

MIDTERM REVIEW

COMUNIDADES MAYAS ALFABETIZADAS

(COMAL)

Cooperative Agreement No. 520-00-99-00004-00

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MIDTERM REVIEW: COMAL

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OBJECTIVE

Conduct a midterm review of *Comunidades Mayas Alfabetizadas* (COMAL) for USAID/Guatemala to assist in its partnership with *Save the Children* (SAVE) to implement COMAL and ensure the achievement of the activity's objectives and anticipated results.

INTRODUCTION

Human resource development is a key requisite for achieving sustainable socioeconomic development. Progress in poverty reduction, health, nutrition, justice, education, more rational population growth, human rights and the strengthening of democratic institutions have all been associated with the comparative levels of education of countries. It is also becoming increasingly evident that countries with better educated and well prepared work forces are in a better position to take advantage of the opportunities offered by global and regional economies.

Guatemala, however, has the lowest primary school completion rate in Central America and the second highest illiteracy rate in Latin America and the Caribbean, which have contributed to over 70% of the population living in poverty. The illiteracy rate among males is estimated to be between 37% and 45%, 55% to 60% among females, and as high as 77% for indigenous females.¹

The highest illiteracy rates are found in the *Zonapaz*. The *Zonapaz* also faces other challenges, the integration of indigenous populations into a democratic society, overcoming a history of violence and distrust, and improving the quality of life of indigenous populations. However, based on the experiences of other countries, sustainable development will not be achieved in the *Zonapaz* unless there are significant increases in literacy rates and the levels of education of the indigenous population.

The Guatemala Peace Accords called for a concerted effort to achieve a 70% adult literacy rate by the year 2000. USAID/Guatemala's activities under the Special Objective, *Support for the Implementation of the Peace Accords*, resulted in the signing of a Cooperative Agreement with *Save the Children* (SAVE) in November of 1998. The Cooperative Agreement was awarded to SAVE, primarily because of an excellent technical proposal for *Comunidades Mayas*

¹Gish, Paz & Associates, *Estudio Exploratorio sobre las Actitudes hacia la Participación en Actividades de Alfabetización entre la Población Indígena Rural del Departamento de Quiche*. (COMAL, 3 de Diciembre de 1999).

Alfabetizadas (COMAL). The proposal projected that 250,000 adults in the *Zonapaz* would achieve literacy, with an anticipated efficiency rate of 80% (80% of the people initially enrolled in COMAL's literacy training programs would achieve literacy).² The Cooperative Agreement signed by SAVE and USAID states:

The purpose of this Cooperative Agreement is to provide assistance to Save the Children to strengthen the quality and coverage of Guatemalan literacy programs, especially integrated community literacy activities in the Zonapaz. Under this agreement, Save the Children, CONALFA, and USAID will form a partnership in pursuit of the twin goals: (a) to increase the quality and quantity of community-based literacy and post-literacy activities, in order to (b) accelerate community development and generate community-based solutions to social and economic problems.

The Overall Result of the Cooperative Agreement is to provide *better access to integrated community literacy services, especially women and youth in rural indigenous areas of the Zonapaz.*

The Indicator Target of the Cooperative Agreement is: *Increase the number of literate Guatemalans (target 250,000) in four years.*

While many of the elements for achieving the goals and results that were anticipated are now beginning to come together, COMAL is approaching its final two years (2001-2002). There were difficulties with the initial implementation of the activity. Four months after signing the Cooperative Agreement, the Director of COMAL resigned and was replaced with the current Director in May of 1999.

Core literacy materials, pedagogical techniques, and research activities were to be developed by SAVE's subcontractor (the Center for International Education at the University of Massachusetts),³ but technical and management difficulties were experienced, resulting in changes in personnel and the termination of the contract in August of 2000.

Establishing a working relationship between COMAL and the *Comité Nacional de Alfabetización* (CONALFA) also experienced some initial difficulties, but SAVE and

²Efficiency rate: 24,000 participants achieving literacy / 30,000 participants = an efficiency rate of 80%. See *Proyecto para Promover Comunidades Mayas Alfabetizadas* (June 10, 1998), p. 37 for the projection of an 80% efficiency rate.

³Cooperative Agreement, Attachment 2, p. 17.

CONALFA were able to work out an agreement that received USAID's approval. Under this agreement, CONALFA assigned the linguistic region of *K'iché* to COMAL and literacy work began in five departments: *Solalá, Quiché, Totonicapán, Quetzaltenango, and Suchitepequez*. The agreement included provisions for COMAL to expand to other regions, once that SAVE's integrated community development and literacy model (ICL) was tested and validated.

COMAL also agreed to avoid working in communities where other CONALFA literacy programs were established. It was agreed that COMAL's partner NGOs would do *direct* literacy training, with this training financed directly by COMAL, which would be complemented by *indirect* literacy efforts by CONALFA, with COMAL providing training for CONALFA's animators, supervisors, and other support for reaching the activity's Indicator Target of 250,000 people achieving literacy.

During 2000, CONALFA experienced severe budgetary reductions. COMAL stepped in and assisted with funding for CONALFA's animators, facilitators, and other support. Changes were made in the administration and control of literacy training institutions with a new program, *Movimiento Nacional por la Alfabetización en Guatemala* (MNA), under the Ministry of Education. MNA joined CONALFA as the rector of literacy training. MNA would prefer to have COMAL restrict its literacy activities to three departments, to test and validate ICL strategies, and later replicate the model in other departments after the system is evaluated by CONALFA and MNA.

Also during 2000, MNA/MOE redefined CONALFA's role in literacy training: the financial administration of training; instructional methodologies for literacy work; and the testing and certification of participants who become literate or continue with their basic education under nonformal programs.

These factors affected the first two years of the implementation of the activity (1999-2000). As the COMAL activity is approaching its final two years (2001-2002), new USAID guidelines for basic education funding sources will preclude the use of child survival funds for literacy and alternative basic education delivery systems for most out-of-school youth and adults. Consequently, USAID's current efforts with COMAL may be the last chance for USAID to make a longer-term contribution to reduce illiteracy among indigenous populations.

However, the International Development Bank (IDB) is negotiating a loan for approximately \$10 million with the government of Guatemala, with additional funding available for a longer-term literacy effort, if the results from the initial \$10 million loan are acceptable. Consequently, the IDB project could become a natural follow-on activity for COMAL, providing that COMAL can develop a proven, lower cost package of literacy services and strategies to attend hard to reach indigenous populations.

EXECUTIVE SUMMARY

The current focus on achieving the overall Result Target of 250,000 people becoming literate during the four years of the activity is causing COMAL to lose sight of the purpose of the Cooperative Agreement: *to strengthen the quality and coverage of Guatemalan literacy programs, especially integrated community literacy activities in the Zonapaz; and numbers are taking priority over the quality and efficiency of instruction.*⁴

Tables 1, 2, and 3 provide summaries of three scenarios for meeting COMAL's Indicator Target (250,000 achieving literacy), using the current balances of funding for the activity. Table 1 shows that about 95,000 people could achieve literacy by the end of the activity, based on current strategies and costs. The calculations used for Table 1 are based on the following assumptions:

- 1) COMAL will have a balance of about \$2,600,000 available for literacy training with NGOs at the end of the year 2000;
- 2) COMAL's costs per person achieving literacy with NGOs will be reduced to about \$85 per person, as compared to a cost of about \$140 per person for 1999;
- 3) COMAL will complete the training of 2,500 instructors for the *Comité Nacional de Alfabetización* (CONALFA) and the *Movimiento Nacional por la Alfabetización en Guatemala* (MNA) this year and/or in early 2001;
- 4) COMAL's training for CONALFA and MNA instructors will be repeated later in 2001 to maintain at least 2,500 CONALFA and MNA instructors trained by COMAL during the 2002 training cycles; and
- 5) CONALFA and MNA instructors will have an average initial enrollment of about 20 participants per instructor and a 50% efficiency rate (50% of the participants initially enrolled

⁴All of the projections in this report, on the numbers of people achieving literacy through COMAL (Tables 1, 2, and 3), are based on people achieving literacy through: (1) the *direct* financing of literacy training provided by NGOs and financed by COMAL; and (2) new literates produced by CONALFA and MNA as a consequence of the training COMAL is providing for CONALFA and MNA instructors, and salary support for CONALFA animators and facilitators. However, other assistance provided for CONALFA and MNA by COMAL could also be considered as a contributing factor towards helping people achieve literacy. These new literates could also be included in the total number of people achieving literacy, but USAID and SAVE must reach an agreement on this issue and clearly define the methodology used for counting the people achieving literacy through COMAL.

will achieve literacy, which is similar CONALFA's 1999 efficiency rate of 49%).

