program in f ed (36)	Importance, used (37)	Pope reaction f ed (38)	Ed f or m more, why (39)
Pequixul	no		bad work-home	b-a-right
Nisnic	no			b-s-rightbetter-self
Tampo	no	no	attend	b
El Cojobal			bad	b-s-right need
Aldea el Sitio	no	no	better-50%-attend	b-s-right
Aldea Xeapatan				b-s
Aldea Xeatzan		no	equal-rights-to-ed	b-s-right
Aldea Chirijuyu	no		bad-no-support	b=need-responsible
Aldea Chirijuyu				b pops-say-m f-marry
Caserio La Esperanza	yes-seminar-rights-f	view-girls-different	positive acceptable	b-s-right ability
Aldea el Sitan			bad work marry	b but-m=jobs-f=jobs
Ciudad de Guatemala	no	no	don't-say	= life need ed
Ciudad de Guatemala	no			=have-same-interests
Ciudad de Guatemala	no		indifference	= equal-opportunity
Sabana Arriba, Guat.	no			= live-together
Sabana Arriba, Guat.	no		no-problems	= girl-more
Colonia Quinta Samay	no		worry-ask-about-help	= ability leave-home
Colonia Quinta Samoy				
S Raymundo Sacatepoq	no		support-girls	= leave-home-better
Ciudad de Guatemala	no		parents-help	= = rights needs
Ciudad de Guatemala	no		no-problems	= many-problems

Table 7: Resposes to Questions on the Education of Girls (Questions 40-43)

Community (5)	M or f quit more why (40)	Falls more m or f why (41)	Pops opin imp.m to f ed (42)	Activ promote cont ed (43)
Tontem	b m-work f-babysit	m-work-pops	f right-to-better	INJAV skills
Tontem	f-home-chores	f-lack-interest	not-imp home	skills outings
Samac	f	b	not-imp	yes
Chizon	f-don't-want-study	b economic malnoursh	f not-imp home	visit-home-if-absent
Gualom	f-like-home-chores	b unable malnoursh	m-job f-home	yes
Chirepec	f-older-work	b	not-imp no-attend	visit-home-pops
Chicuxab	f-12-13yr-work-pops	m-work	m-attend-more	community games
Siguanha	b f-babysit-more	f-no-attend	read write but-money	visit-home-problems
Patet	f-pops-home	f-work-home	m: need-sustain-money	meeting-pops
Sequib	f-10-12yr-work-mom	b migration orphans	f-learn-chores	control-attendance
SJ La Colonia	f-babysit-work-home	b no-attend	not-imp	prize-attention
SA Panec	m	m-work-pops	prefer-m f-home-cook	meeting-pops-imp-ed

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Community (5)	M or f quit more why (40)	Fails more m or f why (41)	Pops opin imp.m to f ed (42)	Activ promote cont ed (43)
Saquiha	f-work-home	f-lack-interest	better-f-no-ed	home-visits
Kaquiximche	b work b/c-sick	f age problems	prefer-m	meeting-pops
Granadillas	f-home-work mom-sick	b work	not-imp	no others-do
Semexche	m-work-poverty	f-home-chore	not-imp	
Purulha	m-work	m-work	depends-if-pass-imp	prize-attend+pass
SJ Chamelco	doesn't-occur sick	b age no-attention	m-imp f-read-write	talk-imp moral-class
Aldea el Rosario	b m-work f- home	f-no-support-desire	attend-or-bad-pops	meeting-pops-imp-ed
Pequixul	m-work-family	m-work-pop	learn-work no-school	prize-highest-grade
Nisnic	b work-pops	m-no-attend age	some-not-imp	games
Tampo	b economic-work	b depends-needs	read-write-then-home	meeting-pops
El Cojobal	b sick work	b age-embarrassed	some-imp most-marry	prize
Aldea el Sitio	b work	b work pops-fault	m-imp f-marry-home	ed-games sports talk
Aldea Xeapatan	f-home-chores	b deficiency work	m-imp f-marry-young	meeting-pops prize
Aldea Xeatzan	b leave-when-desire	b	f-marry-leave-house	home-visits attend
Aldea Chirijuyu	f-more b-seasonal	b pops-fault	m-imp	games talk
Aldea Chirijuyu	m work-pop	b	f-not-imp-marry-15yr	talk attend
Caserio La Esperanza	b f-home m-work	b sick work no-time	b imp	games create-friends
Aldea el Sitan	f-work ed-less-imp	b no-attend+interest	neither-imp	games
Ciudad de Guatemala	f	f	f-need-prep =>oport	teach-read
Ciudad de Guatemala	f	f	protect-f-more	talk motivate activ.
Ciudad de Guatemala	= pops-no-interest	f	ed=>with-pops	create-desire-better
Sabana Amiba, Guat.	f help-home	f-work	d/k	sports country-days
Sabana Amiba, Guat.	= problems work	=	pops-want-f-study	motivate importance
Colonia Quinta Samay	f	f	agree-need-ed future	prizes
Colonia Quinta Samoy				
S Raymundo Sacatepeq	m-work	= malnutrition	ed-important	surprises pinhatas
Ciudad de Guatemala	equal	no-one-fails	yes-they-respond	songs games talk
Ciudad de Guatemala	d/k	f mom-d-help	d-give-importance	no

Table 8: Responses to Questions on the Education of Girls (Questions 44-47)

Community (5)	F focused activities (44)	Chngs activ relatd fed. (45)	Good f start at 6 yrs (46)	Benefit f fin. grdeach (47)
Tontem	no	prepare-job-skill	more-hope-pass	help-family continue
Tontem	no	NA	less-responsibility	good-job not-cheated
Samac	no	no	yes	read write job-money
Chizon	kitchen	life-skill	develop-pass-to-6th	job leader-community
Gualom	yes lack-time		easier-learn develop	higher-level-life

Community (5)	F focused activities (44)	Chngs activ relatd fed. (45)	Good f start at 6 yrs (46)	Benefit f fin. grdeech (47)
Chirrepec	no		no-rural-malnourish	economic
Chicuxab	kitchen agricultural	specifically-f-focus	desire-continue	economic
Siguanha	sew garden	skill		key fundamental
Petet	no	life-skill	yes-appropriate-age	continue job
Sequib			earlier-5	more-knowledge
SJ La Colonia	no	skill kitchen	younger-better	
SA Panec	no	ed-equal-to-need	assimilate-better	read write
Saquiha	no	skills	smart desire learn	continue
Kaquiximche	no	f-ed-training		opportunity continue
Granadillas	better-rural-ed	outside-help-ONG-PC	young-help-family	marry-up knowledge
Semexche		educator-APROFAM	easier recognize-imp	economic
Purulha	leave-house developn	inform-moms-imp	better-prepared+age	better-ed-for-family
SJ Chamelco	no	specific-f-method	good-age learn	leave better-self
Aldea el Rosario	no	train specialize-f	old-problem+embarras	communication job
Pequixul	no	motivate participate	younger-learn-more	economic better-life
Nisnic			yes	batter-prep-jobs
Tampo	no	motivate-pops	leave-appropriate-age	help-family life
El Cojobal			easier-learn	read write math cont
Aldea el Sitio	no	sew kitchen hygiene	old-embarrass	prep knowledge
Aldea Xapatán	value-f-society	inform-all-imp-f-ed	young-pass+interest	read write job help
Aldea Xeatzan	no	life-skill-info	smart pass	develop-better
Aldea Chirijuyu	cook skills	kitchen health	young-better	continue opportunity
Aldea Chirijuyu	no	motivate-attend pops	correct-age older-no	cont-scholarship job
Caserio La Esperanza	no		develop-mind-social	organize health home
Aldea el Sitan		skill attention cook	old-embarrass y-pass	leave job marry-up
Ciudad de Guatemala	no	moral-class	depend mental age	prep-face-life
Ciudad de Guatemala	everything-for-f	community work-pops	yes b/c basic stuff	better-selves
Ciudad de Guatemala	safety health boys	involve-pops-out-sch	yes	economic jobs
Sabana Arriba, Guat.	no	manual-activities	it's an advantage	higher-level-living
Sabana Arriba, Guat.			no too early mentaly	better-selves
Colonia Quinta Samay	all-participate-acts	nothing	some smart learn fas	read write develop
Colonia Quinta Samoy				
S Raymundo Sacatepeq	no		pre-pri come at 5-6	good benefits
Ciudad de Guatemala	talk forming-habits	work-with-group-f	helps mature	prep-face-life
Ciudad de Guatemala	no	depend-age hygiene	good stage	finish-sch-good-age

Summary of Responses

36. Ha oído o participado en algún taller o reunión específicamente sobre la niña o educación de la niña? Si ha participado, cuándo fue?
NO 26 yes 4 heard of no attend 2 want participate 1
37. Si ha asistido, qué parte del taller fue lo más importante para Ud.? Cómo lo ha usado en el aula? Cómo han respondido los alumnos y alumnas?
3 answers deal directly with kids 2
38. Cómo han reaccionado los padres de familia en relación a la educación de la niña?
negative 12 a-marry 1 b-work 5 c-no attend 3 positive 13 a-equal rights 3 b-parents help and support/worry 4 indifference/no say 3 depends on family if pos or neg 2
39. En su opinión, quien necesita educarse más, las niñas o los niños? Por qué?
equal rights, opportunity, responsibility, needs 18 a-equal rights and opportunity 10 b-equal responsibility needs 8 leave home 2 better selves 2 future 7 female 1 male (work) 2
40. Quiénes abandonan la escuela más frecuentemente, los niños o las niñas? Por qué?
both 13 females 18 male 6 work 28 -male 6 -female (including house) 15 sick 2
41. Quiénes repiten más, las niñas o los niños? Por qué?
both 19 male 6 female 13 work 11 no attend 4 malnourish 4 pops fault/no support 4 lack interest 3 age 3
42. Según su opinión, qué piensan los padres sobre la importancia de la educación de las niñas en comparación con los niños? (Pedir detalles!)
positive (right to better) 9 negative (home) 20 read/write then work 3 male more important 8
43. Ha empleado Ud. actividades para motivar la asistencia y la retención de los niños en la escuela? Cuáles han sido exitosas?
motivate (attend and pass) 37 skills 2 talks 6 games 8 prizes 6 trips 2 homevisits (meeting pops) 11
44. Ha realizado actividades enfocadas específicamente para la niña? Cuáles?
no 21 skill 8 a-kitchen 3 talk 6 future(leave house, values, safety, girl chat stuff) 6
45. Sí Ud. quisiera introducir unos cambios en las actividades relacionadas con la educación de la niña, qué haría? (pedir detalles)
skill a9life, job, kitchen) 11 training, needs (outside help, manuals) 7 pops, community 6

46. Piensa Ud. que beneficiaría a las niñas iniciar la escuela a los seis años? Pedir detalles.
 positive (young) 34 a-pass/smart 10 b-good age/assimilate better 11 old
 embarrass 3 negative answers 3 -not mature 2 -malnourish 1
47. Qué beneficios traería para la niña y su familia terminar la escuela primaria?
 future (school, job, better self, family) 33 economic, job, marry-up 16 a-
 job 10 b-economic 8 c-marry-up 2 read/write/continue 13 read/write 5
 continue 8 all positive

Table 9: Responses to Question on the BEST Project's Teacher Magazine (Questions 48-51)

Community (5)	Read teacher magazine (48)	Opinion of teach mag (49)	Improve teach magazine (50)	Mag ideas job class (51)
Tontem	no			
Tontem	number-1	instructive-for-ed		ideas use-material
Samac	no			
Chizon				
Gualom				
Chirepec				
Chicuxab	no			
Siguanha				
Petet	no			
Sequib	yes	help-community	more go-to-school	both-result-favorably
SJ La Colonia	no			
SA Panec	no			
Saquiha	no			
Kaquiximche	no			
Granadillas				
Semexche				
Purulha	yes	source-info	ask-experiences	ideas-use-material
SJ Chamelco	no			
Aldea el Rosario				
Pequixul				
Nisnic	yes	ideas-good price-bad	more-ideas-about-ed	ideas
Tampo	no			
El Cojobal				
Aldea el Sitio				
Aldea Xcapatan				
Aldea Xeatzan				
Aldea Chirijuyu				
Aldea Chirijuyu	no			
Caserio La Esperanza				
Aldea el Sitan				
Ciudad de Guatemala	yes	good serves-teacher	continue-forward	ideas materials
Ciudad de Guatemala				
Ciudad de Guatemala				
Sabana Arriba, Guat.				

Community (5)	Read teacher magazine (48)	Opinion of teach mag (49)	Improve teach magazine (50)	Mag ideas job class (51)
Sabana Arriba, Guat.				
Colonia Quinta Samay				
Colonia Quinta Samoy				
S Raymundo Sacatepeq				
Ciudad de Guatemala	yes	good-articles	better-format	methodology
Ciudad de Guatemala	yes	good	larger-more-info	yes

Summary of Responses

48. Conoce Ud. o ha leído La Revista del Maestro? Número cero y uno?
yes 7
49. Si las ha leído, qué opina Ud. sobre La Revista? (pedir detalles)
positive 7 a-ideas/info for teacher 4 Negative 1 (price)
50. Qué haría para mejorar La Revista?
more info 3 develop and changes 2
51. La Revista, le ha servido para asuntos como desarrollo profesional, actividades en el aula, ideas para adaptar materiales didácticos en el aula, etc.?
Ideas for class 5 materials 3

Table 10: Teacher Responses to Questions Parental Involvement and Miscellaneous Problems (Questions 52-59)

Community (5)	Aid improve teaching (52)	Speak to family why (53a)	Other teach talk fam. (53b)	Frequency talk 2 fam. (53c)	Other comments (60)
Tontem	sch	kid			good-idea-get-info
Tontem	sch	kid-absent		weekly	minist-doesn't-care
Samac	sch clean	kid	yes		regular-interviews
Chizon	sch furn	kid-ed		monthly	regular-interviews
Gualom	text	behavior		a lot-randomly	Best-evaluatic=ok
Chirrepec	cook sch furn text	homevisit		infrequently	more-training
Chicuxab	sch	grades title say-hi			improve-ed-projects\$
Siguanha	sch text	15-day-clean-sch AID		every-15-days	
Petet	sch	grade problem		bimonthly	
Sequib	text	15-day-clean		every-15-days	ability-not-politics
SJ La Colonia	sch	behavior		bimonthly	force-attendance
SA Panec	sch	yes		beginning+ end-yr	interviews-motivate
Saquiha	sch text	no		no	good-bc-forgotten
Kaquiximche	text furn	absent		monthly	Radio-helps-learn
Granadillas	sch text	yes		bimonthly	improve-ed-projects
Semexche	sch text	yes		trimonthly	interview-improve-ed

Community (5)	Aid Improve teaching (52)	Speak to family why (53a)	Other teach talk fam. (53b)	Frequency talk 2 fam. (53c)	Other comments (60)
Purulha	new-methods	kid-development imp			
SJ Chamelco	new-methods+interest	study-problems	kid-problem-study	once-in-a-while	
Aldea el Rosario	sch text furn game	homevisit absent	kid-absent	monthly-maybe	more-in:arviews-BEST
Pequixul	sch text	problem-kid-communit			evaluate-every-3-6mo
Nianic	sch new-methods	attendance		bimonthly	Best-ideas
Tampo	teach-material-bilin	kid-ed		bimonthly	
El Cojobal	new-method-evaluate	problems		once-in-a-while	send-results-to-help
Aldea el Sitio	sch furn	kid			Radio-info
Aldea Xeepatan	sch text furn	yes		bimonthly when-need	radio-changes hmvisit
Aldea Xeeztan	sch cassette+player	kid-h/w-problems		once-in-a-while	retraining-guide
Aldea Chirijuyu	sch hygiene cook WC	kid-problem+absent		when-need infrequent	
Aldea Chirijuyu	Pronebi-training	behavior		once-in-a-while	
Casero La Esperanza	sch	behavior community			community-help
Aldea el Sitan	furn cook video	rarely			
Ciudad de Guatemala	everything lack-all	kid-learn			not-lose-relation
Ciudad de Guatemala	sch	individual-interview			radio-education
Ciudad de Guatemala	sch aud-vis lock	3X-yr problem			Best-radio-great
Sabana Arriba, Guat.	sch esfera	6-mo family-problems			worry-education
Sabana Arriba, Guat.	teacher's aide	pops-worry frequent			return supervise
Colonia Quinta Samay	sch	kid-ed			prog-helps-kid+teach
Colonia Quinta Samoy	text				
S Raymundo Secatepeq		kid-ed monthly-moms			
Ciudad de Guatemala	radio video recorder	kid frequent			
Ciudad de Guatemala	sch text	sometimes			interest-in-problems

52. Qué ayudas didácticas necesita para mejorar su enseñanza?

school supplies (including lack all) 27 cooking utensils/supplies 2 furniture 7
text 14 teaching materials/methods 7 electronic extras 4

53a. Habla Ud. con los padres de familia de sus alumnos?

Problems 12 a-absent 5 b-behavior 4 c-learning problem 3 about kid in
general 14 a-absent 2 b-education of 5 No visit 1 visit home 2
frequent visit (including 15 day) 4 2X,3Yr,rarely visit 3

53b. Qué hacen los demás maestros?

other teachers activity 3 a-about kid problems 2 b-yes 1

53c. Con qué frecuencia se reúnen?
 weekly 1 every two weeks 2 monthly 3 bimonthly trimonthly 1
 once/while 4 infrequently 1 a lot randomly 1 when need 2 No 1

60. Tiene Ud. algunos otros comentarios sobre todo lo que hemos hablado durante esta entrevista? Cualquier cosa o tema.
 more interviews-positive responses 12 negative about ministry, need to
 improve ed. 4 radio-positive 4 radio-info 4

V. Student Interviews

This section presents the principal findings from an analysis of responses to eleven general questions ranging from what children like best about school to whether or not their parents encourage them to study. Although native speaking interviewers were used, the students did not provide as much data as anticipated. Children were generally reluctant to speak to a stranger, much less answer specific questions. However, in cases where the interviewer was present for the entire school-day, student reluctance and fear of answering questions was somewhat reduced.