Table 1

Projections of People Achieving Literacy through COMAL with Current Strategies

Year	People Achieving Literacy		Total
	Direct (NGOs)	Indirect (CONALFA-MNA)	
1999	3,000		3,000
2000	12,000		12,000
2001	15,300	25,000	40,300
2002	15,300	25,000	40,300
Totals:	45,600	50,000	95,600

The projections for Table 1 show that 95,600 people could achieve literacy with COMAL. About half of these people (48%) could achieve literacy with the NGOs that receive direct financing from COMAL, based on the current completion rate and reducing costs for achieving literacy from about \$140 per person in 1999, to \$85 per person during 2000 and the remaining years of the activity. Table 2 shows how the total number of people achieving literacy could be increased to over 120,000 people if NGO costs could be reduced to about \$45 for each person achieving literacy during 2001 and 2002, with NGOs offering two cycles of instruction annually.

Table 2

Projections of People Achieving Literacy through COMAL with NGOs offering two Cycles and CONALFA/MNA offering one Cycle of Instruction Annually

Year	People Achieving Literacy		Total
	Direct (NGOs)	Indirect (CONALFA-MNA)	
1999	3,000		3,000
2000	12,000		12,000
2001	28,900	25,000	53,900
2002	28,900	25,000	53,900
Totals:	72,800	50,000	122,800

Tables 1 and 2 show that about 95,000 to over 120,000 people could become literate, with 48% to 60% of the people achieving literacy through training programs provided by NGOs and directly financed by COMAL.

The increase in people becoming literate with the projections from Table 2 will be associated with improvements in the quality of literacy training with NGOs, increasing the efficiency rate to about 70%,⁵ increasing the number of cycles of literacy training from one to two cycles annually, and reducing costs to \$45 per person achieving literacy.

If CONALFA and MNA also increase their efficiency by about ten percentage points and achieve an efficiency rate of about 60%, increase average initial enrollments to about 30 participants per instructor, and offer two cycles of instruction annually, COMAL could surpass the Indicator Target of 250,000 people achieving literacy (Table 3).

Table 3

Projections of People Achieving Literacy through COMAL with NGOs, CONALFA and MNA offering two Periods of Instruction Annually

Year	People Achieving Literacy		Total
	Direct (NGOs)	Indirect (CONALFA-MNA)	
1999	3,000		3,000
2000	12,000		12,000
2001	28,900	90,000	118,900
2002	28,900	90,000	118,900
Totals:	72,800	180,000	252,800

Table 3 shows that by increasing the efficiency and coverage of public sector literacy programs, approximately 70% of the literacy training could be provided by CONALFA and MNA, with direct costs for literacy training financed by COMAL through NGOs accounting for about 30% of the people who become literate. The challenges and difficulties associated with the increased projections for people achieving literacy, as shown by Tables 2 and 3, are summarized below.

⁵An 80% efficiency rate was anticipated in SAVE's original proposal for this activity (see page 37 of the proposal).

Table 2: During 1999, NGOs had an efficiency rate that was similar to CONALFA's rate (48% and 49% respectively). However, the efficiency rate for NGOs could be increased to about 70% and costs per person achieving literacy could be reduced from about \$140 during 1999 to an average of \$45 during the remaining two years of the activity (2001 and 2002).

Table 3: CONALFA and MNA could also increase their efficiency rates to an average of about 60%, increase the number of literacy training cycles from one to two cycles per year, and overcome the initial difficulties that MNA is experiencing.

However, after COMAL provides training and related assistance for CONALFA and MNA, it should be recognized that COMAL will have little or no control over outcomes, changes in priorities, or the credibility of CONALFA and MNA with indigenous populations.⁶

At the present, increasing the number of people who will achieve literacy is receiving the highest priority and this is distracting from an equally important contribution that USAID, SAVE, and COMAL could make in literacy efforts. Issues related to the quality and efficiency of instruction are not receiving appropriate attention, but should become the highest priority if COMAL is to make a lasting and longer-term contribution towards reducing high illiteracy rates in the *Zonapaz*.

Further, the goals established for higher initial enrollments with NGOs, do not necessarily result in increased numbers of people achieving literacy when efficiency rates are low. In contrast, if emphasis is placed on efficiency and quality, the number of people enrolling in COMAL's programs and achieving literacy will increase. The major issues and challenges facing COMAL are summarized below.

- The ICL curriculum package for integrating community development and achieving literacy in the *Zonapaz* is incomplete. While the initial introduction to literacy instruction is adapted to meet the personal interests of participants, literacy lessons eventually become more traditional and it is at this stage that COMAL can introduce additional instructional materials and pedagogical strategies to help lighten the load on animators and facilitate learning.⁷

⁶The current credibility of CONALFA is not very high among indigenous populations; see Gish, Paz & Associates, *Estudio Exploratorio sobre las Actitudes hacia la Participación en Actividades de Alfabetización entre la Población Indígena Rural del Departamento de Quiché*. (COMAL, Diciembre de 1999). Similar opinions of distrust and low levels of credibility for CONALFA and MNA were expressed in interviews with personnel from several of the NGOs involved with COMAL.

⁷The NGO animators observed generally used traditional teacher/student strategies, interspersed with occasional student centered activities to maintain the interest of participants.

- There are inherent challenges associated with the curricular philosophy chosen by SAVE, limitations with the use of literacy workers with relatively low levels of education, difficulties in the training of literacy personnel, and limited coverage. However, the curricular model introduced by COMAL, integrated community development and literacy training (ICL), is promising and should be maintained if costs can be reduced and the quality and efficiency of training improved.
- Some of the literacy activities currently financed by COMAL are not sustainable. COMAL's direct costs with NGOs were very high for the literacy training initiated in 1999 and completed in 2000, with an average cost of \$142 for each person achieving literacy (exclusive of SAVE's administrative, training and technical assistance costs);⁸ as compared to a cost of \$102 for each new literate with CONALFA (including all administrative and other costs for CONALFA).⁹ Projected costs for MNA are about \$75 for each person achieving literacy, based on an efficiency rate of 50%.¹⁰
- The variations in NGOs' costs with COMAL are also a concern, with costs per person achieving literacy exceeding \$200 with some learning groups.¹¹ High costs must be reduced and low levels of efficiency must be improved if ICL is to become a viable

Learning could be facilitated by providing some basic instructional resources for animators. For example, a flip chart covering words included in the CONALFA curriculum and are associated with issues related to health, nutrition, environment, human rights, etc. and relatively short instructional materials developed by NGOs to cover issues and activities related to specific community development interventions, to apply and further develop new skills and knowledge in literacy and basic arithmetic, with more applications related to the specific interests of participants.

⁸Participant costs of \$68 per person during 1999-2000: ($\$68 / 48\% \text{ pass rate} = \141.67).

⁹GSD Consultores Asociados, *Diagnostico Organizacional Rápido del CONALFA: Primer Informe de Consultaría*. (COMAL, Julio 2000), p. 14.

¹⁰Projected costs for MNA are based on the cost of teacher's salaries of Q1,000 per month for seven months, plus 20% for other costs, each teacher attending 30 participants, as anticipated by MNA, and a 50% efficiency rate (30 participants x 50% efficiency rate = 15 participants achieving literacy, seven month cost of Q7,000 for the teacher's salary, plus 20% = Q8,400; $Q8,400 / 15 = Q560$ per participant; $Q560 / 7.5 = \$74.66$).