Table 11: Student Responses

Dept	Community	School: what liked (1)	School: least liked (2)	Teach encour (3)	School: parents opin (4)	Importance of school (5)
AV	Tontem	study	nothing	study h/w	study-good attend	learn-span write
AV	Tontem	write study	play	study h/w	continue attend	good
AV	Tontem	h/w	school	h/w	mom-send	good
AV	Tontem	write study	nothing	h/w	attend no-fail	good learn study
AV	Tontem	write spanish sing	play	told-can-learn	attend learn	learn study-span
AV	Tontem	sing write	play	continue study	good write read span	learn-write
AV	Tontem	sing write	fight	attention pass	attend span pass	learn-write
AV	Samac	study	nothing	study pass	attend learn	learn
AV	Samac	play write sing	sweep	attend learn	attend learn	learn
AV	Samac	play	sweep	study	mom-send	learn
AV	Samac	learn	class-partic	yes	both-send	learn
AV	Chizon	snack	play	h/w	good	learn
AV	Chizon	write	attend	help	learn-good	good
AV	Chizon	snack	play	h/w	good	good
AV	Gualom	play read write	fight	read write	good	learn h/w read
AV	Gualom	snack	h/w	h/w	attend	read write pass
AV	Gualom	read	nothing	attend learn	good	important

Dept	Community	School: what liked (1)	School: least liked (2)	Teach encour (3)	School: parents opin (4)	Importance of school (5)
AV	Gualom	read write	nothing	attend	study learn read	learn-write
AV	Chirrepic	read write	nothing	attend study	attend learn	learn
AV	Chirrepic	write play	nothing	attend no-fail	NA	learn
AV	Chirrepic	learn play	nothing	pop-makes-attend	attend learn	no doesn't-like-sch
AV	Chicuxab	write	nothing	study learn	continue	learn
AV	Chicuxab	write play learn	nothing	h/w	pop-send	learn
AV	Chicuxab	play write	nothing	attend no-fail	learn study	learn
AV	Chicuxab	play write	study write	future study no-fail	pop-send learn study	learn
AV	Siguanha	h/w read write	everything	yes	study-good	attend to-behave
AV	Petet	everything	do-others-h/w	study h/w	happy-study	learn
AV	Petet	read write study	fight	help-read	m/d-help attend	friends
AV	Petet	games	nothing	help-study	attend-good	good
AV	Sequib	read write play	nothing	write read learn	attend learn	yes attend
AV	Sequib	read write	nothing	attend learn	attend learn-to-work	learn
AV	Sequib	write draw	nothing	attend-tell-pop	study	learn
AV	Sequib	read write	nothing	attend learn	learn write read	learn
AV	SJ La Colonia	study play	nothing	h/w	study-good	friends
	SJ La Colonia	participate	nothing	study work	attend-good	no b/c-fight
AV	SJ La Colonia	study	nothing	h/w	learn-good	important-learn
AV	SA Panec	study read play draw	nothing	study learn write	learn	learn continue
AV	SA Panec	study read write talk	nothing	study	study learn no-play	learn
AV	SA Panec	study read write	nothing	study learn	learn	learn-work
AV	SA Panec	study play sing read	nothing	study reads-book	makes-study	study learn-read
AV	Saquiha	read	class-partic	h/w	attend-good	good learn
AV	Saquiha	write	nothing	h/w	study-good	friends
AV	Saquiha	write	NA	h/w	learn-good	learn
AV	Kaquiximche	read	nothing	speak+read-span	learn-good	learn
AV	Kaquiximche	read write radio	nothing	h/w	study-good	yes
AV	Kaquiximche	radio sing	play	speak-span	good	read
AV	Semexche	learn read write	nothing	attend	NA	learn
AV	Semexche	learn read play	nothing	no	NA	learn
AV	Semexche	read write	nothing	no	NA	learn
AV	Semexche	study read write	nothing	learn	learn	learn

Dept	Community	School: what liked (1)	School: least liked (2)	Teach encour (3)	School: parents opin (4)	Importance of school (5)
BV	Pantin	h/w	play	h/w	study-to-work	learn
BV	Pantin	h/w	play	h/w	study-good	learn
BV	Pantin	play read write	h/w	h/w	good	learn
BV	Pantin	play	NA	h/w	study-good	learn
AV	SJ Chamelco	read write	nothing	study read	attend no-fail	learn-write
AV	SJ Chamelco	work h/w	nothing	study	study	good study
AV	SJ Chamelco	read write snack	fight play	study write read	study attend	study
AV	SJ Chamelco	study	fight	study no-play	work study	work study
AV	A el Rosario	write study book	nothing	study	study attend	important-study
AV	A el Rosario	write play	read	no	study attend	study
AV	A el Rosario	write play	nothing	study pass	study attend	study
AV	A el Rosario	h/w	nothing	learn span	makes-study	read
AV	Pequixul	play	nothing	study no-fail	write+learn-good	study learn
AV	Pequixul	learn play	nothing	study	study	learn work
AV	Pequixul	learn spanish play	nothing	learn write read	learn fight	learn
AV	Pequixul	play write	nothing	study learn	NA	study learn
AV	Nisnic	play read	fight	h/w	study-good	good
AV	Nisnic	h/w	NA	learn write	study	friends
AV	Nisnic	play	h/w	study	good	learn
AV	Tampo	learn	play	help write	happy-learn	learn
AV	Tampo	learn read	nothing	h/w	pass-good	learn
AV	Tampo	learn	nothing	teaching	good	not-be-bad-people
CHIM	El Cojobal	sing	nothing	h/w pass	attend pass	important-study
CHIM	El Cojobal	h/w learn write	nothing	h/w pass	attend-trouble	learn-read+write
CHIM	El Cojobal	h/w read-to-learn	nothing	no	attend-trouble	important-study
CHIM	El Cojobal	h/w		h/w	attend	good
CHIM	Sitio	h/w sweep	nothing	study pass	attend learn	study learn h/w
CHIM	Sitio	read write	radio	no	study	yes important
CHIM	Sitio	write draw study	fail	study no-fail	attend except-work	learn-read+write
CHIM	Sitio	write	nothing	study	mom-send	learn
CHIM	A de Xeapatan	write sing	NA	continue study	attend	learn-write
CHIM	A de Xeapatan	write	fight	h/w pass	learn	learn
CHIM	A de Xeapatan	read write learn	fight	attend	attend-good	learn-write
CHIM	A de Xeapatan	write draw play	teacher-hits-them	yes	attend learn	learn-write+draw

Dept	Community	School: what liked (1)	School: least liked (2)	Teach encour (3)	School: parents opin (4)	Importance of school (5)
CHIM	A Xeatzan bajo	everything read write	nothing	read-book	study learn	important-read
CHIM	A Xeatzan bajo	write	nothing	study learn	attend pass	study
CHIM	A Xeatzan bajo	read write study	nothing	read-at-home	attend	learn-write
CHIM	A Xeatzan bajo	write	nothing	read	attend study	good-learn-write
CHIM	SJ Chirijuyu	h/w behave-well	nothing	attend	attend study	learn-write
CHIM	SJ Chirijuyu	write	write	study	attend-good	important
CHIM	SJ Chirijuyu	h/w read write	draw	h/w no-fail	attend	study read
CHIM	SJ Chirijuyu	h/w sing	dance	no	study pass	good-study
CHIM	A Chirijuyu	h/w	nothing	study no-fail	attend-good	important
CHIM	A Chirijuyu	h/w friends	nothing	study pass	attend-good	attend no-fail
CHIM	A Chirijuyu	h/w teacher	play	study h/w no-fail	study attend	learn study
CHIM	A Churijuyu	teacher	nothing	study	attend-good	future-job
CHIM	La Esperanza	write draw learn	nothing	write study pass	attend learn	learn
CHIM	La Esperanza	write	nothing	work pass	stay+watch-sibs	important
CHIM	La Esperanza	draw	nothing	yes	NA	yes
CHIM	La Esperanza	draw h/w write	nothing	work pass	sometimes-work	learn-write
CHIM	A el Sitan	play h/w not-fail	play	attend pass	learn pass	write
CHIM	A el Sitan	read write	play	attend learn read	attend-trouble	yes
CHIM	A el Sitan	read write	play	study future	attend no-fail	learn-read
CHIM	A el Sitan	read write	play	write	attend-trouble	learn-read

Dept	Community	Reason for less girls (6)	School: desire cont. (7)	Be when grown (8)	Time for h/w (9)	Parents: encour. educ (10)	Friends opinion (11)
AV	Tontem	d/k	learn-write	teacher	pop-tell	learn read attend	study
AV	Tontem	d/k	learn-write+span	work-field	tell	like tell-study	study
AV	Tontem	d/k	mom-force-continue	clean	mom-tell	attend	
AV	Tontem	d/k	study learn	work-field	pop-tell	h/w	some-don't-like
AV	Tontem	don't-like-study	speak-span	work-field	pop-tell	attend span	learn span sing
AV	Tontem	don't-know-anything	speak-span	work-kitchen	h/w work	learn-write	learn-write+span
AV	Tontem	pop-no-permit work	speak-span learn	work continue	want-learn	continue study	like-write+span+sing
AV	Samac	yes	learn	teacher	pop-tell	pop-tell-study	nothing learn

Dept	Community	Reason for less girls (6)	School: desire cont. (7)	Be when grown (8)	Time for h/w (9)	Parents: encour. educ (10)	Friends opinion (11)
AV	Samac	yes	learn	carpenter	yes-but-work	attend-or-trouble	continue
AV	Samac	no	learn	work-mom	work h/w	pop-tell-study	nothing
AV	Samac	too-many	learn	work-mom	work h/w	pop-yes mom-no	nothing
AV	Chizon	no-permit	learn	teacher	pops-tell	good	NA
AV	Chizon	d/k	learn	work-mill	h/w work-mom	attend	study
AV	Chizon	don't-like-study	learn	work-machete	given-time	learn	continue
AV	Gualom		future-work	clotheswasher	pops-tell	attend	important-learn
AV	Gualom	d/k	read write	find-firewood-4-mom	want-learn	learn-or-else	attend play
AV	Gualom		read write	clotheswasher	pop-tell	yes	good
AV	Gualom	yes-come	study-future-work	work-field-machete	want-learn	study no-fail	study learn-math
AV	Chirepic	yes	learn	continue study	yes no-work	attend no-fail	learn
AV	Chirepic	no	learn	laborer-pop	yes work	negative-work	continue study
AV	Chirepic	no	like-study	learn	yes no-work	attend	learn
AV	Chicuxab	no	learn	nothing	yes no-work	nothing	some-learn-others-no
AV	Chicuxab	yes-come	like-learn	continue	yes no-work	attend pop-tell	no
AV	Chicuxab	yes-come+learn	learn	continue	yes no-work	no-work	learn
AV	Chicuxab	fail	learn	work-field	h/w work study	continue	study
AV	Siguanha	play	write	army	yes	attend	no yes
AV	Petet	don't-like	continue	finish-study+work	yes	read write	d/k no-discuss
AV	Petet	don't-like-study	continue	doctor (female)	yes	future	d/k no-discuss
AV	Petet	yes-come	future-work-pop	plumber	mom-tell	pass	continue pass
AV	Sequib	don't-like-learn	study learn	work-town	h/w work-pop	attend	attend study
AV	Sequib	no	learn	work-town	yes work	study	continue
AV	Sequib	yes	learn	work-pop	work-pops	attend	continue
AV	Sequib	no	learn	teacher	h/w work-pop	learn	learn
AV	SJ La Colonia	don't-like-study	continue	painter	pops-tell	continue future	continue
	SJ La Colonia	don't-like-study	work	cook	pop-tell	attend learn	don't-like-study
AV	SJ La Colonia	don't-like-study	learn-read	work	no-help-mom	learn	continue
AV	SA Panec	yes	continue study	teacher	yes no-work	attend study	study continue
AV	SA Panec	yes	learn	work-mom	h/w work	no-continue	continue
AV	SA Panec	yes	continue study	teacher	yes no-work	continue study	continue
AV	SA Panec	yes	like-study	laborer	yes no-work	study future	study continue
AV	Saquiha	don't-like-study	work	teacher	yes	attend	NA
AV	Saquiha	pops-no-permit	learn	continue study	yes	tell-study	NA

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Dept	Community	Reason for less girls (6)	School: desire cont. (7)	Be when grown (8)	Time for h/w (9)	Parents: encour. educ (10)	Friends opinion (11)
AV	Saquiha	don't-like-study	learn	work-house	h/w work-pops	attend	NA
AV	Kaquiximche	don't-like-study	learn	work	h/w work-pops	tell-study	NA
AV	Kaquiximche	d/k	learn	continue study	pops-tell	attend	d/k
AV	Kaquiximche	no-permit	write	work	h/w work-mom	check-work	study
AV	Semexche	yes	learn	nothing	yes no-work	attend no-fight	learn
AV	Semexche	no	no	work-market	h/w work-mom	nothing	want-play
AV	Semexche	no	no	work-mom	no-work-mom	nothing	nothing
AV	Semexche	no	learn	work-field	h/w work	attend	nothing don't-like
BV	Pantin	don't-like-study	continue study	teacher	yes	future	want-continue
BV	Pantin	d/k	work	teacher	pops-tell	pops-tell	NA
BV	Pantin	d/k	learn	continue study	h/w work-mom	no-work	study learn work
BV	Pantin	d/k	learn	work	want-learn	no-work	continue
AV	SJ Chamelco	play pops-no-force	learn-read	teacher	h/w read	attend-or-trouble	study
AV	SJ Chamelco	d/k	yes	continue study	pop-tell	attend	study
AV	SJ Chamelco	moms-no-force	pass continue	typewriter	h/w study	tell-study	study
AV	SJ Chamelco	moms-want-work	continue-study	clotheswasher nurse	h/w work	attend no-fail	friends
AV	A el Rosario	d/k	learn-read	work-sickly	work h/w	attend	study
AV	A el Rosario	d/k	pop-force-continue	wash dust sweep	yes	tell-study	study
AV	A el Rosario	d/k	study	house-sweep write	work h/w	study-or-trouble	d/k no-discuss
AV	A el Rosario	don't-like-study	up-to-6th-grade	nothing	hw study	study-or-trouble	study
AV	Pequixul	yes-come	like-study	work study	no-work	attend	learn
AV	Pequixul	don't-like-study	learn	continue study	yes	learn	learn
AV	Pequixul	don't-like-learn	like-study	continue teacher	no-work	attend	some-like-others-no
AV	Pequixul	no	no	not-work	no-work	no-work	work no-learn
AV	Nisnic	don't-like-study	continue study	work	pops-tell	tell-study	NA
AV	Nisnic	d/k	work	work-mom	no-work	good	d/k
AV	Nisnic	pops-no-force	work	work	yes	study	NA
AV	Tampo	d/k	pass continue	teacher	yes	yes	like
AV	Tampo	don't-like-study	pass continue	teacher	yes-or-trouble	yes	study
AV	Tampo	d/k	yes leave-home	teacher	yes	yes	NA
CHIM	El Cojobal	d/k	yes	d/k	work h/w	h/w pass continue	study
CHIM	El Cojobal	d/k	yes	work-field	pops-tell	pop-tell-study	learn-read
CHIM	El Cojobal	play-don't-like	up-to-3rd-then-draw	teacher	no-work	yes	d/k no-discuss
CHIM	El Cojobal	yes-come	yes	NA	no-work	mom continue	d/k no-discuss

Dept	Community	Reason for less girls (6)	School: desire cont. (7)	Be when grown (8)	Time for h/w (9)	Parents: encour. educ (10)	Friends opinion (11)
CHIM	Sitio	play	yes	work-house-sweep	yes pass	attend learn	good
CHIM	Sitio	d/k	yes	not-work	yes	pops-tell-study	good
CHIM	Sitio	don't-like-study	yes work	work-field	yes-or-trouble		write work
CHIM	Sitio	don't-like-study	learn	work-tortillas	h/w learn	pop-tell-learn+h/w	study
CHIM	A de Xeapatan	play	math	teacher	mom-tell	yes	study
CHIM	A de Xeapatan	no-permit	learn-write+read	teacher	want-learn	pops-tell-continue	learn-write+read
CHIM	A de Xeapatan	moms-don't-want	yes	work-field	yes no-work	attend	study
CHIM	A de Xeapatan	teach-hit babysit	learn-read+write	teacher	no-work	attend pass	learn pass
CHIM	A Xeatzan bajo	don't-like-study	up-to-6th	work-house-mom	h/w write read	read no-fail	study
CHIM	A Xeatzan bajo	don't-like	continue read	work-field	yes	study pass	not-good
CHIM	A Xeatzan bajo	no	study	worker-mom	yes	read	good
CHIM	A Xeatzan bajo	fail	learn-write continue	teacher	yes-or-teach-hits	study learn no-fail	interesting
CHIM	SJ Chirijuyu	pops+girl-don't-like	learn	work-house	yes learn-write	attend	study
CHIM	SJ Chirijuyu	moms-no-force	yes	work-house	yes-or-teach-hits	good study	study
CHIM	SJ Chirijuyu	don't-like-study	yes	work-field	yes learn-read	attend no-fail	continue
CHIM	SJ Chirijuyu	don't-know-anything	yes	play work-field	yes/trouble-teach	attend study	study no-fail
CHIM	A Chirijuyu	mom+girl-don't-like	continue study	work-field	pass	attend study no-fail	study
CHIM	A Chirijuyu	no-permit teach-hit	good	study work-house	yes	attend study	study
CHIM	A Chirijuyu	marry	study	marry teacher	pass	continue study	study pass
CHIM	A Churijuyu	mom-no-force work	h/w	work-field	tell	attend	study
CHIM	La Esperanza	want-to-but-sick	continue study	work-field	work h/w	future	d/k no-discuss
CHIM	La Esperanza	mom-died	yes	study graduate	no-work	mom-doesn't-say	d/k no-discuss
CHIM	La Esperanza	pops-no-permit work	no	dairy-farmer	yes	continue	study
CHIM	La Esperanza	work-house	write	teacher	h/w babysit	attend learn	d/k no-discuss
CHIM	A el Sitan	work-house	learn	study teacher	yes	study pass work	study pass
CHIM	A el Sitan	play don't-like	yes	work-field	work h/w	learn-write+read	attend
CHIM	A el Sitan	play	learn continue	seamstress	yes	write read	learn pass
CHIM	A el Sitan	work-farm	learn read	wage-laborer	work h/w	continue write read	nothing

Summary of Student Responses

1. Qué es lo que más le gusta de la escuela?
academic answers 92
write 56 read 34 study 14 h/w 19
non-academic answers 47
play (games) 20 sing 7 draw 7 snack 4
2. Qué es lo que menos les gusta de la escuela?
academic answers 13
radio 1 write/read 3 h/w 4 class partic. 2
non-academic answers 27
play 15 fight (teacher) 9 draw/dance 2 nothing 58 overall negative 2
normally positive (play, dance, draw) 17
3. Les anima el profesor(a) a seguir estudiando en la escuela? Como?
specifics (read, write, h/w, attend) 59 h/w 27 attend 15 read/write 18
vague (future, study, learn) 48 future 2 study 33 learn 15 pass/no
fail/future 21
positive (pass, told can learn) 13 negative (no fail) 8
4. Qué piensan tus papás de la escuela? (des sus hijos asistiendo a la escuela)
positive in general 98
pass/no fail, attend, continue 52 pass 5 no fail 3 b-study/learn 47 mom send
3 pop send 1 span/read/write 5
negative (sometimes or always work) 3
5. Creen que es importante que las niñas y niños estudien en las escuelas? Por Qué?
learn/study 74 learn 62 read/write 17 future (work/job, continue) 4
work/job 4 continue 1
6. Saben por qué no hay muchas niñas estudiando en las escuelas?
don't like learn/study 26 not allowed --work 14 play/don't want/pops no force
10 fail/don't know anything 4 fail 2 don't know anything 2
7. Les gustaría llegar al sexto grado? Por qué?
positive 99 continue/pass 20 write/read 12 learn/study 56 future/work 10
negative 4 mom forced continue 1
8. Qué les gustaría ser cuando sean grandes?
field/non-ed to learn skill (clean, clothes, house) 38 skilled/ed. (teacher,
continue, skilled worked) 38 not sure b/c not specific 13

9. Tienen tiempo ustedes para hacer sus tareas en casa? Por qué?
 positive answers 94 yes,no work 10 told to do 19--mom-3---dad-7---both-9
 work h/w 8 h/w work 15 do or threat 5 in order to pass/want to learn 10
 negative 10 all because of work
10. Les animan sus papás a seguir estudiando? Como?
 positive answers 93 for an end (pass/no fail, read/write, span, learn) 29
 pass/no fail 12 read/write 8 continue 10 attend, pass, continue 49 negative
 answers 7 do not say 2 divided mom and dad 1
11. Qué dicen sus compañeros(as) de la escuela? y de la importancia de seguir estudiando?
 positive (span, write, read important) 5 attend/pass/continue 18 ---pass 5 no
 fail 1 learn/study 25 negative 4 ambivalent 4 non-academic specific
 positive (play, friends. like. interesting) 8

V. Gender Issues

Margaret Valdivia

Gender Issues **Margaret Valdivia**

The review of gender issues used the following measurements for GID impact;

- action promoting girls' entry into basic education taken, planned, under discussion, necessary but not under consideration;
- action to retain girls in basic education taken, planned, under discussion, necessary but not under consideration;
- action taken to ensure girls become literate and numerate by the end of the first year in school taken, planned, under discussion, necessary but not under discussion;
- understanding and knowledge of GID, gender and equity issues.
- individual and institutional commitment will be measured by response to this questionnaire and my judgement (is the money there, are the ministerial orders being issued, will the Vice Ministers and Ministra permit the central bureaucrats to kill teacher and project initiatives at local level, is the Director of Regions collaborating and if not what will make him collaborate???)

1. Evaluators' assessment of GID achievements

The task of the two GID staff is to intervene with project technical assistance and MOE professionals in their specialist areas with the objective of drawing attention to gender issues, to detrimental stereotyping occurring in their work and, to suggest, discuss and finally request changes before the specialist work is finalized. They function as change-agents, technical specialists and lobbyists. Their work could be assessed in terms of output according to their scope of work and time-line. However, since they work in the inevitably conflictive realm of attitude change and because their activities are all interventionist in the technical areas of others (never a popular thing to do and creating its own conflictive dynamics!), their work will be evaluated in terms of the evaluators' perception of their acceptance in MOE, the Regions and Departments and, in terms of the **institutional impact** of their work to date.

The GID Unit power to insist on change within MOE is derived from the close association with the National Commission on the Child (which has Ministerial and Vice-Ministerial support). The ability to support required changes resides in assigned portions of the budget in some project subcomponents and the specialist suggestions within the work experience and competence of both staff. Both staff are Guatemalan. The Director is a

specialist in reviewing materials for gender and cultural stereotyping in the context of Guatemala and the indigenous cultures. The Sub-Director is an experienced teacher and supervisor with years of experience in the education system and biligual education. Since GID is not institutionalised within MOE there is no obligation on anyone even to respond to telephone calls or invitations to workshops beyond the obligation imposed by participation in the project. Mutual collaboration therefore depends on the work rhythm imposed by the monthly Project Committee and interpersonal dynamics.

In cases where there are disagreements making collaboration impossible, AED (the primary technical assistance contractor and manager) can intervene directly with technical assistance personnel. This has been done on occasion. In addition, GID staff are learning from experience, the informal and formal protocol mechanisms through which collaboration is conventionally achieved within the senior levels of government administration all over the world. On occasions when GID has overstepped boundaries and caused friction (commenting, out of inexperience, on technical work outside the gender remit for example), there is no mechanism available to clarify the issue and resolve it. This causes frustration and irritation for technical staff.

GID goal

In common with almost all groups which begin work in an emerging field, GID does not yet have a conceptual framework or a concept paper. The pressure of work has been so great that there has been no time to elaborate guidelines, checklists and basic assumptions from which work on gender differentiation proceeds in the field of education.

Essentially the working principles are that focus on girls in the education system and the classroom is long overdue. Discrimination against girls, blatant stereotyping in learning materials and teacher attitudes are an equality and a system effectiveness issue. Girls are less likely to learn in the classroom, more likely to repeat or, possibly drop out altogether if the school system belittles and demeans them. This is demonstrated in recent research conducted all over the world and in many autobiographies of women.

Recommendations and innovations being pursued through each project component are system changes of great significance for the future: separate attention to male and female, girls' and boys' opinions in research; collection of data from equal numbers of male and female respondents; changing pictures and stories in learning and teaching materials which promote stereotypes; ensuring 50% appeal to boys and girls separately in teaching and learning materials; presentation of all data disaggregated into male and female statistics; balancing use of male and female voices in Radio Best teaching; alternating questions and language drills between boys and girls on radio and in the classroom and so on.

Qualitative changes are being conceptualised and pursued through cross-cutting but specific activities which contribute to project subcomponent efforts. For example, separate training modules will be prepared on GID and gender issues for supervisor training. It is GID

job to track this and contribute. GID with its own budget on the other hand, is preparing a reference manual for teachers on the need to call out both girls and boys equally in the classroom and on strategies for involving the traditionally passive or shy group of girls. Larger tasks such as textbook development and the shape of the teaching approach in "escuela unitaria" remain to be addressed and negotiated.

GID impact

The impact of GID can be defined in terms of institutional impact. GID impact is mediated. Ordering change produces oppositionalism. Professionals whether they are T.A. or MOE personnel have to be persuaded to make changes on gender issues in a process of dialogue. Ultimately the goal is to generate institutional change. This has to be mediated through matching commitment by MOE, project professionals and inputs from GID. Much horse trading is needed to achieve institutional change. GID will need to have cash, technical assistance budget, research funds and a resource bank of skilled professionals trained and supervised by them in order to achieve significant institutional change in curriculum and classroom materials in the future.

At a minimum, GID can achieve commonsense changes such as a 50% balance between references to boys and girls in texts, examinations and teacher materials and removal of offensive stereotyping. Any technical, institutional or creative changes undertaken beyond this (promoting positive role models for girls for example) and suggested by GID staff will depend on individual initiative in MOE or the technical assistance, time and money that can be assigned to attempting significant changes that will affect the quality of the learning experience of girls and the performance of classroom teachers.

If for example, all textbooks being either revised or newly written in PRONEBI were to have a focus on developing positive traditional and modern roles in girls and women this would require:

- policy decisions;
- instructions to curriculistas, writers, illustrators and linguists;
- contracting of specialist Guatemalan writers with experience in this area;
- assignment of associated research tasks;
- budget.

In addition, this is an emerging field where the GID staff cannot provide all the technical skills or all the analysis and experimentation skills. Contracted technical specialists with prior experience or a passion for gender issues and promoting positive role models through education would be needed to develop these emerging fields. It would require considerable financial investment and a willingness to confront the cultural change debate current in the indigenous communities and their representatives at present. However, PRONEBI is just beginning a major administrative and physical expansion. There are

therefore strong administrative disincentives to initiating more than the egalitarian changes on gender issues at present.

Radio Best has exemplified the qualitative and quantitative change that can be achieved by adopting a pro-active stance on gender issues. The effect on motivation in teachers and girl students has not yet been researched. Production managers personally endorse and have indeed expanded the effort suggested by GID. They recognise that to make learning materials attractive to girls will probably enhance their learning and, possibly their retention in the school system. Strong incentives to collaborate exist for Radio Best since it is a direct contractor to USAID which is promoting this policy and so has a clear incentive to collaborate. (detailed description elsewhere) This observation is not intended to detract from the high level of personal commitment to the gender issue observed in radio personnel.

Achievements

Achievements of GID to date are excellent. Any long-term impact of the GID activity in MOE and short or long-term impact on teachers and children in the education system will depend on continuous regular sustained effort exercised by these two people, their ability to find time and find money to contract the technical support essential to back up needed changes with specialist work and, the continuing high-level support at Ministerial level.

Activities completed to date by component are:

- linguistic mapping research directed to and carried out by both men and women and all data disaggregated between men and women;
- one training workshop for PRONEBI curriculumistas and researchers on sexual and cultural stereotyping;
- preparation and inclusion in the teacher magazine of three articles on the fate of girls in the education system and in society;
- agreement to inclusion of sections on girls in school and society, their problems of desertion and teaching methodology and the role of supervisors in sections I II and III of the five "modulos", Unidades de Aprendizaje and supervisors' manual in preparation;
- collaboration with consultants preparing social marketing proposals;
- extremely fruitful relationship with radio production staff translated into radio programs which address male and female teachers and students separately, in a carefully balanced pattern and attempt to present positive, non-stereotypical examples and dramatic pieces favouring boys and girls alternately;

- formal contract, recording agreement on collaboration between Escuela Unitaria and GID, three training meetings with teachers and four coordination meetings with the Director of Escuela Unitaria;
- GID work programme achieved as follows:
 - teachers' manual, rotafolio and poster to be distributed in January 1993, late September 1992 and early September 1992 respectively;
 - 10,000 information bulletins, 20 major newspaper articles, three teacher magazine articles written, printed and distributed nationally;
 - long-term support to two major conferences for decision-makers including preparation of three substantial and substantive innovative reports on girls' educational status and performance in Guatemala;
 - preparation of a national strategy and project financing plan for supporting activities focussed on improving girls' educational status;
 - coordination of a T.V. program recording and broadcast;
 - 4 lobbying meetings with high level decision-makers and politicians; 4 seminars;
 - participation in two national and one international conference;
 - preparation of terms of reference and review of ensuing work in planning the girls' scholarship program proposed for the project reprogramming;
 - preparation of the feasibility study for institutionalisation of GID in MOE;
 - Orientation Seminar for MOE top officials on girls in education;
 - preparation of the profile for institutionalisation of GID in MOE at the level of Direccion General de Education at Regional and Departmental level.
- MIS independent managerial decision to record and disaggregate all data by sex and changing of the class report form used nationally to record promotions by grade, school and by sex. Preparation by GID and inclusion (page 115) in the 1991 Anuario Estadistico of MOE, of data on girls in and out of the education system and the barriers to participation and continuation of girls in education;
- review of the final draft of tests prepared by the national achievement testing office of MOE, proposal and achievement of general acceptance of changes necessary to achieve 50% references to boys and girls in pictures and questions;
- drafted an applied research proposal for identifying in various areas of Guatemala, the different barriers to girls' entry into the education system and completion of the six grades of primary school;
- supported the personnel system in seeking to achieve appointment of female as well as male teachers to the biligual schools in first, second and third grade.

GID workplan activities to be completed by July 1993 (in addition to National,

Regional, Departmental and local activities and training cross-cutting each of the 15 other project components):

- 19 small group meetings on girls' education issues with decision-makers;
- 4 national seminars;
- 7 publications;
- 8 articles
- 6 training sessions

The activities of the G.I.D. staff and the teams with whom they work in MOE contribute to institutional impact. The two staff provide excellent quality work and are totally dedicated. Two factors limit the depth of their institutional impact in MOE as a whole and on the project in particular.

- Firstly, the Director works (as part of her terms of reference) for the Comision Nacional - Eduquemos La Nina set up with separate USAID funds. This limits her time availability for systematic followup across all project activities and implementation of the GID workprogram itself.
- Secondly, intervening on gender issues across 15 project subcomponents and completing the specific GID workschedule is a very complex and time-consuming task.

Two people working full-time is really insufficient to complete a task which requires building up personal relationships, learning and understanding the work ethic and parameters of a large number of specialists, generating the required and adequate suggestions on gender issues and patiently negotiating their acceptance through continuing discussion and follow-up. The Director faces a constant need to choose between priorities and both staff rely on the monthly project meeting and the GID Comite de Apoyo for making routine contacts with staff in each activity.

Additional work is emerging. As the BEST project moves (late 1992) from planning and transfer of technology stage to implementation in the field, a complex work program of training and attendance at Regional and local seminars is going to emerge for GID staff. Again, availability of time, committed and competent specialists and systematic followup will be essential if the gender issues are to be formulated, operationalised and put into practice at all levels of the central administration, the project and in the classroom.

GID faces a further difficulty in moving to the region, the department and the

classroom. It is the difficulty facing every project subcomponent at present and blocking the development of quality instruction in the classroom. At present there is a management vacuum in relation to assignment of responsibility for in-service training in MOE and in the project. GID staff have already had the experience of arriving in a location and finding their training had been cancelled on someone else's authority. This cannot continue to jeopardise technology transfer and achievement of project EOPS indicators.

Acceptance

The researcher did not find overall acceptance that GID needs to be institutionalised in MOE. The researcher found unilateral acceptance of the GID role and function in the project.

Overall, generating attitude change on a visceral issue such as gender and male and female roles in society is hard work requiring considerable interpersonal skills, and strong political support and continuous in-service training for the staff responsible. Added to this are the difficulties inherent in negotiating change in the technical area of any one individual. There is much potential for friction. If the change agent is not a technical specialist in that area, comes late into the process or, has to convince seasoned professionals to rethink their whole frame of reference in light of the need to pay attention to gender issues (e.f. PRONEBI research, curriculum design, teaching Spanish as a second language, presentation format of tests, or, textbook content) tension is inevitable. Either the specialists will claim the individual has no right to interfere on their territory or that the agenda is too large or, there are too many costs associated with making changes. It is often difficult to separate this out from plain old machismo.

Issue One

- GID needs strong management and professional backing as well as a mechanism for conflict resolution in cases where relationships have soured for one reason or another. The two staff working full-time for the project are contracted by Juarez and Associates and are loosely coordinated by A.E.D.. They attend monthly BEST meetings and probably have a clearer overview of the project than any other implementing unit because their activities range across all project activities. Their

Issue Two

- T.A. counterpart is the USAID Project Director which is an advantage and a disadvantage. The advantage is that GID staff are well-briefed on project and technical issues. The disadvantage is that in the worst-case scenario they can be perceived as not belonging to MOE or not even belonging to the Guatemalan coordinated project effort but rather, as a unit of special "occidental" and "feminist" concerns which will go away when the project goes away. In this worst-case scenario only token compliance to requests need be offered.

Working Relationships

It is to the great credit of both staff that because of their personal and intellectual strengths and their considerable interpersonal skills they have been able to make a start on overcoming this situation, have made progress and, are gaining credibility and acceptance. Nevertheless, a conflict resolution mechanism is necessary.

Survey findings

The IMPACT Questionnaire sent by A.E.D. to all full-time technical assistance and their teams was designed to obtain concrete information on:

- the structure of working relationships;
- institutionalisation of GID work in MOE;
- the level of internalisation by specialists of the issues surrounding girls' education;
- the connections made between all three and achieving the project goals;
- acceptance of the whole enterprise.

The questionnaire and table of replies are attached. The questionnaire was translated into Spanish by Oscar Mogollon. The technique was to repeat the same questions in a different context. The degree of openness in answering questions requesting personal opinions is taken as a proxy indicator of acceptance.

Two respondents maintain that there is no need to differentiate between boys and girls in their line of work. It is clear that for some people, the level of insistence on gender issues is offensive. Two units have not sent in replies.

Questionnaire findings

- there has been contact with GID in the last 30 days;
- joint working sessions are either formally planned or being considered by all but one section;
- there are designated coordinators;
- all units have clear tasks lined up for GID personnel or for technical assistance they could provide (under their budget presumably);
- opinion is divided as to whether gender and the situation of girls in and out of school in Guatemala should be considered as an issue of equality or as a social issue.

- there is no reported controversy over the gender issue;
- respondents accurately located the issue of girls' education in project goals and tasks.
- two forms were not available at the time of writing.

Observations

- GID is facing the classic dilemma of all successful change agents - they have created a demand that they cannot meet;
- GID is facing a situation where they need to provide resources, technical backup, time and also learn to listen to the ideas of others - or lose credibility;
- there is a clear undercurrent of irritation in some replies;
- reporting "no controversy" on gender issues is manifestly naive. No one accepts equality of women with men easily! The team has heard much opposition.
- one wonders whether the detailed requests for research underline skepticism.
- GID is accepted as part of the BEST effort and viewed as a useful additional resource;
- It will be up to GID to negotiate a position with each unit where the major focus of attention is on GID priorities.

Overall the findings are typical of an institutional facing controversial change which is the priority of an external agent. We can expect critical surveillance of GID ability to deliver over the next year and the emergence of opposition.

Future gains require a concentrated and highly technical effort as well as much time devoted to participation in local training. There is a danger that credibility and acceptance gained will be lost in future because staff will not have sufficient time available. Probably the greatest limitation on the GID unit reaching its planned goals within the BEST Project is the time still required of the Director by the National Commission - Eduqemos La Nina. The secretarial support, document drafting, intellectual and personal leadership exercised by the GID Director began in 1991 and will continue for the future. While it is an excellent and very necessary investment in the constituency-building required in Guatemala both in favour of girls and young women, and as a pressure group on MOE to invest in basic education, the drafting of documents, coalition-building and policy formulation take large blocks of time. Time is also the most precious commodity in the GID workschedule.

Lessons learned

- Selecting the timing of an intervention has scope, contribution and diplomatic implications.
- Intervening at the final stages of the national achievement test document design can be qualified as efficient because a review was made for allocation of content to boys and girls equally as well as for any stereotyping. On the other hand, the GID team made comments on test questions which had been carefully elaborated in accordance with complex criteria over many months. The natural tendency of highly specialised technicians in this situation is to reject requests for changes because of the complexity of the work that has to be redone in order to make the changes. In the event changes of names and faces were made. There is a lot of fall-out.
- Very strong political support is essential if equity and gender issues are to be addressed separately or together.
- There is a tendency to dismiss the changes needed as simply "employ more women and ensure 50-50 representation of boys and girls." The fundamental attitudinal, curriculum, textbook and professional questions can only be addressed through persistent attention, allocation of time and money and continuing political support.
- Piggybacking a feminist agenda on a project can be achieved through diligent review of terms of reference, close follow-up and relatively low expenditures. GID has spent only \$111,000 to date and achieved a very high output as the list above shows.

Recommendations

These recommendations are made from the standpoint that education status of women should be a development macroindicator at the Project Goal level. These recommendations are made from the perspective of achieving impact in the learning in the classroom. This is:

- what parents want;
- what girls need desperately as human beings and to be able to compete in the workforce in the future;
- what is missing from the project design at present - quality learning and teaching are essential to reach project EOPS;
- the basic curriculum for pre-primaria (parvularia) first and second grade (and all that the parents of the most poor girls will be able to afford to allow them) is: literacy, numeracy and good quality Spanish as a Second Language.
- an investment that girls will draw on in the future when, as young women, they enter adult basic education programs.

Add to GID budget:

- 2 basic literacy text writers for bilingual education (Spanish) - one for Landivar and one for PRONEBI work;
- 3 curriculum specialists - one for SIMAC, one for Escuela Nueva and one for PRONEBI work with a brief to produce learning materials and lesson guides.
- 2 teacher in-service trainers to work with GID on local training for parvularia, first and second grade teachers;
- 16 reading material writing and production workshops producing texts to give basic literacy practice materials for girls in parvularia and first grade. (Pronebi languages Spanish, and Spanish as a Second Language)
- 8 functional literacy and numeracy material writing and production workshops in for girls in parvularia and first grade in all Pronebi languages and Spanish;
- 2 female supervisors from Coban to be trained by GID and sent to conferences to acquire the following areas and skills: Escuela Nueva; gender issues; developing positive role models through enlarging curriculum areas, production of good quality materials for classroom use by students and teachers, local preparation of reading and math materials for pupil use, sensitivity training techniques work with parents and communities.
- An additional staff member is needed to manage all this in GID.

The rationale for this is that individual units should use their own resources and GID should have TA to allocate in order to maximise their effectiveness. Additional GID work should be undertaken in producing model educational materials for girls and for use by teachers. This is derived from project considerations and not from GID-specific concerns. Basically, GID can do great work in addressing the issue of the quality of classroom learning while at the same time innovating in preparation of materials promoting a good self-image in girls if additional resources, time and talent are available.

Draft questionnaire to be used with section heads and key T.A.

Purpose of the questionnaire is to elicit from MOE & TA how far they have:

(i) heard of and internalized BEST goals (bringing and keeping girls in school);

(ii) made use of services offered by GID staff;

(iii) begun to systematically take action within their range of authority and budget;

(iv) identify what additional steps need to be taken to institutionalize the focus on girls, recruitment, retention, gender and equity, literacy and numeracy by the end of first grade;

(v) identify how far actions have gone already; and

(vi) identify what additional actions need to be incorporated
Individual commitment will be evident from how competently or how superficially the questions are answered.

GID IMPACT Questionnaire

1. When did you last consult GID for guidance?
2. Who is responsible in your unit for coordinating with GID office?
3. Can I see examples of orders you have issued to follow up on requests from GID/agreements with GID?
4. What do you want/need to do to improve academic achievement of girls in basic education?
5. What do you want/need to do to improve retention of girls in school?
6. When, and for what will you call in GID staff in the future?
7. What more could GID/the Project be offering you to help address the girls' issues in education?
8. What is your personal definition of the issues of girls' education?
9. What is the project definition of the issue of girls' education?
10. Where does gender fit in 8&9 above?
11. Where does equity fit into 8&9 above?
12. Where does your unit fit into the strategy for 4 - 11 (excluding 8)?
13. When is the next G.I.D. event planned for your unit?
14. When is the next G.I.D. support committee meeting ?
Who is scheduled to go?
Can I see their report from the last meeting?
15. What are the controversial gender issues for your unit/department?
16. How have/will you handle this
national level?
regional level?
teacher level?
school level?
community level?
in your unit?

17 In your view, what is missing from the project which would

- guarantee academic success for girls?
- lower dropout rates for girls?
- attention to gender issues?

18 How many male staff in your unit?

How many female staff in your unit?

19 What is your target number of students? National BEST

Target Total

Girls target

Boys target

20 How many of the above are you reaching now?

Target Total

Girls

Boys

21 In summary

What are the gender issues for you in your technical area?

What are the equity issues for you in your technical area?

REVIEW OF ALL PROJECT INPUTS TO DATE AND PLANNED DRAFT MATERIALS

Purpose: To review how serious and pro-active (as opposed to token) is the focus on girls

Criteria gender incorporation

- Primary focus on girls
- Effort to attract girls' involvement
- Promotion of positive image in girls
- Exclusion of attitudes depreciating girls
- Additional effort designed/undertaken with the objective of attracting/involving girls:
- Development of new techniques to reach girls
- Separation of data to provide clear and discrete information on girls
- Hierarchy openly demanding attention to girls' issues.

Criteria equity incorporation

- Equal weight
- Equal access
- Equal treatment
- Proactive treatment
- Equal support
- Additional financing
- Focus on ethnic girls
- Women (#) employed in project
- Active promotion on gender and equity among girl students
 - male teachers
 - female teachers
 - male teachers
 - administrators
 - local
 - regional
 - central
 - technical

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FIELD TRIP NOTES FROM RADIO CLASSES

Note of Field Trip to observe "Espanol, Mi Segunda Lengua" class in progress.

August 6, 1992 at El Cojobal on the ripio road outside Chimaltenango. PRONEBI school.

Primary School with 6 grades. Main building, playground, lavatory and shower, washing and cooking area built 1991 to complement the two-room school built by the community. Water and electricity connected and functioning.

Another primary school farther up the hill is better attended. Parents in this community work as casual labour for the agro-industry surrounding it, harvesting cabbage, broccoli, snow peas etc on demand and taking their children with them for the day.

Community data: 359 residences, 716 people living in the community, 151 families. Children 4-6 years 116; 7-14 years 155, 15-20 years 79.

School attendance that day:

Parvulario	6 boys	17 girls
First grade	11 boys	13 girls
Second grade	14	9
Third grade		
Fourth grade	6	2
Fifth and sixth	7	0

One teacher absent.

about 30% of children not in attendance

Radio Program broadcast to Parvulario (could equally well have been used by Grade One). Age range of children from 4-7. Two girls nearer 10 years of age. Most children 5-6 years old.

Evaluator team had brought batteries and the latest "La Prensa" newspaper offprint on "Educacion de la nina" for the teacher who read it. Evaluation sheet focuses on teacher and child behaviour. Learning and learning progress is evaluated separately.

Teacher had radio and necessary objects prepared and helped children through the class. Children knew the broadcast routine, songs, cues and simple phrases. Had difficulty with "ti" and "mi" and longer phrases or structures and would have benefited from more drilling after the radio lesson as reinforcement. Children hear Spanish daily and speak a little.

This program provides teacher guides but no support materials for children who therefore rely on aural and some visual cues for the 45 minutes of the program. This particular lesson had no group exercises to drill new structures and vocabulary.

Classroom

Blackboard, shelves, desks, chairs, rotafolio stand, 2 rotafolios, and radio provided by USAID.

Books and pencils provided by the system and the children.

Children bring objects required for the radio lessons and take the responsibility seriously.

Radio

Reception good, levels good, program started more or less on time.

Equal balance was given to males and females in the program. It was particularly striking to hear for the first time the conscientious repetition and careful reversal of "Ninas y ninos" and "maestros y maestras". Constant exposure to this singling out of each sex will impact on women teachers and young girls who are otherwise lumped together with males in daily language practice.