¹¹Calculations are based on information from DataPro, S.A. and Save the Children. In comparison, the cost for a person achieving literacy in Honduras with EDUCATODOS (USAID and the Ministry of Education) is about \$36 (\$24 for each additional year of grade school education received, with literacy achieved after the first 1.5 grades of instruction). However, EDUCATODOS does not provide bilingual instruction.

option for receiving longer-term financial support from other donors, CONALFA or MNA.

- COMAL provided training and additional support for CONALFA's literacy programs and has initiated training for MNA's literacy instructors and supervisors. Future support for CONALFA and MNA must now be prioritized and defined within COMAL's budget balances.
- Based on COMAL's experiences during 1999 and 2000, ICL will probably not provide the desired results or achieve acceptable rates of efficiency if resources for community development activities are not available. This concern must be addressed to increase the efficiency rates of NGOs and should also be examined before continuing with further training for CONALFA and MNA instructors.
- COMAL's Monitoring and Evaluation System (M&E) is producing useful information for monitoring, evaluating and improving the efficiency of literacy training. NGOs and COMAL managers are beginning to use the information generated by the system, but COMAL must assure that data is available more rapidly at the end of each training cycle, so that this information can be used to make adjustments in literacy policies and strategies, prior to beginning a new cycle of literacy training. There is also a need to complete a study as soon as possible on the most important factors associated with improving efficiency, with the goal of achieving significant increases in efficiency rates among NGOs during 2001 and 2002.
- COMAL financed the initial literacy training of thousands of people in the *Zonapaz*. Now that these people have achieved basic literacy, many would like to continue their basic education, but COMAL has no plans in this area at the present.¹²
- SAVE was considering the use of approximately \$400,000, which had been reserved for training CONALFA and MNA instructors during 2001, to increase the total balance of funding available for NGO literacy training for 2001 and 2002 from \$2,600,000 to \$3,000,000: thereby increasing the total number of people who could achieve literacy with NGOs from about 72,800 people (Table 2) to 82,500 people. However, the \$400,000 should continue to be reserved for training CONALFA and/or MNA instructors, if public sector literacy programs are willing to negotiate acceptable changes in literacy training policies (see the full list of recommendations for further information). If changes in policies cannot be achieved before the end of 2000 or early

¹²International experience with literacy programs in rural areas should alert COMAL to the danger that new literates can slip back into illiteracy if they do not have opportunities to apply their new literacy skills or continue with their basic education.

2001, the \$400,000 could be used for literacy training provided by NGOs.

- USAID funding for literacy and alternative basic education delivery systems may be very limited in the future because of new guidance on defining basic education. Consequently, COMAL may be the last opportunity for USAID to make a longer-term contribution towards reducing literacy and establishing a cost-effective model for attending hard to reach indigenous populations with literacy training and basic education.

MAJOR RECOMMENDATIONS

1) USAID and SAVE must reach an agreement as soon as possible on the methodology that will be used to define literacy and count the people who achieve literacy as a consequence of COMAL.

2) Conduct quarterly reviews of COMAL's progress towards improving the *quality*¹³ and *efficiency*¹⁴ of literacy training, beginning in January of 2001 and each subsequent quarter, to determine whether USAID should continue to provide financing for this activity.¹⁵

3) Amend the Cooperative Agreement to:

a) Hold COMAL and SAVE directly responsible for assuring that 72,000 people achieve literacy with the NGOs that receive *direct* financing from COMAL, and recognize that meeting the full goal (Indicator Target: 250,000 people achieving literacy) will depend upon subsequent actions by CONALFA and MNA.

b) Place greater priority on longer-term impact and assure that COMAL leaves a proven package of high quality, low cost ICL literacy and alternative basic

¹³*Quality* can be measured by improvements in participants' test scores (CONALFA final tests and COMAL's progress tests), the extent to which ICL is accelerating community development, and generating community-based solutions to social and economic problems.

¹⁴*Efficiency* can be measured on the basis of completion rates and costs per person achieving literacy.

¹⁵Evaluating the activity quarterly will be facilitated by having M&E data and projections for the completion of the instructional cycle, based on the available data, at the end of each quarter.

education delivery services, strategies and tools for use by local institutions. Assure that SAVE makes these resources available for NGOs, MOE, MNA, CONALFA, municipalities, and other donors, with the goal of achieving sustainable socioeconomic development, while providing high quality literacy training and basic education for hard to reach indigenous groups in the *Zonapaz*, as described in the Cooperative Agreement.

c) Extend the life of the activity from December 2002 to March of 2003 to assure that COMAL will be able to complete two full training cycles during 2002, prior to closing out of the activity by SAVE's administrative personnel.

4) Negotiate changes in CONALFA/MNA literacy training policies to facilitate improvements in efficiency, increase NGO efficiency rates to an average of 70%, and reduce the costs per person achieving literacy to \$45 to make ICL a viable alternative for providing high quality literacy training integrated with community development activities.

5) Actively promote literacy training with all USAID development activities in the *Zonapaz* (and other regions), as a new USAID Mission policy for all development activities (particularly when they are executed by NGOs), and when funding is available from COMAL, CONALFA, MNA, or other sources to finance literacy training.¹⁶

FINDINGS

The most important findings from the midterm review of the progress of COMAL are summarized below, followed by concerns, recommendations, and suggestions for future assessments. (See Annex I for specific responses to each of the tasks from the scope of work for the midterm review of COMAL.)

¹⁶Experiences in other countries have noted a synergistic effect when education programs are integrated with development activities. See, for example, "Education: A Passage to Equity and Low Fertility in India," *Population Briefs*; and Anrudh Jain, *Fertility Transition in India: Implications for Social Policies*, 1998; which reported improved results for family planning and population activities when literacy training was integrated with these interventions. The integration of the development activities of NGOs and FAO with literacy and alternative basic education in Honduras is increasing the development impact of these activities. In Guatemala it also appears that the NGOs associated with COMAL are obtaining increased development impact and improved efficiency rates in literacy training by integrating development activities with literacy instruction.

Background and Current Status: The Cooperative Agreement signed by SAVE and USAID states:

The purpose of this Cooperative Agreement is to provide assistance to Save the Children to strengthen the quality and coverage of Guatemalan literacy programs, especially integrated community literacy activities in the Zonapaz. Under this agreement, Save the Children, CONALFA, and USAID will form a partnership in pursuit of the twin goals: (a) to increase the quality and quantity of community-based literacy and post-literacy activities, in order to (b) accelerate community development and generate community-based solutions to social and economic problems.

The Overall Result of the Cooperative Agreement is to provide *better access to integrated community literacy services, especially women and youth in rural indigenous areas of the Zonapaz.*

The Indicator Target of the Cooperative Agreement is: *Increase the number of literate Guatemalans (target 250,000) in four years.*

Current strategies will not allow COMAL to achieve the activity's Result Target of 250,000 people becoming literate during the four years of the activity, unless NGOs and public sector literacy programs achieve higher levels of efficiency and coverage.

The focus on assuring that 250,000 people become literate is causing COMAL to lose sight of the purpose of the Cooperative Agreement: *to strengthen the quality and coverage of Guatemalan literacy programs, especially integrated community literacy activities in the Zonapaz.* It should also be recognized that assuring that 250,000 people become literate in the Zonapaz may be beyond the control of SAVE and COMAL, and will depend upon subsequent actions by CONALFA and MNA, after COMAL has provided training and other support for CONALFA and MNA.¹⁷

¹⁷Projections on the number of people achieving literacy through COMAL are based on people achieving literacy through: (1) the *direct* financing of literacy training provided by NGOs and financed by COMAL; and (2) new literates produced by CONALFA and MNA, which are *indirectly* produced by COMAL, as a consequence of training provided for CONALFA and MNA instructors, and salary support for CONALFA animators and facilitators. However, other assistance provided for CONALFA and MNA by COMAL could also be considered as contributing towards helping people achieve literacy. These new literates could also be included in the total number of people achieving literacy, but USAID and SAVE must reach an agreement on this issue and clearly define the methodology used to count the people achieving literacy

While data on participant pass rates for this year (2000) will not be available until the end of the year, information on the results of the first year of COMAL, with literacy training that began in 1999 and was completed in June and July of 2000, reveals a 44% dropout rate among participants, an 8% failure rate and a 48% *efficiency rate*.¹⁸ This does not indicate that there were improvements in the *quality* of instruction during the first year of COMAL, when the average efficiency rate for CONALFA participants was 49%.¹⁹

It is anticipated that an additional 12,000 people will achieve literacy by the end of 2000, leaving a balance of 57,800 people who should achieve literacy with NGO programs during 2001 and 2002. With an average cost of \$142 for each person achieving literacy during 1999-2000 and a projected cost of about \$85 per person by the end of the year 2000; COMAL would need approximately \$2.3 million in additional funding to assure that 57,800 people achieve literacy with NGOs during 2001 and 2002, based on the cost of about \$85 per person achieving literacy.²⁰

In order to assure that 57,800 people achieve literacy with programs sponsored by NGOs during the remaining two years of COMAL, and to do so within the available budget balances, costs per participant achieving literacy must be reduced to about \$45 per person.²¹

Reducing costs to \$45 will require improvements in the quality and efficiency of instruction. Among the factors that will be associated with achieving higher quality instruction, increased efficiency and reduced costs per participant achieving literacy, will be:

- 1) Changes in CONALFA's literacy training policies;

through COMAL.

¹⁸This is preliminary data from the COMAL Monitoring and Evaluation System, based on about 70% of the data reported by NGOs in September of 2000. The *efficiency rate* is calculated on the basis of participants certified as literate by CONALFA at the end of the period of instruction / initial enrollments. For example, initial enrollments of 4,085 participants and 1,955 participants certified as being literate at the end of the training program = an efficiency rate of 48% ($1,955 / 4,085 = 47.86\%$).

¹⁹GSD Consultores Asociados, *Diagnóstico Organizacional Rápido del CONALFA: Primer Informe de Consultoría*. (COMAL, Julio 2000), p. 14.

²⁰Calculations based on an estimated cost of \$4,913,000 for producing an additional 57,800 literates at a cost of about \$85 per person achieving literacy with NGOs, and a budget balance of about \$2,600,000 available for literacy activities with NGOs from December of 2000 through December of 2002.

²¹ $57,800 \text{ new literates} \times \$45 = \$2,601,000$

- 2) The quality and consistency of the training, supervision and monitoring of animators and learning groups;
- 3) The quality and relevancy of additional educational materials and other resources provided for animators and participants;
- 4) The availability of resources for community development activities, to allow the full implementation of COMAL's curriculum strategy for integrating literacy training and community development; and
- 5) Developing alternatives in delivery systems to reduce costs and improve the quality and efficiency of instruction.

Curriculum Design: The curriculum design that was proposed by SAVE is Integrated Community Development and Literacy (ICL). The training materials for COMAL animators define ICL as an instructional methodology that will allow participants to obtain reading, writing, and basic skills in mathematics; while taking actions to improve the quality of their lives, their families' lives and their communities.²²

Participants are to learn while doing, observing, thinking, discussing and applying the new skills they are learning. The process is to be participatory and student centered, based on the interests of participants.

The facilitators' training manual, for the initial period of instruction, includes activities which are to help participants begin reading and writing. The manual states that most participants should become literate after 40 hours of instruction. Activities begin with a confidence building contract, to establish the rules for the learning group and an appropriate learning

²²*La Alfabetización Comunitaria Integral: Una Guía para los Facilitadores y Técnicos - Introducción and Sección 1: Las Primeras 40 Horas.* The technical proposal from Save the Children, *Comunidades Mayas Alfabetizadas (COMAL)*, June 1998; describes the ICL process as being Freirian. Dr. Jennie Campos, a recent Save the Children consultant, describes the process as being a *whole language approach*, based on Pablo Freire's concept of *generative themes*, and others might classify it as being *constructivism*: building on the knowledge and experiences of participants and allowing participants to define what will be studied, with the goal of capturing and maintaining the interest of participants, making learning more meaningful, and encouraging practical applications of education for meeting the more immediate needs and interests of participants.

environment, with norms to encourage the interaction of participants.²³

Learning to read and write begins with a game like exercise called *¿Cómo me llamo?*, through which participants learn to read and write their names. Participants are then asked why they want to learn to read and write, which leads to learning additional letters and words. The drawing of a map of the community introduces other words and letters, with the reinforcement of learning by letter, word, and numerical lottery games.

Community development, health, educational and family concerns can also be addressed through these exercises and can help participants focus their attention on resolving community problems, while learning to read and write the words associated with these problems.

This is a promising methodology for attending illiterate groups. When well managed, and with the availability of resources for complementary community development efforts, ICL should lead to integrated community literacy and development activities, while building participants' skills and abilities to work in groups, listen to and respect the ideas of others, analyze opposing opinions, discuss community problems, identify and implement solutions. Clearly, these are important skills and abilities, in addition to basic literacy and numeracy, for achieving community development and strengthening democratic institutions in the *Zonapaz*.

The NGOs involved with literacy training using ICL under COMAL have a good understanding of both ICL and the client focus that is to be promoted by COMAL. The NGOs also understand the need to integrate applied community development efforts with literacy training, apparently better than SAVE's U.S. based sub-contractor for technical assistance; but there are difficulties with the application of ICL.

While the draft of the new training manual states that literacy can be achieved after 40 hours of instruction with most participants, learning groups received an average of 6.2 hours of instruction per week during 1999, over a period of about 24 weeks, for a total of about 150 hours of instruction, but only achieved an average efficiency rate of 48%, primarily because of a high dropout rate of 44%.

During this year (2000), the average hours of instruction were increased to 7.9 hours per week, with about 24 weeks of instruction, for an average of approximately 190 hours of instruction, but final data and efficiency rates for the year 2000 will not be available until later in the year,

²³For example, all that is said within the learning group is confidential and not to be repeated outside of the group, anyone can express their opinion without being judged or intimidated for their opinion, differences of opinion are recognized as enriching the learning group, anyone can choose not to participate in an activity, errors and questions are permitted, only one person speaks at a time, etcetera.

when the 24 week literacy training cycle is completed.²⁴

It is becoming evident that learner centered and participatory instruction often becomes more time consuming than anticipated, particularly with relatively large groups of participants (an average of 23 participants per animator). In practice, while ICL allows participants to help define the words that will be learned and the themes or topics that will be used to teach literacy, ICL tends to degenerate into traditional teacher/student interactions as participants begin learning the alphabet, reading and writing words and phrases.²⁵

The integration of community development activities with literacy training has been limited to the NGOs that have ongoing community development programs in health, nutrition, micro-enterprise development, agriculture, community credit programs and similar activities. The NGOs that had access to these community development resources in 1999 had the highest efficiency rates,²⁶ with 64% to 68% of the participants initially enrolled in these programs achieving literacy, as compared to an average efficiency rate of 48% among all NGOs for 1999. And, the NGOs that only provided literacy training, without complementary community development activities, generally had lower efficiency rates.²⁷

Finally, using only the current strategies for ICL, places nearly all of the responsibility for literacy training on animators, most of whom do not have more than a primary school education.²⁸ To complicate matters further, CONALFA states that it is becoming increasingly

²⁴Closer monitoring of enrollment, attendance and desertion rates during the instructional period should facilitate the making of projections on the number of people achieving literacy at the end of each period of instruction.

²⁵Based on observations of COMAL/ADEJUC learning groups in the *Zonapaz*. Dr. Jennie Campos, a SAVE consultant, reached similar conclusions regarding ICL training.

²⁶The efficiency rate is calculated on the basis of participants certified as literate by CONALFA at the end of the period of instruction / initial enrollments. For example, initial enrollments of 500 participants and 320 participants certified as being literate at the end of the training program = an efficiency rate of 64% ($320 / 500 = 64\%$).

²⁷DataPro, S.A., Table on Efficiency Rates with approximately 70% of the data for the 1999-2000 literacy training cycle reported by NGOs (September 2000).