Effects on girls will be an increase in self-awareness and an increase in self-esteem since the public radio is singling them out whereas in their family they are subordinate to boys.

Language learning

Class had grasped "Tiene un libro"

"Si, tiene"

"Si tiene un libro grande"

Class got "Este es mi libro " on the third and last repetition.

Class could not reproduce or answer without teacher or radio help "Hay algunos libros sobre el escritorio?"

" Si hay"

" Si hay algunos libros sobre el escritorio".

Evaluators hosting the visit were an anthropologist and a guillonista. They were not receptive to the observation that the children would have been more involved, less tempted to allow the mind to wander and more successful in learning language structures if the program had called forth more group practice of structures prior to answering radio questions. Presumably this is because they were not trained or experienced teachers.

Second Visit to a Radio Class

August 7, 1992

Visit to an urban elementary school for girls only in Guatemala City. The school had three first year classes, three second grade classes, two third and fourth year classes and one fifth and one sixth grade class. Class size 28-32 in the first and second grades.

Like the rural school visited the day before, this school also had nutritional biscuits and flour drink for all children.

We listened to the first grade and second grade "La Familia de los Numeros" which taught mental arithmetic and counting skills in tens in first grade and 100's in second grade. The lesson lasted 40 mins in each case. The classroom (not children) receives empty workbooks with squared pages and a first page with model numbers for copying. The assumption in each case is that the children cannot read or write numbers and that reinforcement presumably takes place during the rest of the school day.

The class were familiar with the routine and the content. Both teachers used the time to mark other exercise books or break off to help the children when necessary.

All the children in first grade had corn seeds or beans for counting. The few indigenous girls in the class did not have school uniform, looked and behaved as if they were hungry and tired and clearly had difficulty following.

The first grade children were aged 6-7 and the second grade children 8-10. The former enjoyed the music, songs and exercise, the latter really had not been taught to participate and it may have been beneath their dignity.

The second grade girls were doing tables and division in separate exercise books in classes taught separately by the teacher. The radio class taught writing of number in spaces, counting of hundreds and addition and subtraction of tens (including carrying) direct instruction and guided writing. There was one indigenous girl in the second grade.

We discussed with our hosts the relative urgency of radio math availability in rural and metropolitan areas. They said that research had showed clear learning in rural areas and accepted the observation that in most urban areas, radio math might be superfluous except for the most disadvantaged.

We learned that Radio Math and Radio Spanish were welcomed by teachers because in contrast to the work generated by recent curriculum reform, it brought concrete support to teachers in the classroom.

Field Trip 3 to Radio BEST

August 8, 1992 Espanol Mi Segunda Lengua

The programs are being written and recorded a few weeks in advance of broadcast date. The broadcast schedule is being maintained and the production rate is two half-hour programs per day.

None of the scriptwriters is a trained or experienced teacher.

The characters of the script are being developed as time goes on.

Phil Sedlak the scriptwriter in chief has previous experience of preparing Spanish as a second language tapes for public broadcasting.

Attached is an analysis of three 45-minute tapes of "Espanol Mi Segunda Lengua"

All tapes have ten minutes at the beginning and end in Katchiquel.

General comments.

It is clear the scriptwriters and team have gone to great lengths to give equal value to males and females in each program. Achieving this has added complexity (at the production end only) to the already very complex exercise of teaching a second language aurally through radio programs alone.

The writer listened to tapes in Radio Best after witnessing Radio Espanol and Radio Matematica in the classroom in rural and urban areas. It is important to note here that for the first time in her life the writer heard women called out as a separate entity to men. The first impression is that this is bizarre and rather unnatural. The second effect is to feel addressed as a person in one's own right and not as one of the crowd or as second best after the men. Some consequences that can be expected in young girls (and possibly in young boys who are equally singled out) are: increase in self-awareness, increase in self-esteem, increase in reflection on issues of identity.

The effects on individuals and male and female groups of giving equal status and appeal to males and females in the program have/have not been detected / searched out in the evaluation with the following results in data.

The equal weight given to males and females is achieved through:

- alternating the Katchiquel introduction between male and female voices;
- always addressing and/or referring to "maestros y maestras", "ninos y ninas" or in the reverse;
- alternating between boys and girls called to stand up or stand up in front of the class to demonstrate objects or to ask questions;
- alternating the language drills and teaching exercise segments between girls' and boys' voices;
- alternating the radio teacher role (the giving of instructions or presenting new language drills) between male and female voices;
- alternating songs between male and female roles and voices.

Old habits die hard however. Inequality and stereotyping was evident in the appeal to boys and to girls in the presentation of the content as follows:

Stereotype: The male leads, the female follows

- the male voice always begins each new segment, the female voices follows e.g. Katchiquel and Spanish;

- the male voice initiates the lead-in announcement and is followed up by the womans' voice;

- the male voice initiates most new teaching points with the female voice supplementing what is said;

- the male voice initiates most new learning exercises with the female supplementing;

- in early programs the female voice rarely is found leading in to a new exercise;

It is important to address this issue in terms of giving equal importance to girl and boy students, female and male radio teachers. It is also important to recognise that there are pedagogical reasons justifying the above usages in E2L.

If we address this issue in terms of good quality radio production and guaranteeing undisturbed concentration and therefore effective learning for the students, the strategy described above is essential and justifiable. Teaching a second language and teaching it aurally depends on constant repetition of the same structures which can be reproduced by the classroom students. Teaching new material is done by varying within already known language structures. Since, for the child in the classroom, the entire lesson is in a foreign language, the child relies on the familiar voice of the radio teacher to give the cues for when to be alert to a new structure, when to be ready to repeat aloud and when something new is coming up. The learner, male or female, needs a reliable cue.

Stereotype: women don't know and men do.....women are silly men are sensible.

In the radio programs, female voices are heard mostly asking questions and male voices are heard answering the questions.

This is a product of three factors:

- one of the children's voices is difficult to reconcile with that of a boy so that despite careful alternation (in later programs) of boy and girl questions, the dialogues seem to begin with girls' questions more often than boys. This is a matter of fact in early programs though less in the later programs;

- in one set of language drills in each program a boy's voice repeats the correct answer at the end of the drill in ironic and joking form and with great confidence. This effectively reinforces the classroom learning. Unfortunately, no girls voice is given the same role and opportunity.

- in the early program the confident boy's voice answers a girl's question or corrects the class

answer in several places. There is no correspondingly confident girls' voice correcting and guiding the class listening to the programme. (This occurs less in later programs sampled).

Stereotype: men lead, males are better, men naturally dominate.

The male presence is stronger than the female presence.

The male universe is more attractively presented than the female universe.

Carpintero

Colores

Sias

Dona Juana

GID Questionnaire on Impact

1,2,3,13,14	Formal linkages and procedures in place
4,5,6,7	Specialists' perception of their potential contribution to girls' performance in general and project performance in particular
8,9,10,11,12, 18,19,20	Familiarity with issues of girls' enrollment, retention, and performance in school. Fit with project strategy and the respondents' role in the strategy
15,16,17,21	Degree of openness a proxy indicator for acceptance of GID role, GID staff and the gender issue

	Escuela Nueva	Pruebas	Mapeo (PRONEBI)	Radio Math & Spanish	Text Evaluation
A. 1. When did you last contact GID for guidance?	8/21/92	7/92	7/92 Comision de Apoyo de la Nina	6/92 Radio Initiated contact 8/92 last contact	8/11/92
2. What means of coordination? Who?	Director formal contact 5/6/92	GID originates	Director or representative by task (tasks listed)	Radio Math Coordinator or Director (Informal)	Rosa Simon (informal) verbal unplanned
13 & 14. Next planned contact	8/23-28/92 Cobán 8/28-29/92 Jutiapa Training Events	--	8/27 scheduled Comision de Apoyo de la Nifia	Nov-Dec 92 *	Unplanned ** 8/24-29/92 8/27 Comisión de Apoyo
B. 6 & 7. Specialists' perception of contribution needed for girls' education	Transform Basic Education link Girls' Ed. to work	NA	NA directly train parents & provide good services	Good quality, gender-differentiated radio teaching	Research reasons for desertion & strategies for retention
5 & 6. Specialists' perception of what GID can offer	Participation in teachers workshops. Support materials	NA -unless they offer technicians	Provide inspiration. Support Unidad de Linguistica Aplicada with practical advice & materials	As above *	We offer participation in field trips and want to do joint research

- * - Participate in design of teachers' materials and 5 training sessions
 - Scriptwriting design
 - Review scripts
 - Briefing on stereotypes & gender issues

- ** - Classroom and community observation visits
 - Planned 8/27/92 Comision de Apoyo

	Escuela Nueva	Pruebas	Mapeo (PRONEBI)	Radio Math & Radio	Text Evaluation
C. Familiarity with & fit of goals of Eduquemos la Nina & Project	Issue is simply equality of opportunity	Testing aims at parity. Perceived on an external exercise in policing with attention only to female issues	social, cultural, economic obstacles to girls' involvement in education	retention and success in school	The more girls are educated, the better is their personal & family economic situation
Sex ratio for unit staff	3 male 3 female	3 male 7 female	8 male 7 female	14 male 13 female	5 male 5 female
Target population: goal achieved	4529 4529	5-10% national pop. yearly	NA	250,000 32,500	NA
D. 15. What are controversial gender issues in your department	None	None	Practical difficulties, not controversy	None	None
17. What is missing from the project but would guarantee academic success for girls?	Reduce desertion rates	--	Research on real causes of low participation of girls in education	No one program can effectively combat such a complex problem	Define girls' education. Define exact problems & solutions.

Stereotype of girl (Interview)	Different time on task Boy & Girl	50% content & action to females	Positive image or positive role model for girls	Putting down girls	Teacher calls out girls for task	Teacher calls out boy for task	Content addresses girls'/womens' universe	Radio use of male & female voices		Materials reviewed
								F	M	
							by impli- cation, uses el maestro & el niño through- out. Can be ampli- fied with GID teachers' & classroom manual	NA	NA	1st grade Maya, Q'eqchi Teachers' Manual 1990
					Needs additional sheet on equality of attention to girls and boys in classrooms		Girls on cover as above also. Needs sheet on calling on girls & boys equally.	NA	NA	Guía Didáctica Español 1st grade 1991
		Cover: men & women, boys & girls			Needs additional sheet as above		Refers to padres, not padres & madres			Guía Didáctica Estudios Sociales 1st grade 1991
					Needs additional sheet as above					Guía Didáctica Naturaleza 1989/1991
		Mostly male pictures	Girls & women in market only no role models							Matemática 1st grade Maya Quiche 1989

VI. Technical Assistance

Walther Gándara

Technical Assistance and Transfer of Technology

Asistencia Técnica y la Transferencia de Tecnología

Walther Gándara

I. Introducción

Atento al cumplimiento del Capítulo IV - Requerimientos de Informes, estoy llevando el reporte final sobre el cumplimiento de responsabilidades asignados en los alcances de trabajo para este especialista.

II. Reporte de Actividades Cumplidas

Para interpretar el proyecto es necesario un lapso destinado a la lectura de los documentos de base: propuesta técnica, documento del proyecto, alcance de trabajo de la evaluación intermedia y documentación referida a las distintas actividades del proyecto.

Atento a los directivos emanados de la coordinación del equipo evaluador, se presenta en fecha el Plan de Trabajo a desarrollar, cumplir por parte del suscrito, como asimismo la metodología e instrumentos para la recolección de la información incluyendo cronograma de actividades.

1. Areas de Trabajo = Aspecto Descriptivo

Las mismas son:

- A. Básicamente evaluación sobre la determinación del grado de cumplimiento por parte de la asistencia técnica de los principios básicos de la organización del contrato de asistencia técnica**
- B. Evaluación de percepciones de receptores de asistencia técnica sobre las destrezas y conocimientos adquiridos por parte o efecto de la asistencia técnica brindada.**

Posteriormente le fueron asignados al suscrito otras tareas evaluativas adicionales sobre el funcionamiento de las actividades: del Componente 1, Mapeo Socio-Linguístico; del Componente 2, la actividad 5; del Componente 3, la actividad 9.

Para poder cumplir con estas cuatro áreas de actividades evaluativas el suscrito planificó su metodología de trabajo y elaboró sus cuestionario de preguntas básicas y generales correspondientes a cada actividad. Metodología e instrumentos que serviría para cumplir con los propósitos del apartado "6" del alcance de trabajo.

III. Resultados Generales de la Acción Evaluadora

Sobre el Proyecto BEST:

Apreciaciones Técnicas

El Proyecto BEST se inscribe en la definición de una propuesta de tipo de educación que tiene en cuenta la situación histórica y social, cultural y educativa para el cumplimiento de un fin concreto, coincidente con los fines e ideas educativos de Guatemala y con una visión demostrativa de gestión e interpretación de cambios de renovación en la educación básica del país. El mismo es de tal magnitud con su abanico___?? de actividades interrelacionadas, que promueve la asunción responsable de una educación con mayor eficiencia y calidad. Con una construcción participativa de los sectores involucrados buscando el desarrollo en el nivel de estados intelectuales y sociales mas elevados y justos.

En un proyecto que trata de reforzar y apuntalar a las instituciones educativas nacionales, jerarquizándolas mediante la participación de la capacidades profesionales, individuos y colectivas privadas nacionales y extranjeros tentado transferir acuedamente, modelos, conocimientos técnicos, habilidades, destrezas y tecnologías apropiadas al desarrollo educacional del país. Con ello favorecer la toma de conciencia y compromisos en al búsqueda y reafirmación de la construcción de una nueva propuesta educativa de identidad cultural nacional.

La responsabilidad de llevar adelante y al terreno de la acción pedagógica y organizacional del sistema requiere un esfuerzo interdisciplinario y la participación real de todos los sectores involucrados en la educación básica del país.

Ha partido de la definición de perfiles sobre la base de diagnósticos de las situaciones y de las necesidades reales y de metas posibles y compartidas. Toda su estructura y funcionamiento es demostrativo y se orienta básicamente al niño. Cada una de las actividades y personas que las impulsan tienen claramente definidos sus roles destacándose la particular devoción de la Dirección de Educación, de AID, de la Gerencia del Proyecto y de la asistencia técnica de la oficina local de AED de como este proyecto se instrumentó y se encuentra transitand. Constituye el objetivo principal de la evaluación que tiene el propito final de colaborar en el proceso predeterminado y aportar sugerencias si son necesarias para mejorar el mismo y/o priorizar acciones.

Cometidos Esenciales de la Consultoria

- A. Revisar todos los alcances de trabajo de la asistencia técnica para que tomen en cuenta los objetivos de capacitación y el comportamiento esperado de la actividad de asistencia técnica

Para poder realizar la actividad el especialista fijó en primer lugar los objetivos de observación:

1. Observar si se expresan objetivos de capacitación y los comportamientos esperados de la actividad de asistencia técnica.

Indicadores a Observar

- 1.1 Si se mencionan con claridad en los alcances de trabajo sus responsabilidades de prestación de asistencia técnica mediante acciones de capacitación, entrenamiento y/o transferencia de tecnologías apropiadas.
- 1.2 Si se mencionan la realización de documentos, logro de productos puntuales, que responden a necesidades del sistema y en la realización de estos trabajos hay posibilidades de transferencia de tecnología etc.
- 1.3 Dependencia de la asistencia técnica en el sistema educativo, quién responde y a qué unidad ejecutora.

Actividades

Se examinaron 90 alcances de trabajo de corto tiempo de consultoría ejecutadas o en ejecución y 7 de largo plazo.

Conclusiones

1. La redacción de los alcances de trabajo en la documentación observados muestran, pese algunas variaciones en su diseño expresado, una matriz general: transferir metodologías y tecnologías mediante acciones de capacitación, entrenamiento y instrucción.
2. De esta manera se infiere que en la mayoría de los contratos de asistencia técnica se manifiesta total adhesión al principio No. 3 de asistencia técnica en forma de capacitación y al principio No. 4 de ejecución de transferencia adaptable y se aprecian indicaciones de ejecución y adaptación dentro de la estructura del propio ministerio.
3. No obstante se producen matices y/o variaciones que se integran en los alcances donde las modalidades de transferencia, debido a las funciones a desarrollar, se mencionan como entrenamiento instruccional profesional (niveles de informática) logros de aprendizaje tecnológico y autodirigido (cso Radio) y de objetivo de fortalecimiento de la capacidad técnica del personal de las instituciones.

4. En otros casos se encomienda paralelamente o exclusivamente la ejecución de tareas - productos, resultados en respuestas a necesidades del sistema (ej. analistas de sistema). En todo caso por contacto se producirían tipos de transferencias de tecnologías.
 5. La otra valiosa conclusión es la de observar una tendencia que es muy compleja en su medición pero que realmente es una de la de mayor validez en la asistencia técnica que se refiere a una proyección más amplia de la misma orientada a lograr la institucionalización de tecnologías, metodologías, conocimientos técnicos de proyección y administrativos del sistema educativo guatemalteco, fortalecimiento técnico de sus profesionales docentes y técnicos y de sus instituciones, tratando de inducir a los especialistas y asesores en los procedimientos y procesos de permanente adecuación a las características y posibilidades nacionales y tratando que los nuevos conocimientos técnicos, estrategias y metodologías tengan aplicación y uso inmediato.
- B. Llevar a cabo entrevistas tanto con los especialistas que proporcionan la asistencia técnica, a corto o a largo plazo, para determinar su conocimiento sobre los principios de organización, su compromiso con la transferencia de tecnología a través de la capacitación y sus percepciones de las ventajas y desventajas de proveer asistencia técnica a largo y corto plazo.

Actividades

Para cumplir con este compromiso, el suscripto entrevistó a 14 especialistas de largo y corto plazo. Del contenido de las entrevistas podemos mencionar que:

1. La asistencia técnica a corto plazo genera impactos más puntuales, aunque se pierde el proceso total de las acciones. Constituyen parcelaciones de acciones y proyecciones de asistencia técnica que responden al cubrimiento de necesidades puntuales y particulares. Son en general positivas. Genera cierto dinamismo en los enfoques y modalidades de cada uno.
2. El reclutamiento de la asistencia técnica a corto plazo, tiene la posibilidad de realizar un reclutamiento más rápido. El mismo es más factible para los técnicos nacionales cuando no arriesgan sus puestos permanentes de trabajo.
3. Ofrecen un mayor dinamismo de participación de técnicos nacionales, los cuales están en mejores condiciones de realización inmediata de su trabajo por el conocimiento que se tiene de todos los condicionantes nacionales y de política educacional.

4. Es apreciable que el especialista a largo plazo necesita si es extranjero mayor tiempo para el conocimiento de la realidad nacional para estar entonces así en condiciones de adecuar sus habilidades, esquemas tecnológicos y metodologías al enfoque posibilidades nacionales.
 5. Los especialistas dicen estar compenetrados de las normas y principios de organización, principalmente en aquellos en que se hace mención al como se asumen responsabilidades de capacitación y de transferencia de tecnologías y metodologías adecuadas a las características nacionales. Para asegurar esta comprensión han recibido de la jefatura de la oficina de contratolocal instrucciones y acordado de reuniones, su participación coordinada y activa en adhesión a estos principios.
- C. Reunir grupos de beneficiarios de la asistencia técnica para determinar sus percepciones sobre las destrezas y conocimientos adquiridos por medio de la asistencia técnica así como cualquier variación que se perciba entre los especialistas locales y los asesores internacionales.

Actividades

Para ejecutar esta actividad el suscripto mantuvo 17 entrevistas con técnicos y docentes nacionales, receptores directos de asistencia técnica de distintas actividades las percepciones logradas fueron las siguientes:

1. En cuanto a nivel de transferencia de tecnologías aplicadas, habilidades y destrezas las respuestas son satisfactorias. En algunas actividades (Pruebas de Rendimiento, Radio, Mapeo) han alcanzado niveles muy buenos de aprendizajes.
 2. Se han observado actividades de capacitación para elaborar esta aseveración (Pruebas y Mapeo -observación del desarrollo de un curso de sistema operativo dictado por Ing. Asensio)
 3. La capacitación, transferencia de metodologías se efectúa con excelentes niveles de concordancia. Aparentemente hay una excelente disposición para lograr acuerdos.
 4. Hay no obstante un cierto atraso en logros de capacitación y transferencias, a excepción de actividad 11, que se encuentra a la fecha al den los procesos programados.
- D. Entrevistar a los directores de las diferentes unidades ejecutoras para determinar en función son relación a la selección del personal de la asistencia técnica y a la

programación de sus visitas.

Acciones

Se entrevistaron seis directores de unidades ejecutoras. las percepciones son que en general participan en la consulta sobre necesidades de asistencia técnica y la duración y momento oportuno de las mismas. Una mayor eleva a la oficina local, o mediante entrevistas con el jefe, un perfil del cargo, requisitos profesionales del candidato capaz de resolver y responder a las necesidades de la actividad. También exponen la posible duración de la consultoría y en algunos casos menciona posibles y adecuados aspirantes al puesto para que tanto la oficina de contratación local, como AID procedan al análisis de antecedentes. No obstante algdirector de unidad manifiesta no haber sido consultado en algunos casos.