²⁸DataPro, S.A., Table: *Escolaridad de los Animadores* (Septiembre 2000); 6% of the animators had 3 years of primary education or less, 53% had 4 to 6 years of primary education, and 42% had more than 6 years of education. This was an improvement over 1999, when 70% of the NGO animators had 6 or less years of education.

difficult to identify and retain animators.²⁹

In summary, literacy training results with ICL will depend upon the quality of the training provided for animators or instructors, the support and supervision animators receive during the cycle or period of instruction, the commitment of animators and the time that they will be willing to give to these activities.³⁰ Integrating community development with literacy training also requires resources for development activities. Experiences during 1999 and 2000, indicate that simply talking about community development issues and activities will not maintain the interest of the majority of COMAL's potential beneficiaries, and the availability of complementary resources for involving participants in community development activities is another key factor that will determine the final results with ICL.

These challenges and limitations should not be underestimated, but the use of ICL with NGOs involved in community development activities is the most innovative and promising strategy introduced by COMAL. It has the potential of integrating literacy and post-literacy training with community development, reducing poverty and gender inequities, and improving the quality of life for some of the poorest sectors of society.

However, with low levels of education and pedagogical preparation among animators, limiting the curriculum design to only ICL will probably not be appropriate for encouraging higher quality instruction, increasing pass rates, and reducing costs; particularly with the tendency for instruction to degenerate into traditional teacher:student interactions when participants are learning the alphabet and beginning to read and write words and phrases.

Training: There are difficulties with the training that is being provided for animators and their supervisors. A COMAL sponsored study on training activities concluded that the training provided is not always participatory, training often follows traditional classroom teaching norms, and some of the trainers of animators have not adopted participatory instructional strategies.³¹

²⁹GSD Consultores Asociados, *Segundo Informe de Consultaría: Análisis Estratégico del CONALFA* (Borrador, Agosto 2000).

³⁰Dr. Jennie Campos (SAVE consultant) also notes that one of the keys for success in using the *whole language approach* is having well prepared and trained teachers, who have the ability to manage ambiguous, confusing and challenging classroom activities, which is not the norm with most animators in rural Guatemala.

³¹Dr. Jennie Campos, *Consultant's Report: Internal Evaluation and 1-Day Participatory Learning and Action Workshop* (Save the Children, July 2000). Note: The difficulties associated with centering instruction and learning on the participant or student are not surprising. This is

The trainers of trainers have not received the same amount of training and the days of training received by animators varies. The number of days of training received by animators in preparation for 1999 literacy activities did not have a significant association with differences in the pass rates of participants, with the exception of additional training provided for animators with low levels of education and less training for animators with higher levels of education,³² which indicates that there were problems with the quality, relevance, and consistency of training; and animators with different levels of preparation and education require different training plans.

The areas in which animators have been trained has not been consistent. According to the data in the COMAL Monitoring and Evaluation (M&E) System, over 60 content areas were covered in the training of 273 animators in 1999, but 30% to 50% of the animators received training in only 25 of the content areas and over half of the animators did not receive training in 36 of the areas. Only three content areas of training were received by over 70% of the animators, with 73% being the highest coverage rate of training achieved by content area.

In the year 2000, the number of animators was increased to 870 and at least 80% of the animators received training in five of the 50 content areas, which was an improvement, but over half of the animators did not receive training in 38 of the content areas,³³ and the draft of

often a difficult transition in behavior for educators and trainers, who receive their formal instruction and subsequent training with traditional instructional strategies (teacher talks, students listen). In the case of COMAL, this may become an obstacle to achieving higher quality instruction and retention rates, because participants who initially respond to ICL and are led to believe that all learning will be student centered, based on their interests, may begin to sense that the system is not really participatory or student centered when the animator regresses to traditional teacher-classroom methodologies. Animators and their supervisors should be made aware of this danger and another inherent limitation in student centered literacy training: each participant cannot develop their own alphabet, language or spelling rules. Learning the alphabet and basic words will often require more traditional instructional strategies. However, the training provided for animators and their supervisors should also include strategies for reintroducing participatory, participant centered, and more active pedagogical strategies, whenever the motivation of participants begins to decline. Research shows that the motivation of participants is a key factor for assuring higher efficiency rates in literacy training and alternative basic education delivery systems. Experiences in Guatemala and Honduras also indicate that periodic visits to the homes and work places of participants by animators and supervisors can help maintain the motivation of participants.

³²DataPro, S.A., Table: *Días de Capacitación Recibidos y Resultados de 1999* (Septiembre 2000).

³³DataPro, S.A., Table: *Contenidos Adquiridos por Animadores con Grupo* (Septiembre 2000).

the training manual for the first forty hours of instruction does not cover all of the content areas in which animators are currently receiving instruction.

In summary, the training of animators has not been standardized, the trainers of trainers have not reached a consensus on the core training that should be received by all animators, and information from COMAL's M&E System indicates that there were only five significant correlations between pass rates and the contents of over 60 training topics provided for animators, again suggesting that there were problems with the consistency, quality and relevancy of training.

Core Curriculum and Educational Materials: A draft of a manual for animators is being validated by COMAL and complementary educational materials for participants are being considered. Ideally, educational materials for ICL will be generated by participants and *this can be done* with mapping and the other activities associated with the ICL curriculum. However, this can also become a time consuming task, when many participants may want to move along more rapidly with their learning, and it places nearly all of the responsibility for improving the quality and efficiency of literacy training on the animator.

Under these circumstances, complementary educational materials for participants, with appropriate guidance for animators on how to use these materials should be considered, along with alternative strategies and support for delivering instruction. The manual for supervisors and animators should also be expanded to include information for helping supervisors and animators get started:

- Key requisites for obtaining higher efficiency rates;
- Dangers associated with initiating literacy training with ICL without appropriate resources for community development;
- How to (and how not to) organize learning groups;
- Criteria for selecting animators;
- Establishing schedules for learning groups; and
- The basic materials that will be needed by the learning group.³⁴

³⁴These suggestions for the contents of a manual for supervisors and animators were generated by a group of ADEJUC supervisors (September 2000). Similar lists of contents can be generated by "brain storming" with the most successful supervisors and animators from NGOs,

Participation of Youth and Women: COMAL has emphasized the participation of women and youth in the program and has actively recruited NGOs that focus on working with women and youth. Women accounted for 69% to 72% of total enrollments with NGOs in 1999 and 2000. In 1999, 29% of the participants were young people under twenty years of age, 37% of the participants were under the age of twenty in the year 2000 and 64% were under the age of thirty. Young people and women are also responding better to COMAL's instructional strategies with women having higher efficiency and pass rates than men, with higher probabilities for older participants to drop out of the program, while youth have higher retention and pass rates.

Monitoring and Evaluation: COMAL's Monitoring and Evaluation (M&E) System provides the basic information needed for monitoring and evaluating the instruction provided. The system also facilitates reporting to CONALFA, because it is based on the information that CONALFA already requires from NGOs, which should also facilitate the adoption of the system by CONALFA, MNA, other NGOs and donors.

The information generated by the system is beginning to be used by COMAL personnel and NGOs, and the system has the potential of providing important information for adjusting instructional strategies to improve efficiency rates. Some of this information, which is being generated by COMAL's M&E System, and associated with changes in the efficiency rates of learning groups is summarized by Table 4 below.

Table 4 :

Factors Associated with Changes in Efficiency Rates

<u>Factors</u>	<u>Efficiency Rates</u>
Less than 20 participants per learning group	40%
More than 20 participants per learning group	53%
Six or fewer days of training for animators	60%
Seven or more days of training for animators	45%

using well structured questionnaires and interviewing the most successful supervisors and animators. Based on experiences in other countries, these strategies will often result in identifying more useful information for supervisors and animators, than lists of contents generated by people who are not in daily contact with learning groups and may not be aware of the most common problems faced by learning groups, animators and supervisors.

Table 4 (Continued)

Factors Associated with Changes in Efficiency Rates

<u>Factors</u>	<u>Efficiency Rates</u>
Instruction provided over a 200 day period	44%
Instruction provided over a 280 day period	52%
All participants are females in learning groups	60%
Learning groups with females and one or more males	45%
Animators with less than a sixth grade education	35%
Animators with six years or more of education	64%
Animators 20 years of age and younger	56%
Animators 21 to 30 years of age	53%
Animators 31 to 44 years of age	42%
Animators 45 years of age and older	33%
Male animators with male participants	41%
Male animators with female participants	43%
Female animators with male participants	50%
Female animators with female participants	55%

Source: DataPro, S.A. (September 2000)

The information summarized by Table 4 will be useful for NGOs and COMAL personnel as they strive to improve efficiency rates and design further studies on the key factors associated with improving efficiency rates.