- E. Llevar a cabo reuniones con organizaciones locales de asistencia técnica actuales, anteriores, o potenciales, para determinar sus conocimientos y opiniones sobre los principios de organizaci del contrato.

Comenzamos visitando a los principales representantes técnicos de organizaciones que de alguna manera estuvieron ligadas a la prestación de asistencia técnica al proyecto. Algunos de ellos manifestaron sus dificultades mantenidas con el proyecto motivadas básicamente por problemas presupuestales. Hemos examinado algunos antecedentes de cada una de estas instituciones y su record de acciones en áreas de la investigación, con recursos técnicos muy valiosos y prestan apoyo al MINEDUC a través también de otras organizaciones internacionales.

1. Cuáles son en esencia sus diferencias manifestadas?

- falta de comiicación clara en cuanto a las dependencias funcionales
- celo excesivo para la demostración de capacidad profesional
- trámites muy engorrosos comolimitantes para la participación
- planteos no aceptado de tomar como centro de operaciones ssu propios sedes
- escalas salariales estimadas muy por debajo del nivel de aspiraciones de los técnicos de estas organizaciones ofrecidas a la contratación
- propuestas de personal que no fueron aceptadas por no reunir las condiciones necesarias del perfil requeridas. Estos planteamientos furon formulados con total respecto y dignidad, sin que en ningmomento se percibieran síntomas de agresióno molestias.

2. Entrevistadas jercarcas de organizaciones que están actualmente prestando asistencia técnica, manifiestan conformidad por el trato y las relaciones

mantenidas manifestándose conocer los alcances de los principios y esforzándose por manifestar permanentemente su adhesión a los mismos, especialmente en los de capacitación, fortalecimiento y adecuación.

3. Todos manifiestan y aclaran que los principios a excepción de los referidos a contratación de organizaciones, son aplicables y valiosos para Guatemala, puesto que se está en presencia de un nuevo enfoque de valorización de sus recursos profesionales y de las caracterizaciones nacionales.

F. Entrevistar al personal de la oficina central, ascomo a los gerentes del contrato de asistencia técnica que se encuentren en Guatemala para determinar sus conocimientos sobre los principios que rigen el contrato y la factibilidad recibida.

1. Fue imposible cumplir totalmente en esta actividad por la ausencia del personal de oficinas centrales. No obstante para obtener una apreciación del grado de conocimiento de los principios por parte de la oficina central, hemos estudiado documentos analizando todo el proceso contractual, descripción de antecedentes de experiencia y objetivos de contratación en documentos de base como Documento de Propuesta y otros. Hemos complementado la información a través de su representante en la oficina local.

Es fácil visualizar un excelente nivel y grado de interpretación y adhesión de los responsables de la oficina central de sus subcontratistas, en los procesos de selección y decisiones de propuestas de asistencia técnica tanto extranjera como local.

Su intención ha sido de respeto a la propuesta. Algunas dificultades surgidas posteriormente por causas ajenas a sus intenciones modificaron el esquema de contrataciones.

2. Información sobre la percepción de grados, niveles y modalidades de transferencia de tecnología, conocimientos técnicos, etc. por actividades. Se efectuó una exploración directa en la mayoría de las actividades y en otras recogiendo informaciones proporcionadas por otros evaluadores.

Mapeo:

Se produjo un muy buen nivel de transferencia en el trabajo de campo realizado, básicamente en:

- capacitación en cartografía
- capacitación en procesamiento de palabras

- capacitación en manejo de base de datos
- capacitación en manejo de resúmenes y su integración en el esquema de trabajo
- capacitación a lingüistas descriptivos ?????

No obstante se observa cierto atraso en aspectos de capacitación (el programa lleva aun retras de ocho meses pese a la extensión de nueve meses) y se encuentra en el área de capacitación de su equipo permanente en 85% de las metas previstas para los lingüistas. Se estima que para octubre se estaría arribando al 100% programado.

Impacto:

Se espera que sus productos y a la acción de los profesionales capacitados pueda servir de base de referencia y aplicación en las actividades números 2, 2, 4, 5, 7, 8 y 9 del Proyecto BEST y a otras dependencias del MINEDUC. Asimismo organizaciones privadas como: la /universidad San Carlos, Francisco Marroquin, Centro de Investigaciones Regional de Mesoamérica, la Academia de Lenguas Mayas de Guatemala y la Universidad están solicitando colaboración y resultados de sus estudios.

Problemas y Dificultades:

- dificultades en al selección de personal técnico
- demora en la designación de contrapartes
- falta de aclaraciones en los mecanismos de contratación se perdieron algunos recursos técnicos, con dificultades luego para su contratación
- problemas de implementación en su ??? en el MINEDUC (PRONEBI)
- dificultades para ejecutar operaciones de campo en demora en la asignación de viáticos etc.
- dificultades en disponibilidad de espacios de trabajo

Aspiraciones a Institucionalización:

Transformarse en una unidad suplementaria de apoyo dentro de PRONEBI para ejercer efecto multiplicador y de sostén y consulta dentro y fuera de PRONEBI.

Textos:

No se registra una acción notoria de transferencia. Hubieron algunos procesos de transferencia en revisión de textos que quedaron inconclusas, por tal motivo limitado en la capacitación. Cuento con asistencia técnica local, quién está procesando transferencia en al unidad de currículo de PRONEBI. Se estima que se está en un 50% de lo previsto.

Problemas Identificados:

En la conceptualización de educación bilingüe, no hay entera concordancia. No hay concordancia de que sea conveniente que através de la lengua materna tengan acceso al aprendizaje del español.

Se percibe que no hay acuerdo a nivle de currículo bilingüe.

Sugerencia:

Que se convoque a una reunión de intercomunicación de reflexión y acuerdo, con una alternativa al'ta de análisis y discusión.

Revista:

Solo me percibieron instancias de transferencia de tecnologmuy leves al personal (no permanente). Si hubo producto (2 ejemplares) que tuvieron relativo éxito. Actualmente el director (técnico nacional) se encuentra rediseñando la estructura y contenido de la misma. De conformar las expectativas del magisterio, como mensaje de prácticas escolares provocará fortalecimiento institucional. Se procesa su institucionalización y buscan recursos permanentes.

Supervisión:

Sólo ha tenido la asistencia técnica dos instancias para procesar transferencia de metodología y técnicas de supervisión puesto que la ??? de los supervisores es muy reciente. Fueron dos talleres donde se comenzó directamente el trabajo con los supervisores. Propósitos de transferencia del especialista esperando lograr el 100% en trabajo de campo. Sus planes en cuanto a capacitación constituyen en muy rico contenidos que están de acuerdo con esquemas actualizados de supervisión y que logicamente deberpasar por procesos de adecuaci a los enfoques que emanan de la DGEE. Registra alto potencial de institucionalización (es la

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única actividad nacional) y considerada esencial para el alcance de las metas del proyecto.

Problemas detectadas:

Convergencia de dos enfoques de supervisión. Uno que emana de la DGEE con fuerte carga administrativa. Otro concebido por la asistencia técnica, en una línea de supervisión en primaria técnica y asistencial.

Sugerencias:

Ver posibilidades de hacer funcionar una escuela de formación y capacitación permanente, o programas de formación de Directores y Supervisores escolares.

Extensión del programa para poder culminar con los procesos de organización y capacitación de la supervisión.

Establecer un sistema de evaluación de la tarea del supervisor. para observar el sistema de funcionamiento de una supervisión técnica y del sistema de evaluación del cuerpo supervisor ser interesante una pasar de algunos niveles de supervisión en Uruguay por cinco días hábiles.

Radio Interactiva:

Se registra un 100% de capacitación de técnicos nacionales no dependientes del MINEDUC. Funciona fuera del MINEDUC, quien no ha designado personal permanente para recibir la capacitación que está actividad y sus especialista podrían brindar. Significa una actividad suplementaria con poco potencial de institucionalización por ahora. No existe transferencia de tecnología las unidades del Ministerio.

Nueva Escuela Unitaria:

Se trata de una actividad esencial para el alcance de las metas del proyecto. Por ahora constituye un área experimental piloto administrada por AED pero inmersa desde el principio en la Dirección Regional donde ha asentado sus bases de operaciones pese al corto período de permanencia en el país del especialista que brinda la asistencia técnica se ha podido apreciar una corriente permanente de transferencia de metodología, estrategias, etc. llevan ser seminarios de capacitación realizados. Participa en al experiencia na organización privada PRODI con gran actividad en

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transferencia de metodología de metodología a los maestros de los dos áreas de actividad: Jutiapa y Cobán. Se registra un 100% de capacitación y transferencia.

Problemas:

Falta asignar la sub-dirección para la región de Jutiapa.

Falta designar la contraparte del especialista en Escuela Nueva.

Sugerencias:

Designar, para afianzarlos procesos de institucionalización, como contraparte del especialista a los jefes de orientación pedagógica en los dos regiones.

Estadística Educativa:

100% de transferencia técnica.

Pruebas de Rendimiento Escolar:

100% de capacitación y transferencia técnica.

Centro de Cómputo:

Excelente nivel de capacitación. 100% de transferencia técnica.

Programa de la Niña:

Recién organizándose con fuerte penetrabilidad en el logro de cambios de actividades y con algunas acciones de capacitación.

3. La Oficina Local del Contratista

El suscrito, para el cumplimiento de labor evaluativa, y debido a lo puntual y específico de mi labor, asistencia técnica, tuvo como contraparte al jefe de la oficina local de AED. Cabe mencionar el total e irrestricto apoyo brindado para poder cumplir con nuestra misión.

Aportó documentación y la orientación necesaria y reuerida.

Por otra parte fue nuestro interés también dirigido a ver el funcionamiento de dicha oficina y de su jefe en todo lo atiente a los procesos de prestación de asistencia técnica. Con sorpresa y satisfacción nos encontramos con una jeatura de alto nivel profesional, técnico, con dotes y cualidades favorables para las relaciones humanas, para el control, la coordinación, la orientación y la búsqueda permanente de las mejores soluciones para elproyecto y básicamente para los niños del país, objetivo principal de sus propósitos y de la institución princiante del proyecto.

Esto hace que el funcionamiento de la asistencia técnica, con sus naturales matices de expresión, tenga en la Dirección y Jefatura de la asistencia técnica, tenga un apoyo irrestricto y una adhesión permanente a todos los principios de la organización del contrato.

Su tarea se evidencia en el marco ???? de su función de coordinación, seguimiento, organización y provisión de asistencia técnica. Tiempo admirablemente administrado, que también transfiere tecnología y es demostrativo como ejemplo, cumpliendo y haciendo cumplir las directivas que se acordaron de la asistencia técnica.

5. Recomendaciones Generales

- A. Resultado de aplicación de pruebas de rendimiento realizar un adecuado uso de la información, para evitar otras interpretaciones que puedan perjudicar o limitar las acciones futuros delproyecto y del MINEDUC.
- B. Apoyar la experiencia de la Nueva Escuela Unitaria, por ser uno de las estrategias más positivas de llegada al aula con beneficios de mejoramiento de la calidad de la educación.
- C. Considerar a la supervisión técnica como el eje vertebral, básico de la acción de desarrollo, ejecución y evaluación del currículo en sus acciones de alcance de metas de mejoramiento cualitativo de la educación básica.

**PLAN DE TRABAJO
ESPECIALISTA EN TRANSFERENCIA DE TECNOLOGIA
EVALUACION INTERMEDIA
PROYECTO BEST**

CONTENIDO

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 - b) **Relación de este proceso en Proyecto BEST**
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 - 1. **Finalidades básicas -adhesión a principios de organización**
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PLAN DE TRABAJO

I. INTRODUCCION

Atento al contenido del marco referencial del contrato Primario: 520-0374-C-00-2221-00 y de los alcances y descripción de trabajo del contrato interno con Creative Associates International, Inc. #562 del 20 de julio de 1992, el suscripto consultor responsable en evaluación de transferencia de tecnología, integrado al equipo de evaluación intermedia del Proyecto de Fortalecimiento de la Educación Básica, presenta el siguiente plan de trabajo de evaluación (IV - Reporting Requirements - A. Evaluation Plan) a desarrollar durante el período correspondido entre el 1 y 27 de agosto en Guatemala.

1. Precisiones Previas

Transferencia de Tecnología:

- a) **Valor conceptual:** Se entiende como proceso y como producto, enfatizando en el proceso por el cual se comprende, capacita y usa nuevos instrumentos y procedimientos de la tecnología y metodología, capacita en técnicas - se implementan y prueban nuevos equipos, para el mejoramiento de la educación. Mejora a la educación en lo que se refiere a la naturaleza de sus procedimientos y del personal participante, tanto dador como recipiente, y a la relación de la sociedad a la que se sirve y a la pertinencia de los cambios en función de ella. Ofrece mejoras en la eficiencia y calidad de la educación.
- b) **Relación de Aplicación de este Proceso en el Proyecto BEST:** El impacto esperado del proyecto (pg. 8, Mid-Term Evaluation) se basa o fundamenta entre otros en la aplicación de transferencia de tecnología para el alcance de metas de reducción de tasas de repetición, de deserción y ampliación de cobertura y permanencia del alumno en el sistema.

Asimismo el proceso de transferencia apoya el logro de desarrollo de sistemas de información para medir logros estudiantiles para llevar a cabo investigaciones relacionadas con políticas educacionales y para supervisar progresos alcanzados en la ejecución del proyecto y en terminos de mejoramiento de niveles de satisfacción social. El Proyecto BEST fue diseñado para mejorar la calidad, eficiencia, cobertura y administración de los servicios de educación primaria en Guatemala. El propósito: de evaluar el progreso alcanzado en el logro de las metas a la mitad del período de ejecución. Contiene seis objetivos básicos. El sexto se refiere a:

6. Determinar la viabilidad de los principios de organización del contrato de asistencia técnica y el grado al cual los principios han promovido eficiente y efectiva ejecución del proyecto y cuando sea necesario hacer recomendaciones para modificaciones en la ejecución de los principios.

Este objetivo genera toda la actividad de evaluación de niveles de alcances de metas de la asistencia técnica en el proceso de transferencia de tecnología.

- c) **Guías para la Evaluación:** Dentro de las seis áreas importantes que se derivan de los objetivos de la evaluación se incluye en el área 6: Principios de Organización del Contrato de Asistencia Técnica.

Al analizar la situación institucional y de recursos humanos del sector educativo de Guatemala, surgieron necesidades de asistencia técnica, lo cual venía a requerir la implementación de en plan

innovador de asistencia técnica que se apoyara en la colaboración de especialistas y técnicos locales e internacionales. Este plan pondría énfasis en la transferencia de habilidades, destrezas y conocimientos a la contraparte nacional. Esta asistencia técnica debería de ser proporcionada por medio de la contratación de una institución que se rigiera por siete principios de organización.

1. Enfatizar la utilización de asesores y entidades locales guatemaltecas.
2. Enfoque de la situación técnica a corto plazo en contra de largo plazo.
3. Asistencia técnica en forma de capacitación.
4. Ejecución adaptable.
5. Fortalecimiento de las instituciones existentes.
6. Provisión de servicios de apoyo a las instituciones públicas educativas guatemaltecas por parte de organizaciones locales del sector privado.
7. Ejecución y asistencia técnica descentralizada.

II. PLAN DE TRABAJO

La proyección del hacer de nuestro trabajo evaluativo tiene dos fundamentos que le guían.

- o El que emana o surge del contenido de las preguntas específicas del área a evaluar que requieren ser contestadas.
- o Las respuestas a requerimiento del alcance de trabajo del suscrito para evaluar la transferencia de tecnología.

1. Finalidades básicas - Adhesión a los principios de organización:

Preguntas Específicas a Ser Contestadas

1. Son aún válidas las suposiciones hechos al establecer los principios de organización?
2. Han sido seguidos los principios de organización en forma activa y efectiva por parte de la asistencia técnica contratada?
3. Ha tenido éxito la asistencia técnica?
4. Cómo han sido manejados los principios de organización por parte del contratista principal y del subcontratista cuando contratan y asignan personal?
5. Qué papel ha jugado la oficina y cómo ha involucrado la oficina de asistencia técnica a asesores técnicos locales y entidades guatemaltecas en la provisión de la asistencia técnica?
6. Existen pruebas a la fecha de que como resultado de la asistencia técnica se hayan fortalecido las instituciones locales?
7. En que grado ha contribuido la asistencia técnica a alcanzar a la fecha propósitos y metas del proyecto?

8. A qué grado han ayudado el Ministerio y la A.I.D. para que la institución contratada siga los principios válidos de organización?

2. Alcance de Trabajo

El suscrito asume la responsabilidad de determinar el grado al cual el contratista de la asistencia técnica está cumpliendo con los principios de la organización del contrato y lo adecuado de estos principios para cumplir con las múltiples necesidades de asistencia técnica que tiene el Proyecto Fortalecimiento de la Educación Básica. Mi principal responsabilidad está indicada en la Sección 6: Principios de organización del contratista de asistencia técnica.

- A. Revisar todos los alcances de trabajo de la asistencia técnica para que tomen en cuenta los objetivos de capacitación y el comportamiento esperado de la actividad de asistencia técnica.
- B. Llevar a cabo entrevistas tanto con los especialistas que proporcionan la asistencia técnica a corto como a largo plazo para determinar su conocimiento sobre los principios de organización, su compromiso con la transferencia técnica a través de la capacitación y sus percepciones de las ventajas y desventajas de proveer asistencia técnica a largo o corto plazo.
- C. Reunir grupos de beneficiarios de asistencia técnica para determinar sus percepciones sobre las destrezas y conocimientos adquiridos por medio de la asistencia técnica, así como cualquier variación que se perciba entre los especialistas locales y asesores internacionales.
- D. Entrevistar a los directores de los diferentes unidades ejecutoras para determinar su función con relación a la selección del personal de la asistencia técnica y a la programación de sus visitas.
- E. Llevar a cabo reuniones con organizaciones locales de asistencia técnica actuales, anteriores o potenciales para determinar sus conocimientos y opiniones sobre los principios de organización del contrato de asistencia técnica.
- F. Entrevistar al personal de la oficina central así como a los gerentes del contrato de la asistencia técnica que se encuentran en Guatemala para determinar sus conocimientos sobre los principios que rigen el contrato y la factibilidad percibida.

3. Apertura a la Programación

3.1 Objetivos Generales

- 3.1.1 Evaluar en qué grado la institución contratante de asistencia técnica se rigió por los siete principios de organización y la validez actual de los mismos.
- 3.1.2 Comprobar en qué medida se opera la transferencia de tecnología, conocimientos, habilidades, destrezas técnicas a los técnicos y docentes nacionales y cómo son utilizados.
- 3.1.3 Visualizar puntos críticos en el desarrollo de la asistencia técnica y sugerir algunas medidas para la consideración de solución.

3.2 Objetivos Específicos

- 3.2.1 Observar resultados de la asistencia técnica contratada, en cuanto a niveles de transferencia de tecnología especialmente procesadas mediante capacitación.

- 3.2.2 Verificar si los especialistas de largo o corto plazo conocen los principios organizativos de la asistencia técnica y cuales son sus apreciaciones sobre su trabajo, mencionando dificultades encontradas.
- 3.2.3 Obtener opiniones y percepciones de los receptores de asistencia técnica sobre la comprensión, destrezas técnicas y conocimientos recibidos. Su usabilidad, aplicabilidad y pertinencia.
- 3.2.4 Recoger información de parte de Directores de Unidades Ejecutores para determinar su actuación en relación a la selección de la asistencia técnica y a la programación en el tiempo de sus visitas.
- 3.2.5 Mantener contactos con organizaciones locales de asistencia técnica anteriores, actuales o potenciales para comprobar niveles de conocimiento sobre el proyecto y los principios de organización del mismo.
- 3.2.6 Determinar niveles de los principios que rigen la contratación, con el personal de oficina central y gerentes y las posibilidades que ha percibido sobre su regulación.

3.3 Actividades

El suscripto seguirá para el alcance de estos objetivos el siguiente esquema instrumental y metodológico.

3.3.1 Técnicas y metodología

Técnicas de recopilación de información para evaluar adhesión a los principios de organización y de transferencia de tecnología	a) Estudio de Documentos	<ul style="list-style-type: none"> o informes e avances o alcances de trabajo o evaluaciones o otros
	b) Entrevistas parcialmente estructuradas	<ul style="list-style-type: none"> o Niveles Jerarquía o superior o medio o inferior
	c) Observaciones Directas	<ul style="list-style-type: none"> o Forma de Preguntas o directas o indirectas o comprobatorias
	d) Entrevistas Grupales	<ul style="list-style-type: none"> o Con Receptores por actividad o validez de la A.T. o usabilidad o aplicabilidad o problemas o niveles de satisfacción

3.3.2 Etapas del Proceso

- A. Determinación de la información de acuerdo a los objetivos, que debe ser recogida, agrupada por componente y actividades y por niveles de participación.