However, it will also be important to assure that the changes in the efficiency rates indicated by the data are statistically significant, before formulating changes in policies associated with these factors. More frequent reporting during each period of instruction will be needed to resolve problems on the local level, rather than waiting until the end of the cycle or period of instruction to evaluate results and make adjustments in instructional programs. The information generated by the M&E System must also be available as soon as possible after the completion of a training cycle (within two or three weeks), so that adjustments can be made in training strategies for the following cycle.

SUMMARY OF CONCERNS

Priorities: Various problems during the first year and a half of the activity affected the implementation of COMAL, which caused delays in getting the different elements of the program on line. Most of these elements are now in place, but there are only two years remaining for the activity and priorities should be reconsidered. What is the priority?

- a) The number of people achieving literacy over the short-term; or*
- b) leaving a high quality and more cost-effective model to provide literacy training for hard to reach indigenous populations?*

Costs and Sustainability: The costs per person achieving literacy through training provided by NGOs during 1999 and 2000 are too high to provide a viable option to public sector managed literacy training programs (CONALFA and MNA). NGO costs must be reduced to about \$45 per person achieving literacy if ICL and NGOs are to receive financial support from other donors or the government of Guatemala. The practice of making small grants to NGOs, based on the number of participants initially enrolled in learning groups, should be discontinued and NGOs should be contracted and paid, based on a fixed price for the number of people certified by CONALFA as being literate (number of people certified as literate X \$45).

Efficiency and Quality of Instruction: The 1999 retention rate of 56% and the efficiency rate of 48% must be improved. Achieving an efficiency rate of 70% with NGOs should not be beyond the capabilities of COMAL.³⁵

Literacy Training and Basic Education: Literacy training should receive follow-on, with reinforcement and further development of reading, writing and basic mathematics skills through complementary post-literacy activities related to community development or alternative basic education delivery systems. Follow-on instruction, applications of literacy skills, or continuing studies in basic education are important because literacy programs in rural areas, with limited applications of literacy and few reading materials, often result in some people slipping back to illiteracy, when they do not have opportunities to apply their new literacy skills or continue with their basic education.

³⁵An 80% efficiency rate was projected in Save the Children's proposal for COMAL (June 10, 1998), p. 37.

Taking Advantage of the Development Experience of NGOs: The NGOs involved with COMAL have considerably more development experience than most educators and literacy training specialists. This community development experience should be fully utilized for the further development of the ICL curriculum model.

The preparation of complementary instructional materials for participants, based on applied development activities, should be completed by NGOs. For example, ADEJUC has developed years of experience in community organization, helping people become more economically productive in rural areas, child development, gender issues, and health. ADISA, in association with ADEJUC, has developed similar experience. CCAM has experience with health issues. FUNDES has considerable experience in microenterprise development and community credit systems.

These and other NGOs could receive small grants from COMAL to develop the complementary materials needed by learning groups involved in literacy training and a variety of different community development efforts. The resulting products could be evaluated by COMAL and other NGOs involved in literacy training, to select the most appropriate materials for reproducing for ICL learning groups involved in different types of community development activities.

RECOMMENDATIONS

- 1) USAID and SAVE must reach an agreement as soon as possible on the methodology that will be used to define literacy and count the people who achieve literacy as a consequence of COMAL.
- 2) Conduct quarterly reviews of COMAL's progress towards improving the *quality*³⁶ and *efficiency*³⁷ of literacy training, beginning in January of 2001 and each subsequent quarter, to determine whether USAID should continue to provide financing for this activity.³⁸

³⁶*Quality* can be measured by improvements in participants' test scores (CONALFA final tests and COMAL's progress tests), the extent to which ICL is accelerating community development, and generating community-based solutions to social and economic problems.

³⁷*Efficiency* can be measured on the basis of completion rates and costs per person achieving literacy.

³⁸Evaluating the activity quarterly will be facilitated by having M&E data and projections for the completion of the instructional cycle, based on available data, at the end of each quarter.

3) Amend the Cooperative Agreement to:

a) Hold COMAL and SAVE directly responsible for assuring that 72,000 people achieve literacy with the NGOs that receive *direct* financing from COMAL, and recognize that meeting the full goal (Indicator Target: 250,000 people achieving literacy) will depend upon subsequent actions by CONALFA and MNA.

b) Place greater priority on longer-term impact and assure that COMAL leaves a proven package of high quality, low cost ICL literacy and alternative basic education delivery services, strategies and tools for use by local institutions. Assure that SAVE makes these resources available for NGOs, MOE, MNA, CONALFA, municipalities, and other donors, with the goal of achieving sustainable socioeconomic development, while providing high quality literacy training and basic education for hard to reach indigenous groups in the *Zonapaz*, as described in the Cooperative Agreement.

c) Extend the life of the activity from December 2002 to March of 2003 to assure that COMAL will be able to complete two full training cycles during 2002, prior to closing out of the activity by SAVE's administrative personnel.

4) Discontinue the practice of paying for literacy training based on the number of participants initially enrolled in learning groups. Establish a fixed price of about \$45 per person achieving literacy. Based on previous efficiency rates, a percentage of the full payment could be disbursed to NGOs during the literacy training cycle, with a final payment made on the basis of the number of participants certified as being literate by CONALFA.³⁹

5) Complete a study to identify the most important factors associated with improving efficiency rates among NGOs and individual learning groups, based on focus groups and questionnaires administered to the most successful supervisors and animators, prior to the end

³⁹For example, an NGO with 1,000 participants and the demonstrated ability to achieve an efficiency rate of 60%, would indicate that at least 600 participants should achieve literacy at a total cost of about \$27,000; 65% of this amount (\$17,550) could be disbursed during the training cycle and the balance of \$9,450 (this payment would be more or less, depending on the final number of literates certified by CONALFA) and would be paid to the NGO based on CONALFA's certification of literates. This type of an arrangement would provide incentives for the management of NGO, and for supervisors and animators based on the efficiency rate they achieve. Financial incentives for supervisors and animators, tied to the final number of participants achieving literacy, are also recommended.

of December of 2000. Use this information to develop orientations and training for the first cycle of literacy training in 2001, with the goal of increasing efficiency rates to 70%.

6) Conduct an item analysis of COMAL participants' CONALFA test results to identify the specific areas in which participants are having difficulties, identify different versions of tests causing difficulties, and assure that NGOs, animators and their supervisors receive orientations on the areas in which instruction requires more attention. This work should be completed with both of the CONALFA exams administered during 2000 and prior to beginning the first training cycle in 2001.

7) Complete a study during 2001 on the benefits of literacy training so that COMAL and the NGOs associated with COMAL will have solid data on improvements in the incomes of participants, population, health, nutrition, civic participation, attitudes, etc.; all of which will be needed to market and promote the ICL services developed by COMAL with other donors, CONALFA, MNA, the private sector, and other NGOs. (Note: this data must also be available before CONALFA and MNA evaluate ICL in 2001).

8) Continue to collect data on ICL results among animators with different levels of education and levels of commitment, and assure that CONALFA and the MOE have an opportunity to evaluate the results of ICL at the end of 2001, with the assistance of the COMAL M&E System to process and analyze the data.

9) Reduce the technical direction of SAVE in the preparation of manuals and educational materials. Provide small grants for completing many of these tasks, using the most successful and capable NGOs to develop and test the initial drafts of training manuals, supervision manuals, and complementary educational materials for integrating community development with literacy training, followed by the review of the results of the manual or materials, and final editing by COMAL and the NGO that developed the materials.

10) Encourage COMAL to work with CONALFA and NGOs to introduce post-literacy basic education opportunities based on ICL; thereby providing an ICL alternative basic education delivery system, which should be even more attractive and dynamic than ICL literacy training, and help assure that people achieving literacy do not slip back into illiteracy.

11) Continue with ICL, but begin mixing instructional strategies with more traditional literacy training strategies (including rote learning for some exercises and ICL/participatory learning for others), with the goal of moving participants along more rapidly, while maintaining their interest and encouraging a focus on community development, family issues, and personal accomplishments with ICL.