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1. Contratante de Asistencia Técnica
2. Especialista de Asistencia Técnica
3. Jerarquías del Ministerio de Educación
4. Receptores de Asistencia Técnica
5. Instituciones Privadas

Las etapas del proceso incluyen:

- o preparación de instrumentos (agregados al anexo del plan)
- o criterios de apreciación (tablas testigos)
- o análisis y consideración de posibles puntos críticos

B. Ordenación de las Preguntas - Secuencia por niveles de generalidad y profundidad

- o esenciales
- o extraordinarias
- o equivalentes - comprobatorias

C. Determinación de Procedimientos para recoger la información

- o cuadros y tablas de ordenación de la información
- o través de otros miembros del equipo
- o entrevistas directas
- o juicios, comentarios subjetivos de receptores

D. Formato Final de Conclusiones

- o relato de problemas - puntos críticos
- o sugerencias técnicas referidos a la asistencia técnica y a metodologías alternativas

Formato de Presentación de Resultados Finales

	Uso de asesores locales	AT de corto plazo	AT como capacitación	Ejecución flexible	Fortalecer instituc. existentes	Uso de entidades de sec. privado	ejecución descentralizado
Concepto							
Viabilidad							
Ejecución							
Practicidad en su aplicación							
Dificultades y problemas							

Lista de Personal Técnico a Entrevistar

1. Demetrio Martínez Jefe de Equipo, AED
2. Oscar Mogollon Escuela Nueva
3. César Jaramillo Supervisión
4. Evelyn de Segura Coordinador
5. Bayardo Mejía
Rosa Símon
José López y López PRONEBI
6. Narciso Cojtí
Richardo Choy Mapeo
7. David Edgerton Radio
8. Bob Martínez Pruebas de Rendimiento
9. Otto Gilbert Universidad del Valle
10. Guillermina Herrera Universidad Rafael
11. Roberto Moreno ASIES

III. Redacción de Informes

Ordenamiento de información

Conclusiones

Recomendaciones

Plan de Trabajo Metodología

Diseño de la evaluación: Objetivo #6 de Alcance de Trabajo de la Evaluación Intermedia

1. Técnica a) Entrevistas

Finalidad:

Obtener respuestas a preguntas básicas - Objetivo 6 Alcance de Trabajo sobre fidelidad a los principios de organización

Actividades:

Preparación de instrumentos
-confección de tablas de organización de las respuestas
-diseño y conclusión: cuadro final

b) Análisis de Documentos: Alcances de trabajo de la asistencia técnica

Objetivo:

- o comprobar mandatos de transferencia y entrenamiento en capacitación por parte de la asistencia técnica
- o observar la línea de dependencia de la asistencia técnica en la jerarquía de integración institucional
- o determinar tipos de funciones a cumplir por la asistencia técnica

c) Observación de Resultados de la Asistencia Técnica:

- o Fuente Directa: Entrevistas, documentos, observaciones
- o Fuente Indirecta: Observaciones de Otros Evaluadores

Propósitos: Obervar

- o ¿Qué se ha hecho?
- o ¿Qué no se ha podido hacer?
- o ¿Por qué?
- o ¿Con lo que falta de la asistencia técnica se podrán alcanzar las metas previstas?
- o ¿Qué hará falta para alcanzarlas?

2. Informe Resumido de Conclusiones que Incluyen:
(Formato de Conclusiones
Ver Plan de Trabajo)

- Relato de:**
1. Problemas y Puntos Críticos Encontrados
 2. Sugerencias Técnicas Relacionadas con Asistencia Técnica y Metodologías Alternativas

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INSTRUMENTO DE RECOLECCION
DE INFORMACION SOBRE
VIGENCIA DE LOS PRINCIPIOS DE ORGANIZACION

Para Objetivo No. 6

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CREATIVE ASSOCIATES INC.

■ Evaluación Intermedia - Proyecto BEST - Transferencia de Tecnología

■ Entrevistador: Walther Gándara: Especialista en Transferencia de Tecnología

■ Entrevistado: No. / / Comp. / / Activ. / / Gral. / /

■ Fecha: _____ Lugar: _____

■ Marco de Referencia : Objetivo 6 - Alcance de la Evaluación

Propósito: Determinar el grado al cual el contratista de la Asistencia Técnica está cumpliendo con los principios de organización del contrato, lo adecuado de estos principios para cumplir con las múltiples necesidades de asistencia técnica que tiene el proyecto BEST.

I. Preguntas Específicas para ser Contestadas por la Evaluación

1. Son aún válidas las suposiciones hechas al establecer los principios de organización?

Principios																				
1			2			3			4			5			6			7		
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

Codificación: 1 - no
 2 - medianamente válida
 3 - sí

Razones o causas de dificultades para su validez

1 _____
 2 _____
 3 _____

2. Han sido seguidos los principios de organización en forma activa y efectiva por parte de la asistencia técnica contratada?

1			2			3			4			5			6			7		
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

Criterios de Apreciación:

- = en un 50%
- = en un 75%
- = en un 100%

3. Ha tenido éxito la asistencia técnica para transferir habilidades y destrezas?

Qué opina usted? Nulo o no opina 1 ___
 Poco éxito 2 ___
 Regular 3 ___
 Bueno 4 ___
 Excelente 5 ___

4. Como han sido manejados los principios de organización de las oficinas centrales del contratista principal y del sub-contratista cuando contratan o asignan personal? Expresar en grados de cumplimiento y adhesión (%) a los principios de la organización del contrato.

Principios	Cumplimiento		
1	1	2	3
2	1	2	3
3	1	2	3
4	1	2	3
5	1	2	3
6	1	2	3
7	1	2	3

Criterio de Apreciación del Cumplimiento y Adhesión

- 1 - en un 50%
- 2 - en un 75% (indicador de algunas dificultades para el cumplimiento total)
- 3 - en un 100% (indicador de respeto absoluto y fiel a los principios)

5. Qué papel ha jugado la oficina y cómo la oficina de asistencia técnica en Guatemala ha involucrado asesores técnicos locales y entidades guatemaltecas en la provisión de la asistencia técnica?

- Cuáles han sido los criterios rectores que orientaron la selección y/o elección de asesores técnicos locales y de organizaciones privadas guatemaltecas? Expresar por lo menos tres:

1. _____
2. _____
3. _____

6. Existen pruebas a la fecha de que como resultados de la asistencia técnica se hayan fortalecido las instituciones locales?

Qué niveles de fortalecimiento de las instituciones en una graduación de 1 a 3 (máximo) percibe usted por actividad a esta altura del desarrollo del proyecto BEST, se está logrando como consecuencia de la acción de la asistencia técnica?

Actividades														
1			2						4			5		
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

						8			9			10		
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

11			12			13								
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

Codificación

- 1 - Poca o nula visión de fortalecimiento
- 2 - Medianamente exitosa - se están produciendo cambios, enriquecimiento y dinamismo en la acción y fortalecimiento en la institución
- 3 - Exitosa la asistencia técnica; permitió alcanzar metas - acción renovadora y cambios que fortalecen la institución

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7. A qué grado ha contribuido la asistencia técnica a alcanzar a la fecha los propositos y metas del proyecto?

Grados				
1	2	3	4	5

Bajo Alto

- 1 - Escaso alcance de los propósitos y metas
- 2 - Regular y lento alcance de propósitos y metas
- 3 - Buen nivel de metas y propósitos
- 4 - Muy buen nivel de trabajo de la asistencia técnica y buen grado de alcances de metas y propósitos
- 5 - Excelente grado de alcance de propósitos y metas con excelente proyección de la asistencia técnica

8. A qué grado han ayudado el Ministerio y la AID para que la institución contratada siga los principios válidos de organización?

- En qué grado indicaría el apoyo del Ministerio y de la AID en asuntos como se indican:

Disposiciones Medidas Resoluciones	MINEDUC			AID		
	Grados			Grados		
	1	2	3	1	2	3
Adopción de medidas adecuadas de ejecución						
Institucionalización de metodologías, tecnologías -conoc. tecn. (adaptadas y utilizadas aportadas por la AT						
Otorgamiento de la facilidad para la capacitación y entrenamiento						
Acciones de seguimiento - control, supervisión y evaluación						
Prestación de apoyo a la integración de la AT en las instituciones						
Otros - mencionar						

**TABLAS DE ORGANIZACION
DE LAS RESPUESTAS
Y
CODIFICACION**

**Objetivo No. 6
Principios de la Organización del Contrato**

Integración de la Información

Tablas de Organización de las Respuestas y de Codificación

Los principios de organización del contrato de la asistencia técnica han sido en general respetados y constituyeron normas rectoras para la contratación de asistencia.

Pregunta 1

Validez y Vigencia de los Principios de Organización

	Nivel de Validez de los Principios																				
	1			2			3			4			5			6			7		
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
1																					
2																					
3																					
4																					

Codificación 1 - no
 2 - medianamente válido
 3 - sí

Entrevistado 1 - Contratista A.T.
 2 - Especialista de A.T.
 3 - Organizaciones privadas
 4 - Dirección de Unidad Ejecutora
 5 - Receptores de AT

Pregunta 2

Han sido seguidos los principios de organización en forma activa por parte de la asistencia técnica contratada?

Prin- cipio	Oficina del Contratista				Asistencia Técnica Local				Asist. Técnica Extranjera				Asist. Técnica de Entidades Privada				Unidad Ejecutora de MINEDUC			
	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4
1																				
2																				
3																				
4																				
5																				
6																				
7																				

Codificación 1 - en un 25%
 2 - en un 50%
 3 - en un 75%
 4 - en un 100%

Resultados finales expresados por gráfica de barras

Pregunta 3

Ha tenido éxito la Asistencia Técnica para transferir habilidades y conocimientos?

Juicio de Apreciación	Oficina Contratista de AT	Asesores de AT	Entidad Privada dando AT	Receptor Nacional
1				
2				
3				
4				
5				

Criterios de apreciación 1 - Nulo
2 - Poco éxito
3 - Regular
4 - Bueno
5 - Excelente

Resultados finales expresados por promedios de entrevistados en categorías

Pregunta 4

Cómo han sido manejados los principios de organización por parte de las oficinas centrales del contratista principal y sub-contratista cuando contratan o asignan personal?

Prin- cipio	AED			Juárez			DataPro			MINED Gerencia			AID		
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3
1															
2															
3															
4															
5															
6															
7															

Criterios de Apreciación

1 - 50%

2 - 75% Algunas dificultades para aplicación total

3 - 100% Respeto absoluto y fiel

Resultados finales expresados en gráfica de barras por informante, principios e indicadores

Alcances de Trabajo de Contratos

Principios																				
1			2			3			4			5			6			7		
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

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Pregunta 5

Qué papel ha jugado la oficina y cómo la oficina de asistencia técnica en Guatemala ha involucrado asesores técnicos locales y entidades guatemaltecas en la provisión de asistencia técnica?

Codificación - Criterios Rectores**1 Incorrectos**

- por recomendaciones del MINEDUC (jerarcas, directores de unidades)
- por sugerencias de personalidades nacionales
- por orden de aspiraciones
- otros

2 Correctos

- se clarificaron las necesidades de AT del Proyecto BEST y su tiempo y calidad
- llamado a aspiraciones para presentación de propuestas de AT sujetos a principios de organización y al interés del Proyecto BEST
- manifestaron y probaron tener experiencia en proyectos de desarrollo y en la provisión de AT perfectamente avalada y con referencias de actuación
- negociaciones directas con las instituciones preseleccionadas luego de su jerarquización - seriedad y disponibilidad de recursos
- aptitudes demostradas por los candidatos a AT para impartir la capacitación
- de acuerdo a base de datos producido por la oficina contratista, respondiendo a perfiles determinados
- otros

Pregunta 6

Existen pruebas a la fecha de que como resultado de la asistencia técnica se hayan fortalecido las instituciones locales?

Codificación

Registro de Promedios de Información por actividad en grados de Fortalecimiento

Actividades														
1			2			3			4			5		
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

6			7			8			9			10		
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

11			12			13			14			15			16		
1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3

- 1 - Poca o nula visión de fortalecimiento
- 2 - Medianamente exitosa - se están produciendo cambios, enriquecimiento y dinamismo en la acción y cierto fortalecimiento en la institución
- 3 - Exitosa la AT - permitió alcanzar metas -acción renovadora en la institución

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Pregunta 7

En qué grado ha contribuido la asistencia técnica a alcanzar a la fecha los propósitos y metas del proyecto?

G r a d o	Oficina Local de Asistencia Técnica	Asesores y Especia- listas de AT	AT de Organiza- ciones Privadas	Jefes de Unidades Ejecutoras	Receptor- es de AT
1					
2					
3					
4					
5					

Resultados finales por promedios de grados de incidencia de la asistencia técnica en alcance de propósitos y metas del proyecto

- 1 - Escaso alcance de propósitos y metas
- 2 - Regular y Irnto alcance de propósitos y metas
- 3 - Buen nivel de trabajo de la AT y buen grado de alcances de metas
- 4 - Muy buen nivel de trabajo de la AT y muy buen grado de alcance de metas
- 5 - excelente grado de alcance de propósitos y metas con excelente proyección de la asistencia técnica

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Pregunta 8

A qué grado han ayudado el Ministerio y la AID para que la institución contratada siga los principios válidos de organización?

Codificación

Disposiciones, medidas, y resoluciones de apoyo

- 1 - adopción de medidas de implementación de requisitos de AT
- 2 - institucionalización de tecnologías - conocimiento de técnicas y metodologías (adaptadas, aceptadas, y utilizadas) aportadas por la AT
- 3 - otorgamiento de facilidades para la capacitación
- 4 - acciones de seguimiento, control, supervisión y evaluación
- 5 - prestación de atención en la integración de la asistencia técnica en las instituciones
- 6 - otros

Resultados finales expresados en grados de respaldo a los principios de organización por opinión de:

- Oficinas locales de AT
- Asesores de AT
- Organizaciones Privadas de AT
- Unidades Ejecutoras
- Receptores

y en relación a MOE y AID

	Oficinas Locales de AT						Asesores de AT						Org. Privadas de AT						Unidades Ejecutoras						Receptores				
	MOE			AID			MOE			AID			MOE			AID			MOE			AID			MOE			AID	
	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2	3	1	2
1																													
2																													
3																													
4																													
5																													
6																													

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RESUMEN GENERAL FINAL DE LA INFORMACION

PRINCIPIOS							
	Asesores Locales	AT a Corto Plazo	AT como Capacitación	AT Adaptada	Reforzamiento	Apoyo de Instituciones Privada	Descent. de la AT
Interrogantes							
Comprensión							
Viabilidad							
Implementable							
Dificultades de Vigencia y Implementación							

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ANNEX D

Data Tables - Indicators

Cohort Analysis of 1000 Entrants

GRADRATE : No. of grads. per 1000 entrants
 ONTIME : No. of studs. per 1000 who grad. on time
 SYGRAD : Student-years per graduate (Method 1)
 SYGRAD2 : Student-years per graduate (Method 2)
 YRSSCHL : Mean No. of years spent in school syst.

PERIOD/	GRADRATE	ONTIME	SYGRAD	SYGRAD2	YRSSCHL
1979	524	90	8.17	11.36	5.95
1980	578	91	8.32	11.23	6.49
1981	365	49	8.54	14.81	5.40
1982	599	111	8.07	10.61	6.36
1983	537	89	8.21	11.29	6.06
1984	501	96	7.98	11.34	5.68
1985	547	122	7.79	10.50	5.74
1986	574	81	8.43	11.09	6.37
1987	511	67	8.52	11.90	6.08
1988	510	70	8.46	11.94	6.08
1989	510	73	8.40	11.90	6.07
1990	535	90	8.17	11.31	6.05
1991	538	92	8.14	11.23	6.04
1992	541	94	8.12	11.15	6.04
1993	544	96	8.09	11.08	6.03
1994	547	98	8.07	11.00	6.02
1995	550	101	8.04	10.93	6.01
1996	553	103	8.01	10.86	6.01
1997	556	105	7.98	10.79	6.00
1998	559	108	7.96	10.72	5.99
1999	562	110	7.94	10.65	5.99
2000	565	113	7.91	10.58	5.98

Actual (1979-1990) and Projected (1991-2000) Repetition Rates

Year	First	Second	Third	Fourth	Fifth
1979	0.472	0.298	0.292	0.185	0.138
1980	0.497	0.306	0.296	0.193	0.147
1981	0.501	0.356	0.301	0.243	0.151
1982	0.464	0.294	0.274	0.174	0.122
1983	0.464	0.315	0.293	0.203	0.141
1984	0.423	0.295	0.271	0.202	0.133
1985	0.426	0.255	0.242	0.166	0.111
1986	0.455	0.332	0.316	0.263	0.179
1987	0.458	0.346	0.323	0.273	0.195
1988	0.473	0.337	0.295	0.250	0.199
1989	0.472	0.321	0.289	0.248	0.191
1990	0.440	0.304	0.266	0.231	0.183
1991	0.436	0.303	0.265	0.228	0.179
1992	0.432	0.303	0.263	0.225	0.176
1993	0.428	0.302	0.261	0.222	0.173
1994	0.424	0.302	0.260	0.219	0.170
1995	0.420	0.302	0.258	0.215	0.166
1996	0.416	0.301	0.256	0.212	0.163
1997	0.412	0.301	0.255	0.209	0.160
1998	0.408	0.301	0.253	0.206	0.157
1999	0.404	0.300	0.252	0.203	0.153
2000	0.400	0.300	0.250	0.200	0.150

Projections using historically reasonable targets

	First	Second	Third	Fourth	Fifth	Sixth	TOTAL	%
Enroll90	392,111	241,206	192,829	149,843	118,536	97,845	1,192,370	100.0%
Repeat90	172,529	73,327	51,293	34,614	21,692	6,849	360,303	30.2%
Drop90	34,114	22,673	21,211	13,036	2,845	0	93,879	7.9%
Prom90	185,469	145,206	120,325	102,193	93,999	90,996	738,188	61.9%
Enroll95	448,601	301,828	235,316	182,978	144,005	115,585	1,428,313	100.0%
Repeat95	188,412	91,152	60,712	39,340	23,905	8,091	411,612	28.8%
Drop95	39,477	27,165	24,708	15,187	3,456	0	109,993	7.7%
Prom95	220,712	183,511	149,896	128,451	116,644	107,494	906,708	63.5%
Enroll96	457,244	310,854	243,265	190,666	150,341	120,126	1,472,496	100.0%
Repeat96	190,214	93,567	62,276	40,421	24,506	8,409	419,392	28.5%
Drop96	40,695	27,666	25,300	15,825	3,759	0	113,244	7.7%
Prom96	226,336	189,621	155,690	134,420	122,077	111,717	939,860	63.8%
Enroll2000	490,865	346,423	272,178	218,064	173,762	136,809	1,638,101	100.0%
Repeat2000	196,346	103,927	68,045	43,613	26,064	9,577	447,571	27.3%
Drop2000	44,178	29,446	27,218	17,445	4,344	0	122,631	7.5%
Prom2000	250,341	213,050	176,916	157,006	143,354	127,232	1,067,899	65.2%
Targets (2000)								
Repetition	0.400	0.300	0.250	0.200	0.150	0.070		
Dropout	0.090	0.085	0.100	0.080	0.025	0.000		

Transition Rates

REPEATRT : Repetition rate
 DROPRT : Dropout rate
 PROMRT : Promotion rate
 GRADE : 1

PERIOD/	REPEATRT	DROPRT	PROMRT
1979	0.472	0.103	0.425
1980	0.497	0.069	0.434
1981	0.501	0.145	0.354
1982	0.464	0.070	0.466
1983	0.464	0.096	0.440
1984	0.423	0.116	0.460
1985	0.426	0.105	0.469
1986	0.455	0.079	0.466
1987	0.458	0.107	0.436
1988	0.473	0.102	0.425
1989	0.472	0.098	0.429
1990	0.440	0.087	0.474
1991	0.436	0.087	0.477
1992	0.432	0.087	0.481
1993	0.428	0.088	0.485
1994	0.424	0.088	0.488
1995	0.420	0.088	0.492
1996	0.416	0.089	0.496
1997	0.412	0.089	0.499
1998	0.408	0.089	0.503
1999	0.404	0.090	0.506
2000	0.400	0.090	0.510

GRADE : 2

PERIOD/	REPEATRT	DROPRT	PROMRT
1979	0.298	0.115	0.587
1980	0.306	0.092	0.602
1981	0.356	0.120	0.524
1982	0.294	0.091	0.614
1983	0.315	0.106	0.579
1984	0.295	0.110	0.595
1985	0.255	0.113	0.632
1986	0.332	0.098	0.570
1987	0.346	0.095	0.559
1988	0.337	0.098	0.566
1989	0.321	0.097	0.581
1990	0.304	0.094	0.602
1991	0.303	0.093	0.603
1992	0.303	0.092	0.605
1993	0.302	0.091	0.606
1994	0.302	0.091	0.607
1995	0.302	0.090	0.609
1996	0.301	0.089	0.610
1997	0.301	0.088	0.611
1998	0.301	0.087	0.612
1999	0.300	0.086	0.614
2000	0.300	0.085	0.615