12) Experiment with various strategies to improve efficiency rates.⁴⁰

13) Assure that the training and supervision of animators includes sufficient information on the subsequent changes in the lives of participants who achieve literacy, to counter attitudes and beliefs that poverty and poor living conditions are inevitable or predestined conditions for poor or indigenous populations. In contrast, emphasize the positive changes achieved by individuals, families and communities which are associated with achieving literacy and higher levels of basic education with ICL.⁴¹

14) Select a small group of 25 to 30 typical animators, who attend at least two learning groups, from a variety of NGOs to receive a social motivation course, of the type used with many of the USAID Peace Scholarship programs in Central America, to build higher levels of commitment among trainers and animators. Compare the pass rates of these animators with the pass rates of animators who did not receive the social motivation course to determine if this

⁴⁰While M&E data for the training cycle that began in 1999 indicate that learning groups with larger numbers of participants had higher efficiency rates, experiences in other countries often show higher efficiency rates with smaller learning groups. The higher efficiency rate recorded by COMAL's larger learning groups in 1999, may have been associated with other factors that were not included in the M&E data base. However, if M&E data for the current training cycle shows the same results at the end of this year, smaller learning groups would not be a cost-effective alternative, but other experimental strategies should be tested during the first cycle of instruction during 2001, based on M&E data and the study from recommendation #5.

⁴¹Similar strategies were used in Honduras with an alternative basic education delivery system and traditional schools, and in the El Paso, Texas school system with traditional schools, to counter the types of fatalistic attitudes described by Gish, Paz & Associates, *Estudio Exploratorio sobre las Actitudes hacia la Participación en Actividades de Alfabetización entre la Población Indígena Rural del Departamento de Quiché* (1999). Reducing fatalistic attitudes (*conformismo*) among classroom teachers, participants, animators and facilitators in Honduras and Texas resulted in improvements in efficiency rates, reduced failure and repetition rates, and improved academic achievement among low income participants.

would be an appropriate investment for COMAL.⁴²

15) Reach a consensus on the core training for animators and assure that all animators receive training in the key elements associated with achieving improved efficiency rates, managing instruction and learning, and be sure that animators can read and write in the indigenous language they are to be teaching.

16) Include orientations on the basic responsibilities of animators and supervisors, supervision skills and systems for the training of the supervisors of animators, and improve the supervision, follow-on, and monitoring of animators and learning groups.

17) Provide training for NGOs so that they can make optimal use of the M&E system, with the collection of additional data on enrollments, attendance, retention rates, and participants' scores on monthly progress tests during each month of the training cycle, to encourage adjustments in policies and strategies, provide additional assistance for animators and participants who are falling behind or experiencing difficulties.

(Note: the additional data collected during the training cycle on the enrollments of learning groups and the results of process testing for learning groups would not necessarily have to go into COMAL's central M&E System, but should be used primarily by NGOs to monitor the progress of learning groups, to provide additional assistance for learning groups experiencing difficulties, and achieve higher efficiency rates. However, the same information could also be collected quarterly by COMAL for making projections on completion rates through the end of the training cycle).

18) Assure that M&E data and the results of studies from the the previous literacy training cycle are available prior to initiating a new cycle, so that appropriate adjustments can be made in policies and strategies, with the goal of achieving further improvements in efficiency and pass rates.

⁴²SAVE is proposing that all animators receive social motivation during their initial training and and SAVE explains that this could be more cost-effective. This may prove to be true. However, a credible social motivation course would normally take a minimum of three days and evenings (12 to 14 hours per day). Based on experiences in other countries, the returns on investments for a social motivation course of this nature for a group of professional animators and supervisors could be very high and provide lasting results for improving the quality and efficiency of literacy training.

19) Introduce monthly progress tests, prepared by supervisors (based on the progress and instructional calendar of each group, and COMAL/CONALFA curricula), to help identify animators and participants who are having difficulties, assure that animators with difficulties receive additional help from their supervisors, and participants with difficulties receive additional attention from their animators and peer tutors from the learning group or community.

20) Continue to reserve funding for additional training and support for CONALFA and MNA, with the hope of realizing the goal of 250,000 people achieving literacy, assure that COMAL and the NGOs associated with COMAL maintain a positive relationship with CONALFA/MNA, and facilitate the negotiation of changes in the literacy training policies discussed below.

21) Discontinue the use of instructional calendars that are tied to the traditional school year, plan instructional calendars based on local needs (suspending instruction during periods of significant migration, planting and harvesting seasons, beginning instruction at any time during the year, etc.), and take advantage of the good will and good working relationships developed with CONALFA, and MNA to negotiate these and other changes in the following CONALFA/MNA policies for the NGOs affiliated with COMAL:

a) Allow NGOs to offer two literacy training cycles per year, with more flexibility for suspending instruction during periods of migration, planting, or harvesting.

b) Use recuperation exams for participants who lack less than 30 points to pass the cycle.

c) Allow NGOs and COMAL to establish their own pay scales for animators so that financial incentives can be included in the salaries of animators (for example, a salary of Q350 a month for animators (for each learning group with a minimum number of participants established by COMAL), and with a bonus of Q60 for each participant certified as being literate by CONALFA at the end of the training cycle).⁴³

⁴³Six months of the proposed salary established by CONALFA for animators in 2001 would be Q3,000 per learning group. At Q350 per month per learning group, Q2,100 would be paid to the animator over a six month period, for each learning group, with a bonus of Q60 for each participant achieving literacy at the end of the cycle of instruction (including participants passing recuperation exams). An animator with 15 participants passing the exam would receive



Participants Fifteen Years and Older.



Participants Fifteen Years and Older and Two Twelve Year Old Children (See Recommendation #21.a)

a bonus of Q900 ($Q2,100 + Q900 = Q3,000$), and any additional participants above 15 would be a bargain for COMAL and the NGO, while providing an additional incentive for the animator.

d) Encourage NGOs to contract better prepared animators, as was suggested in SAVE's original proposal, with two, three or four learning groups assigned to each animator; thereby providing more attractive salaries to attract better prepared animators and reduce training costs (or provide more and better training for smaller numbers of well prepared and trained animators).

e) Allow NGOs to enroll illiterate children in learning groups, with the certification of literacy by CONALFA, rather than waiting until they are fifteen years of age to enroll, and enlist the support of educational policy reform groups to provide support for this important policy change.⁴⁴

f) Assure that NGOs participate in the review of CONALFA's tests and grading criteria, prior to the administration of these tests at the end of each training cycle, to assure that regional differences in indigenous languages or dialects are taken into consideration for each test item.

g) CONALFA must define more specific and transparent competencies (evaluation criteria for evaluating new literates) so that COMAL and NGOs can assure that their curricula cover these competencies.⁴⁵

h) Provide training for CONALFA test developers to assure that criterion referenced testing instruments are prepared for certifying participants, with appropriate validation and reliability standards to avoid variations in the

⁴⁴By waiting until these children reach fifteen years of age, some of these young people may not have time to participate in a literacy program because of work or family responsibilities. ADEJUC and ADISA reported that there are schools in Quiché without teachers and some communities do not have schools. COMAL should be allowed to respond to these needs.

⁴⁵The criteria for evaluating participants should become more transparent and specific. Current criteria are open to many different interpretations with the danger of having variations in the difficulty of CONALFA's test items from one year to another. For example, CONALFA's publication, *Estrategias de Post-Alfabetización (1992-2000)* includes the following evaluation criteria: *escribe pequeñas composiciones, expresa oralmente y por escrito sus pensamientos*. More specific criteria should be developed which would define *pequeñas composiciones* or *pensamientos escritos* in terms of the number of words in the composition, limits in the number of letters per word for the level of reading and writing that is to be achieved, with specific criteria and guidance for evaluating the results and scoring the tests. The basics of competency based testing, as compared to norm referenced testing practices, should also be emphasized with CONALFA and the MOE.

difficulty of test items.⁴⁶

i) Assure that the NGOs associated with COMAL will be able to continue to provide literacy and post-literacy training services for CONALFA and MNA, beginning in late 2002 or in early 2003, using national funds or funding from the IDB or other donors to finance ICL provided by NGOs.