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GRADE : 3

PERIOD/	REPEATRT	DROPRT	PROMRT
1979	0.292	0.058	0.649
1980	0.296	0.058	0.646
1981	0.301	0.142	0.556
1982	0.274	0.054	0.671
1983	0.293	0.073	0.634
1984	0.271	0.092	0.636
1985	0.242	0.070	0.688
1986	0.316	0.090	0.594
1987	0.323	0.109	0.569
1988	0.295	0.101	0.604
1989	0.289	0.103	0.608
1990	0.266	0.110	0.624
1991	0.265	0.109	0.627
1992	0.263	0.108	0.629
1993	0.261	0.107	0.632
1994	0.260	0.106	0.634
1995	0.258	0.105	0.637
1996	0.256	0.104	0.640
1997	0.255	0.103	0.642
1998	0.253	0.102	0.645
1999	0.252	0.101	0.647
2000	0.250	0.100	0.650

GRADE : 4

PERIOD/	REPEATRT	DROPRT	PROMRT
1979	0.185	0.085	0.730
1980	0.193	0.086	0.721
1981	0.243	0.094	0.663
1982	0.174	0.077	0.749
1983	0.203	0.073	0.724
1984	0.202	0.076	0.722
1985	0.166	0.072	0.762
1986	0.263	0.055	0.682
1987	0.273	0.064	0.663
1988	0.250	0.077	0.673
1989	0.248	0.086	0.666
1990	0.231	0.087	0.682
1991	0.228	0.086	0.686
1992	0.225	0.085	0.690
1993	0.222	0.085	0.694
1994	0.219	0.084	0.697
1995	0.215	0.083	0.701
1996	0.212	0.083	0.705
1997	0.209	0.082	0.709
1998	0.206	0.081	0.712
1999	0.203	0.081	0.716
2000	0.200	0.080	0.720

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GRADE : 5

PERIOD/	REPEATRT	DROPRT	PROMRT
1979	0.138	0.045	0.817
1980	0.147	0.050	0.804
1981	0.151	0.078	0.771
1982	0.122	0.049	0.828
1983	0.141	0.042	0.817
1984	0.133	0.051	0.816
1985	0.111	0.042	0.847
1986	0.179	0.016	0.805
1987	0.195	0.022	0.783
1988	0.199	0.029	0.772
1989	0.191	0.027	0.782
1990	0.183	0.024	0.793
1991	0.179	0.024	0.797
1992	0.176	0.024	0.800
1993	0.173	0.024	0.803
1994	0.170	0.024	0.806
1995	0.166	0.024	0.809
1996	0.163	0.025	0.812
1997	0.160	0.025	0.816
1998	0.157	0.025	0.819
1999	0.153	0.025	0.822
2000	0.150	0.025	0.825

GRADE : 6

PERIOD/	REPEATRT	DROPRT	PROMRT
1979	0.070	0.000	0.930
1980	0.070	0.000	0.930
1981	0.070	0.000	0.930
1982	0.070	0.000	0.930
1983	0.070	0.000	0.930
1984	0.070	0.000	0.930
1985	0.070	0.000	0.930
1986	0.070	0.000	0.930
1987	0.070	0.000	0.930
1988	0.070	0.000	0.930
1989	0.070	0.000	0.930
1990	0.070	0.000	0.930
1991	0.070	0.000	0.930
1992	0.070	0.000	0.930
1993	0.070	0.000	0.930
1994	0.070	0.000	0.930
1995	0.070	0.000	0.930
1996	0.070	0.000	0.930
1997	0.070	0.000	0.930
1998	0.070	0.000	0.930
1999	0.070	0.000	0.930
2000	0.070	0.000	0.930

01 Sep 92 Table: ENROL Data File: GUAPR91T

Enrolment by Grade

ENROL : Enrollment by grade

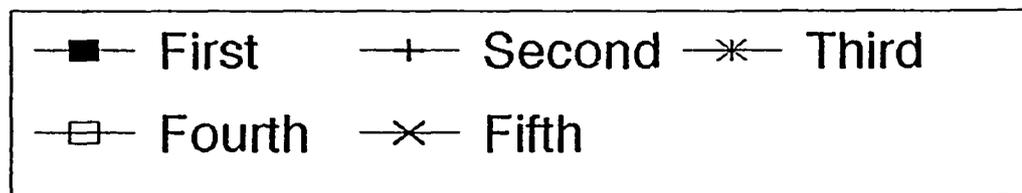
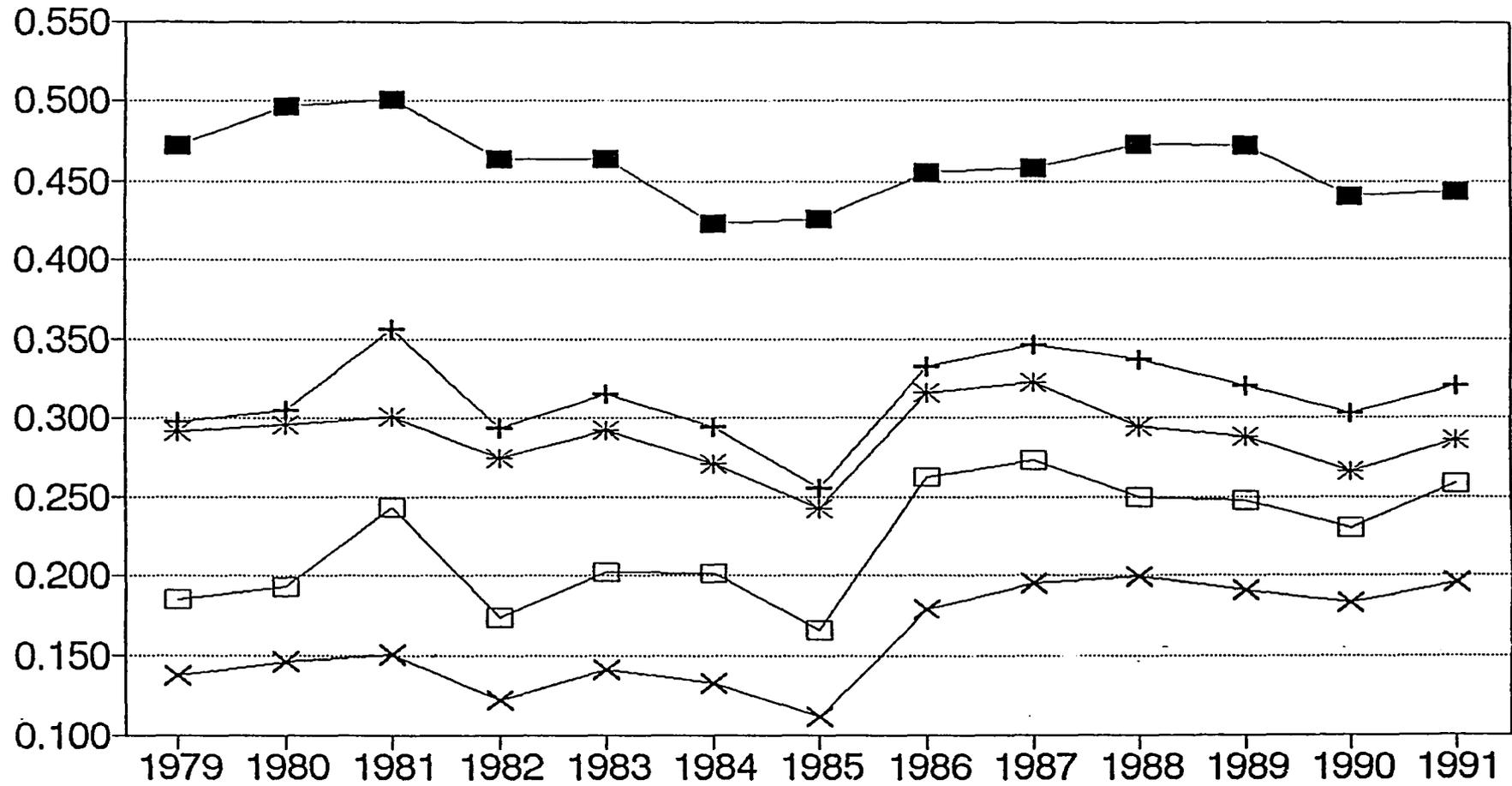
PERIOD/GRADE	1	2	3	4	5	6
1979	276712	152197	117304	86087	68751	55490
1980	290843	162963	124182	92113	72374	60929
1981	325638	176115	134881	98035	76978	63929
1982	295867	177815	133784	99064	77208	64378
1983	331230	190137	147860	107687	84259	68956
1984	341454	205600	153324	115646	89844	74097
1985	336279	217904	165173	121487	96417	79215
1986	325521	213337	177690	133760	103229	87244
1987	365175	222599	177679	140671	109776	89222
1988	374603	236177	181731	139436	114713	92193
1989	383361	238696	187284	144644	116628	95023
1990	392111	241206	192829	149843	118536	97845
1991	406135	258990	199709	156570	125704	102452
1992	416623	272412	209132	160813	129991	107303
1993	425476	282900	219735	167731	133851	111468
1994	433545	291776	228873	176009	139496	115269
1995	441213	299838	236643	183667	146420	120508
1996	448861	307510	243558	190317	153147	126918
1997	456441	315104	250011	196199	159143	133295
1998	463931	322691	256296	201619	164485	139115
1999	471325	330280	262533	206832	169399	144398
2000	478622	337869	268757	211970	174105	149327

Gross Enrolment Ratios

TOTENROL : Total Enrollment in Primary School
SCHLPOP : Population of School Age
GER : Gross enrollment ratio

PERIOD/	TOTENROL	SCHLPOP	GER
1979	756541	1106474	0.68
1980	803404	1131837	0.71
1981	875576	1173744	0.75
1982	848116	1212649	0.70
1983	930129	1251553	0.74
1984	979965	1290458	0.76
1985	1016475	1329365	0.76
1986	1040781	1371960	0.76
1987	1105122	1414553	0.78
1988	1138853	1457150	0.78
1989	1165636	1499743	0.78
1990	1192370	1542338	0.77
1991	1249560	1583693	0.79
1992	1296274	1625045	0.80
1993	1341160	1666399	0.80
1994	1384968	1707751	0.81
1995	1428289	1749106	0.82
1996	1470312	1793446	0.82
1997	1510193	1837785	0.82
1998	1548136	1882124	0.82
1999	1584766	1926463	0.82
2000	1620651	1970803	0.82

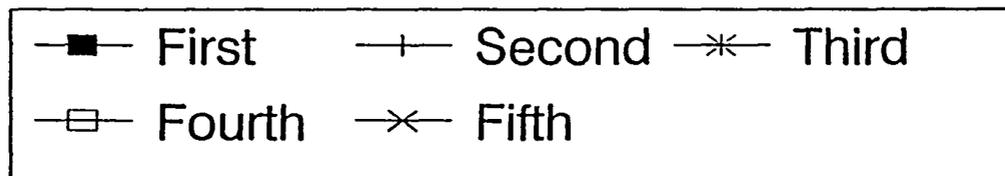
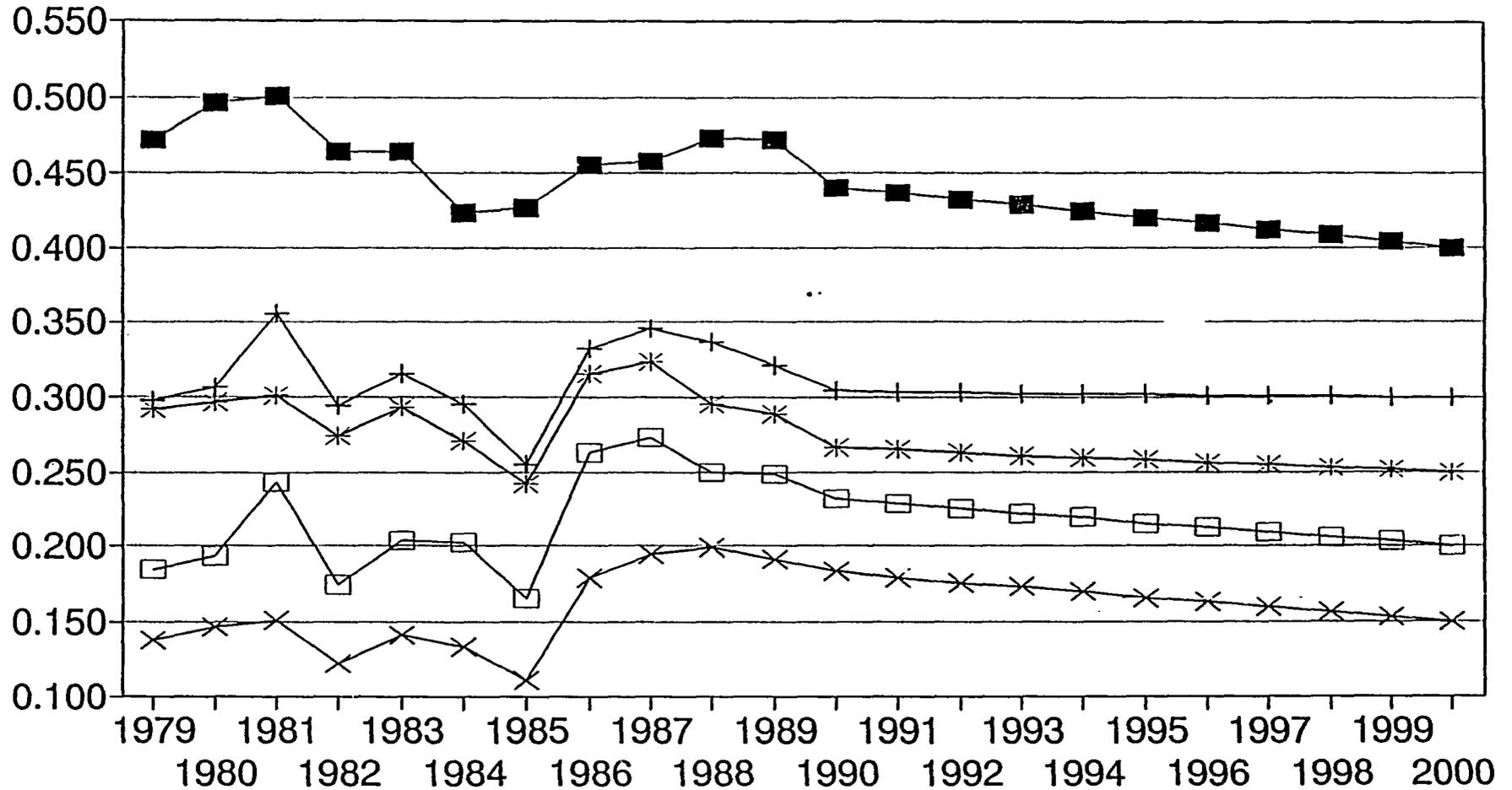
Actual Repetition Rates 1979-1991



of

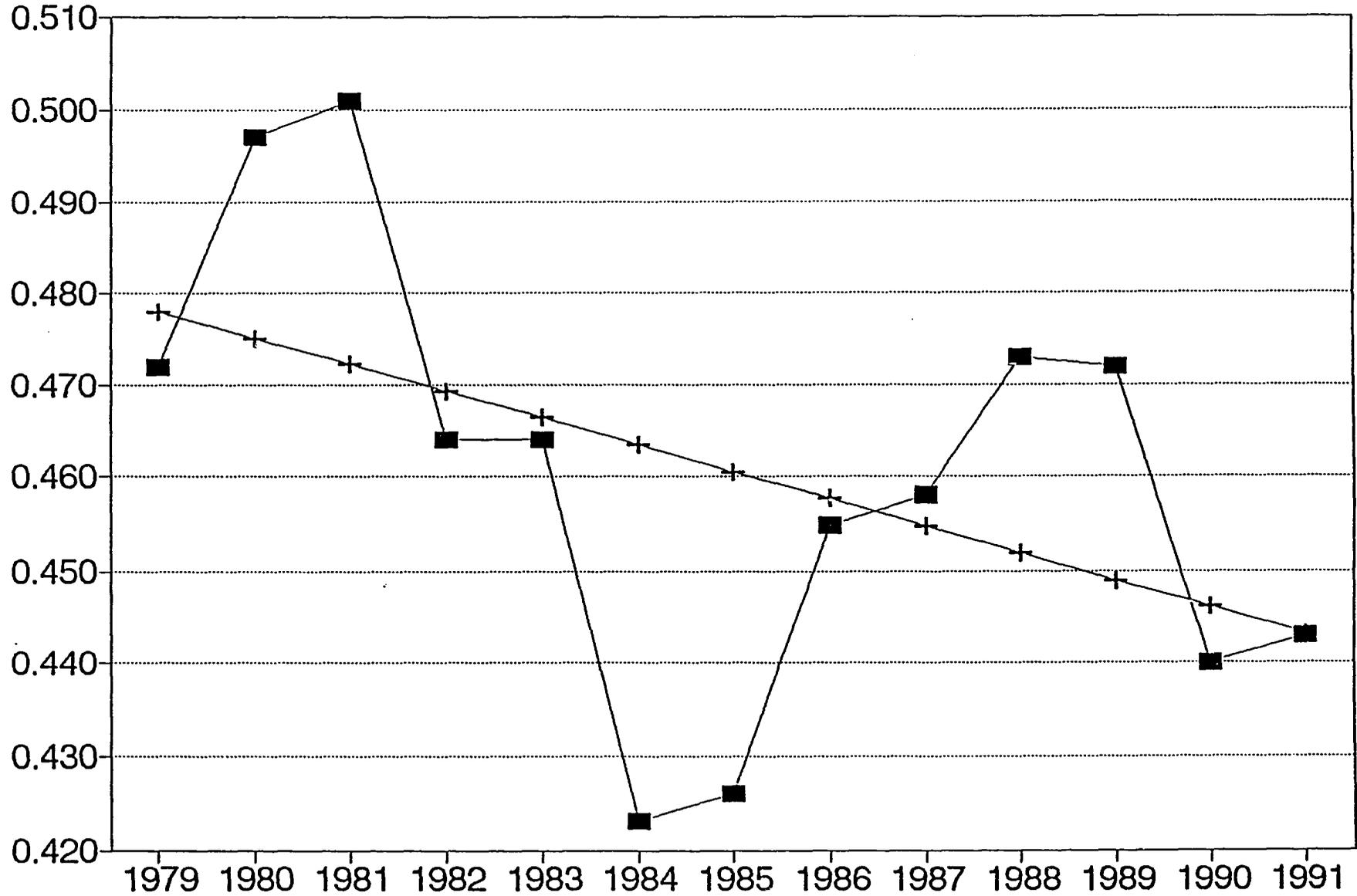
Actual and Projected Repetition Rates

1979-1990 (Actual) 1991-2000 (Proj.)



First Grade Repetition Rates

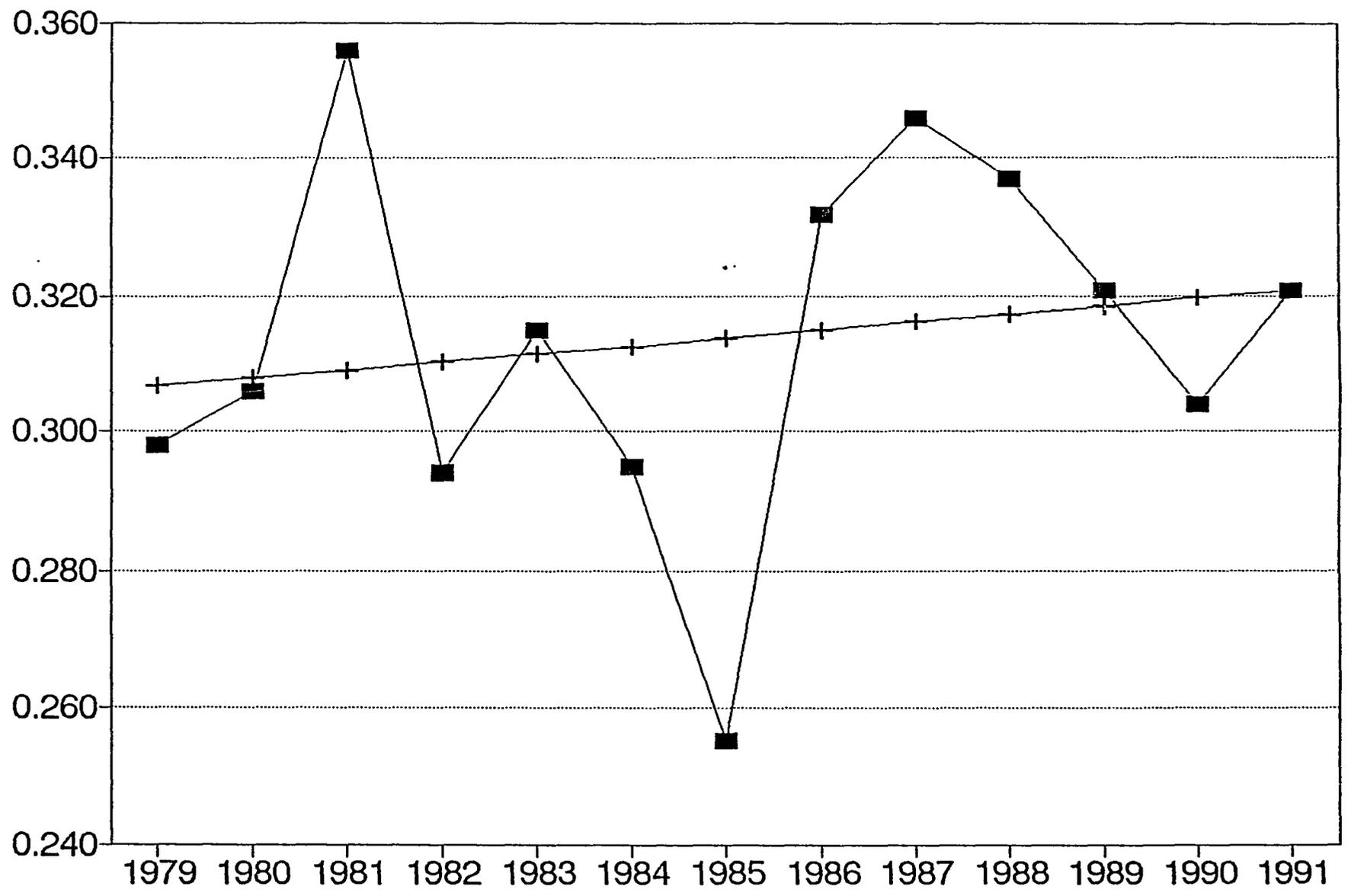
Actual (1979-1991) vs Predicted



Actual

Second Grade Repetition Rates

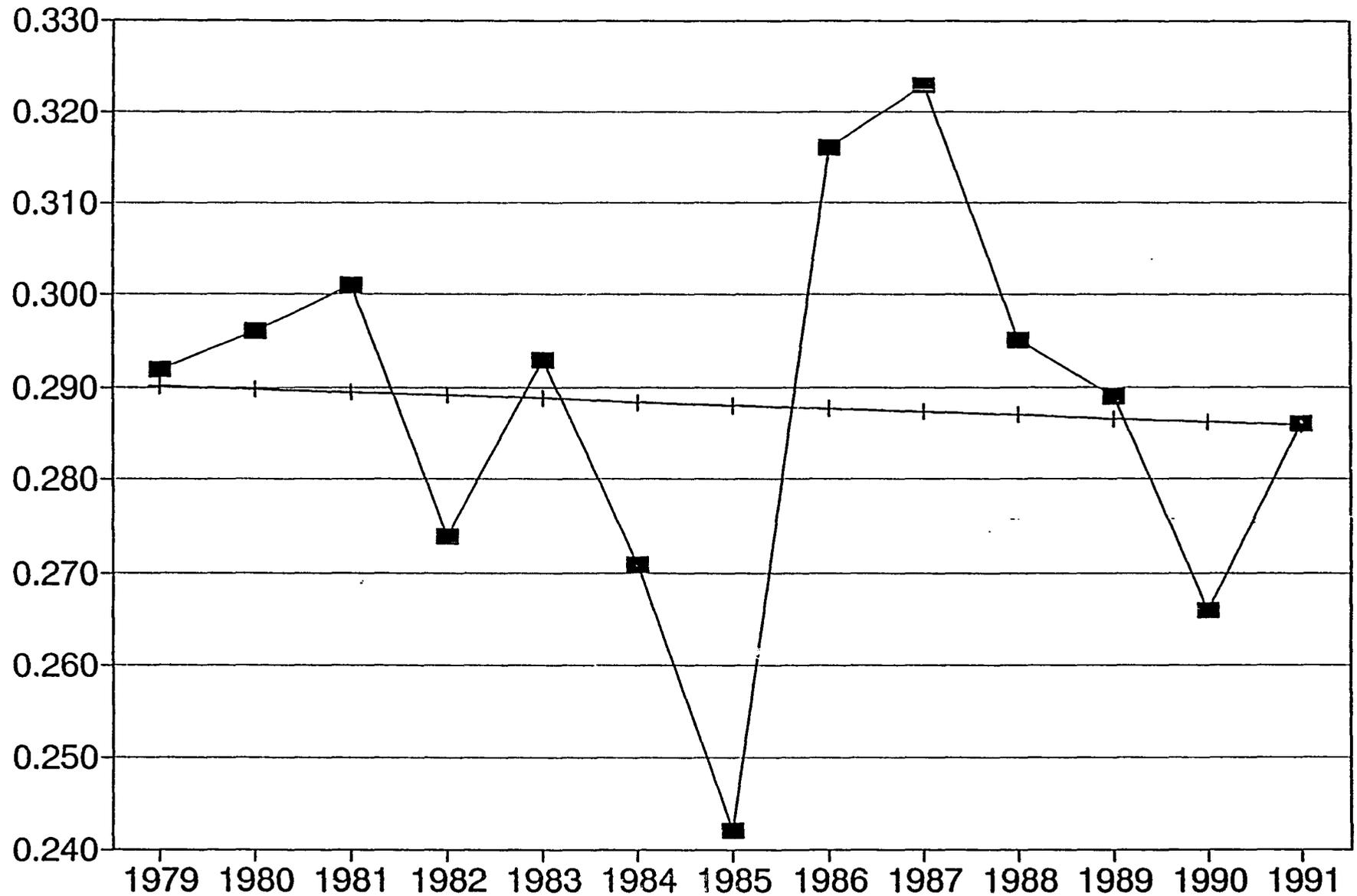
Actual (1979-1991) vs Predicted



2/20/92

Third Grade Repetition Rates

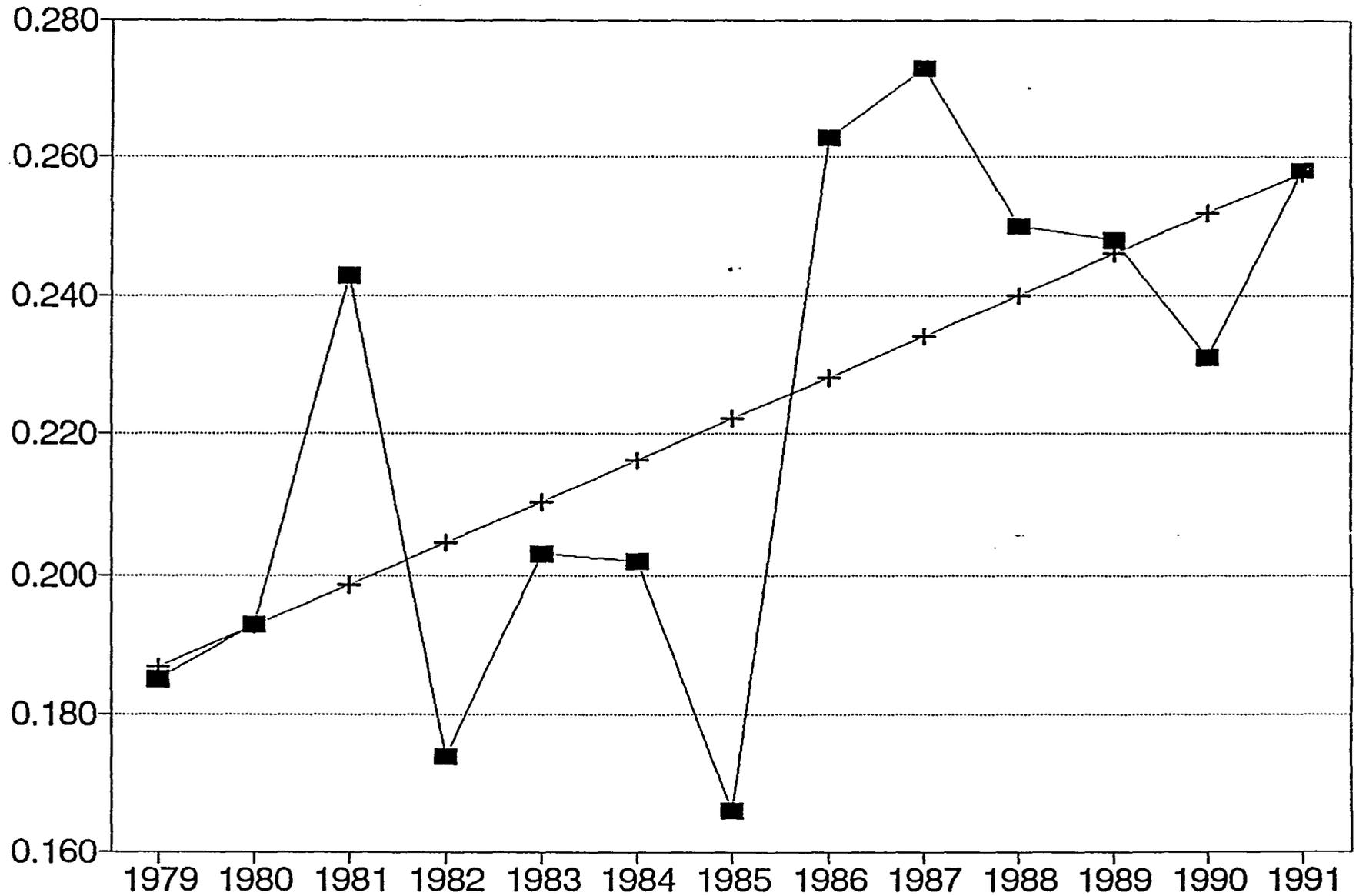
Actual (1979-1991) vs Predicted



6/20/91

Fourth Grade Repetition Rates

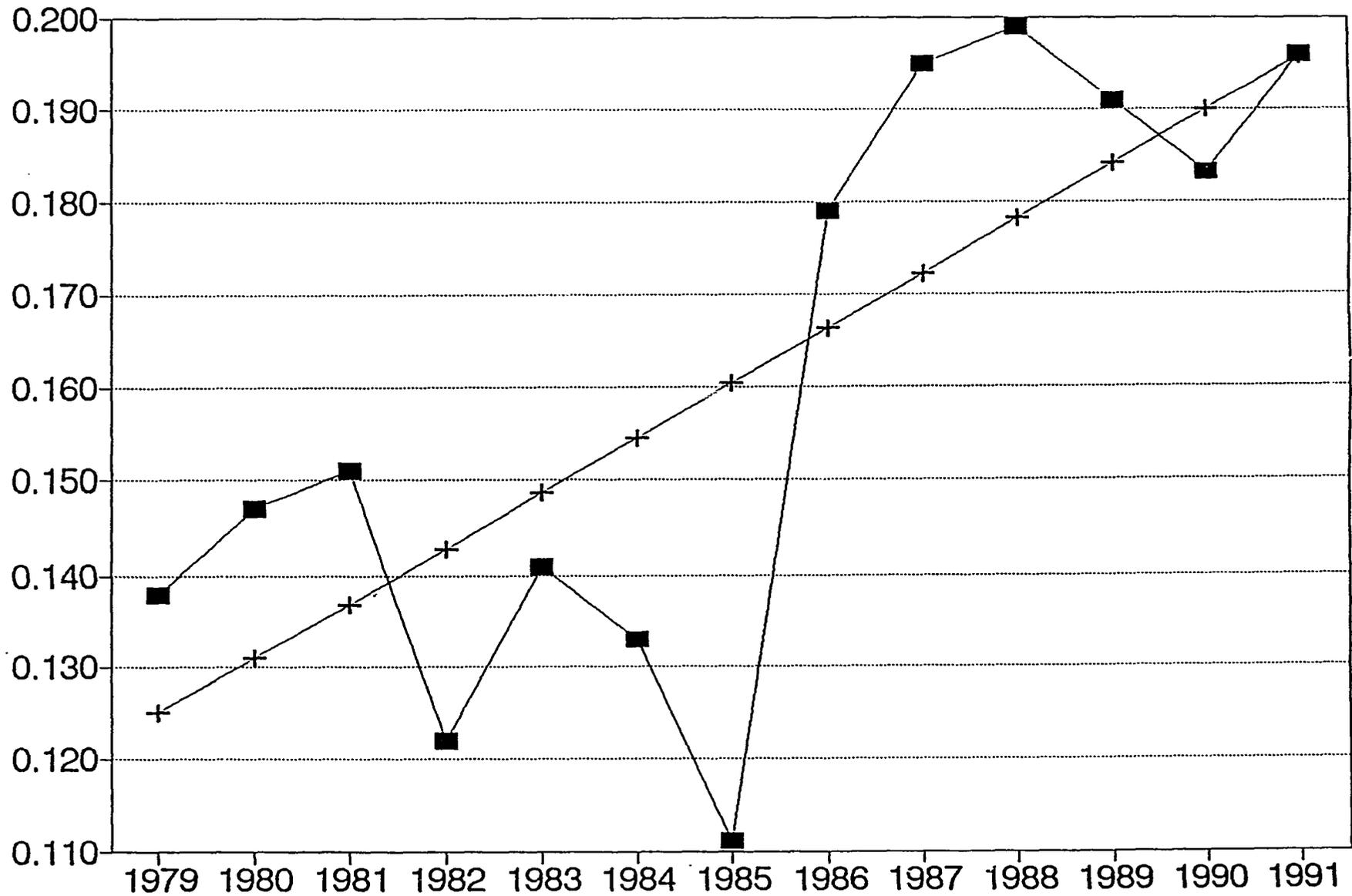
Actual (1979-1991) vs Predicted



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Fifth Grade Repetition Rates

Actual (1979-1991) vs Predicted



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dfp

An alternative measure of the efficiency of the educational system can be obtained quickly and inexpensively, by using a methodology similar to raw material price averaging for industrial production. The product of the primary education system is sixth grade graduates, and our raw material "student-years". When we can measure production efficiency by dividing the total number of student-years consumed in a given year, by the total number of sixth grade graduates produced in that year. The resulting number represents the average number of student years the educational system consumed to produce a single sixth grade graduate. We can obtain similar indexes for earlier grades by totalling the students in that grade and lower, and dividing by the number promoted from that grade.

This measure has several attractive features: it is inexpensive, using raw data that are already available and simple processes. It is understandable and auditable, the processes and logic are easily explained and the data are easily-available public information. The long history of available data make any long-term trends evident.

The measure can be criticised in its simplicity, particularly in that it only measures overall efficiency and offers no clues as to the reasons for any observed inefficiencies. For just that reason it is not proposed to replace the more sophisticated methodologies now employed, but to compliment and raise confidence in them.

Data:

Number of Students

Year	Grade 1	Grade 2	Grade 3	Grade 4	Grade 5	Grade 6	Total
1974	219,766	122,426	94,167	67,218	52,859	44,753	601,189
1975	230,872	127,136	97,206	70,152	55,762	45,998	627,126
1976	228,538	133,065	98,741	72,813	57,820	48,784	639,761
1977	250,244	134,399	108,531	75,970	60,996	50,135	680,275
1978 (1)	261,584	145,656	112,190	81,746	64,985	53,835	719,996
1979	276,712	152,197	117,304	86,087	68,751	55,490	756,541
1980	290,843	162,963	124,182	92,113	72,374	60,929	803,404
1981	325,638	176,115	134,881	98,035	76,978	63,929	875,576
1982	295,867	177,815	133,784	99,064	77,208	64,378	848,116
1983	331,230	190,137	147,860	107,687	84,259	68,956	930,129
1984	341,454	205,600	153,324	115,646	89,844	74,097	979,965
1985 (2)	353,116	213,628	165,149	125,860	99,648	81,117	1,038,518
1986 (2)	358,587	219,501	169,471	130,403	103,495	84,157	1,065,614
1987	365,175	222,599	177,679	140,671	109,776	89,222	1,105,122
1988	374,603	236,177	181,731	139,436	114,713	92,193	1,138,853
1989 (3)	383,361	238,696	187,284	144,644	116,628	95,023	1,165,636
1990	392,111	241,206	192,829	149,843	118,536	97,845	1,192,370
1991	406,135	258,990	199,709	156,570	125,704	102,452	1,249,560

- (1) Data estimated (average of two previous and two subsequent years), real data unavailable
- (2) 1985 and 1986 data distorted due to promotion of all students by decree in 1985
- (3) Data estimated, real data unavailable

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Student-year Investment Required to Produce a Graduate of:

Year	Grade 6	Grade 5	Grade 4	Grade 3	Grade 2
1974	13.4	10.5	7.5	4.6	2.8
1975	13.6	10.4	7.5	4.7	2.8
1976	13.1	10.2	7.3	4.7	2.7
1977	13.6	10.3	7.5	4.5	2.9
1978 (1)	13.4	10.3	7.4	4.6	2.8
1979	13.6	10.2	7.3	4.7	2.8
1980	13.2	10.3	7.3	4.7	2.8
1981	13.7	10.5	7.5	4.7	2.8
1982	13.2	10.2	7.1	4.5	2.7
1983	13.5	10.2	7.2	4.5	2.7
1984	13.2	10.1	7.1	4.6	2.7
1985 (2)	12.8	9.6	6.8	4.4	2.7
1986 (2)	12.7	9.5	6.7	4.4	2.6
1987	12.4	9.3	6.4	4.3	2.6
1988	12.4	9.1	6.7	4.4	2.6
1989 (3)	12.3	9.2	6.6	4.3	2.6
1990	12.2	9.2	6.5	4.3	2.6
1991	12.2	9.1	6.5	4.3	2.6
Total/G6	G1-G5/G5	G1-G4/G4	G1-G3/G3	G1-G2/G2	

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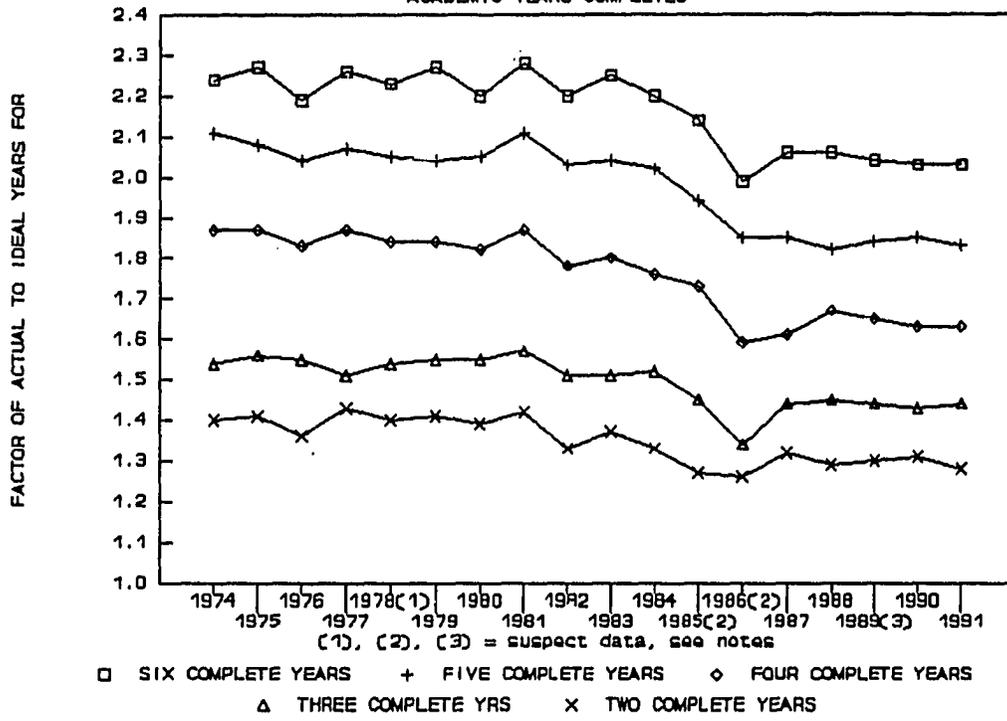
Factor - Actual Years Required to Ideal Years Required for:

Year	Grade 6	Grade 5	Grade 4	Grade 3	Grade 2
1974	2.24	2.27	2.24	2.13	2.46
1975	2.27	2.25	2.23	2.15	2.47
1976	2.19	2.21	2.20	2.16	2.40
1977	2.26	2.23	2.24	2.09	2.53
1978(1)	2.23	2.22	2.20	2.14	2.47
1979	2.27	2.20	2.20	2.15	2.49
1980	2.20	2.22	2.18	2.16	2.46
1981	2.28	2.27	2.23	2.16	2.49
1982	2.20	2.20	2.14	2.11	2.38
1983	2.25	2.21	2.16	2.10	2.45
1984	2.20	2.18	2.12	2.13	2.38
1985(2)	2.13	2.08	2.06	2.10	2.43
1986(2)	2.11	2.06	2.04	2.10	2.43
1987	2.06	2.01	1.96	2.07	2.48
1988	2.06	1.99	2.04	2.09	2.41
1989(3)	2.04	2.00	2.01	2.07	2.44
1990	2.03	2.01	1.99	2.06	2.47
1991	2.03	1.99	2.00	2.09	2.41
	2.17	2.14	2.12	2.11	2.45
	(Total/G6)	(G1~G5/G5)	(G1~G4/G4)	(G1~G3/G3)	(G1~G2/G2)
	6	5	4	3	2

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STUDENT YEARS INVESTED DIVIDED BY

ACADEMIC YEARS COMPLETED



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ANNEX E

Documents Reviewed for Study

Documents Reviewed

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BEST, Plan de distribución de motos

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AED, Monthly reports August, September, November 1990.
(packet for Text revision component)

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