22) Assure that the COMAL and NGO literacy curricula cover all of the learning objectives that are included in the CONALFA literacy curriculum and tests.

23) Consider the piloting of a low cost alternative delivery system, using interactive radio instruction (IRI) and *professional*, itinerant animators to provide literacy training, incorporating the ICL methodology and more traditional instructional strategies (see Attachment II for further information on an IRI option).

24) Actively promote literacy training with all USAID development activities in the *Zonapaz* (and other regions), as a new USAID Mission policy for all development activities (particularly when they are executed by NGOs), and when funding is available from COMAL, CONALFA, MNA, or other sources to finance literacy training.⁴⁷

⁴⁶A brief review of two of CONALFA's literacy tests revealed that some of the test items were more difficult than others, which would affect the reliability of tests, with the probability that some participants could find it easier to pass one of the tests but fail another. With payments to NGOs based on the number of participants certified and the importance of assuring that tests are valid and reliable for certifying literacy, providing training in criterion referenced test development, and strategies for determining the validity and reliability of criterion referenced test items would be advisable.

⁴⁷The following studies and reports show improved results for family planning, health and population activities when literacy training was integrated with these interventions: Shirley Burchfield, *An Analysis of the Impact of Literacy on Women's Empowerment in Nepal* (Harvard Institute for International Development and USAID, 1997); "Education: A Passage to Equity and Low Fertility in India," *Population Briefs*; Anrudh Jain, *Fertility Transition in India: Implications for Social Policies*, 1998; Ned van Steenwyk, *Evaluación de EDUCATODOS: 1997*; *Las Mujeres en el Programa EDUCATODOS* (1998) and *Los Primeros Graduados del Sexto Grado de EDUCATODOS* (Tegucigalpa: 2000). In Guatemala, it also appears that the NGOs associated with COMAL are obtaining increased development impact and improved efficiency rates in literacy training by integrating development activities with literacy instruction.

25) MOE Policy Reforms: Enlist the support of educational policy reform groups to reduce the minimum age for enrolling children in the first grade of primary school to 6 years of age and enforce compulsory enrollments at the age of 6, to increase the probabilities that more children will complete their primary education prior to adolescence and reduce the numbers of future illiterates.⁴⁸

26) Maintain close contact with the IDB and other donors to assure that the NGOs assisted by COMAL will become part of the proposed IDB project for literacy training.⁴⁹

SUGGESTIONS FOR FUTURE ASSESSMENTS

1) Conduct quarterly evaluations of COMAL, beginning in January of 2001, with the goal of making further adjustments in policies and strategies, improving efficiency rates, reducing costs, and determining whether USAID should continue to finance the activity.

2) During the first literacy training cycle of COMAL (1999-2000), efficiency rates among NGOs ranged from 27% to 84%. Based on the data available at the present, COMAL should identify the learning groups with the highest and lowest retention and pass rates, identify the factors associated with higher rates, and share this information with NGOs, CONALFA and MNA. Use the information from the study to develop more consistent and relevant training programs for animators, supervisors and CONALFA/MNA instructors, and validate the role of these and other factors for achieving higher efficiency and quality.

3) Continue to use the M&E System to generate information and ideas for further analysis and reflection, but assure that the findings are statistically significant before making significant policy changes based on this data.⁵⁰

⁴⁸Regional educational research and net enrollment data shows that most parents will keep their children in school, following initial enrollment, until children become adolescents. If children are not allowed to begin school at an earlier age in Guatemala, they will not be able to complete primary school (sixth grade) before they reach adolescence. Further, if a child must repeat one or more grades, which is common, the possibilities of completing primary school before reaching adolescence become even more remote.

⁴⁹Recommendations 25 through 27 are primarily for USAID, but should also receive the support of COMAL.

⁵⁰For example, M&E data indicate that larger learning groups, with higher numbers of participants, have better retention and completion rates. This may be true, but it is not supported

4) Identify improvements related to incomes, population, health, nutrition, civic participation, attitudes, etc.; all of which will be needed to market and promote the ICL services developed by COMAL and NGOs with other donors, CONALFA, MNA, the private sector, and other NGOs. (Note: all of the data must be available before CONALFA and MNA evaluate ICL in 2001).

by research findings in other countries. Similarly, younger animators tend to have higher completion rates, based on M&E data, but it is almost certain that some of the older animators also have excellent completion rates.

ATTACHMENT I

RESPONSES TO SPECIFIC TASKS IN THE SCOPE OF WORK
FOR THE MIDTERM EVALUATION OF COMAL

1) To what extent is the activity achieving its purpose, objectives, and results as described in the Cooperative Agreement with Save the Children?

- **Increase the number of new literates by 250,000 people over a period of four years (1999-2002):** This goal will not be met by COMAL using current strategies unless there are changes in policies and strategies with COMAL, NGOs, CONALFA and MNA.
- **Increase the quality and quantity of community-based literacy and post-literacy activities:** The quantity of instruction increased from 1999 to 2000, based on the initial numbers of participants enrolled, but the total number of people achieving literacy will not increase significantly through COMAL until 2001 and 2002. Data from 1999 do not indicate that the quality of instruction improved, in relation to the literacy training provided by CONALFA.
- **Accelerate community development and generate community-based solutions to social and economic problems. (Individual, family and community welfare improved):** Community development issues are addressed by NGOs when they have ongoing development programs in the community. However, when NGOs do not have development programs in the communities of learning groups, development issues and interests often do not receive appropriate attention.
- **Develop new literacy materials and instructional models to help learners better acquire, practice, sustain, increase and apply their skills and knowledge:** A new instructional model has been introduced, but additional literacy materials and resources should be considered to improve the quality and efficiency of instruction. It is also probable that many of these materials are available from other literacy training entities in Guatemala and could be adapted for use by COMAL.
- **Methods, models and support materials developed and disseminated for integrating community development with literacy:** Methods and a model have been disseminated, but support materials and a longer-term strategy for serving hard to reach populations in isolated rural areas should become the priority for COMAL.

- **Provide training for literacy personnel to enhance the quality, relevance, effectiveness, and impact of literacy programs.** (NGOs are strengthened to increase the number of literacy and post-literacy centers, and improve the quality of instruction): Training has been provided for most NGO animators and literacy personnel (over 1,200 people) in the area of influence of COMAL, but the quality and quantity of training has not been consistent, and there are difficulties with the focus and relevance of the training. Training has also been provided for 2,000 CONALFA and about 200 MNA instructors and supervisors, but data will not be available until the end of the training cycle on the effects of this training in regard to the quality and efficiency of instruction.
- **Quality of training, instructional and curriculum materials:** The theoretical conceptualization of the ICL curriculum model is excellent and the choice of this model is supported by COMAL's recent study on the probabilities of enrolling increased numbers of indigenous people in literacy programs.⁵¹ However, the use of this model should also be considered on the basis of assuring that there are community development resources available for the learning group, to assure that community development and literacy training are integrated. The average level of academic and pedagogical preparation, and the commitment of animators in the *Zonapaz* must also be considered, additional instructional materials will be needed, and the quality and consistency of training programs must be improved.⁵²
- **Degree to which training, instructional and curriculum materials, and studies are contributing to the achievement of results:** During 1999, 84% (229 of the 273) animators in the COMAL Monitoring and Evaluation System received training. In 2000, 95% of the animators in the system received training (824 of 870), but the quality and quantity of training varies. Curriculum and instructional materials are promising, but incomplete and additional studies should be completed to improve the efficiency, quality and cost-effectiveness of literacy training.

⁵¹Gish, Paz & Associates, *Estudio Exploratorio sobre las Actitudes hacia la Participación en Actividades de Alfabetización entre la Población Indígena Rural del Departamento de Quiché*. (COMAL, Diciembre 1999).

⁵²The need for additional instructional materials and improvements in training are recognized by SAVE. Prior to initiating this review of the progress of the activity, Dr. Jennie Campos (Save the Children consultant) recommended mixing instructional strategies and developing additional instructional materials.

associated with COMAL, particularly when dealing with community development issues and the supervision of learning groups in the field.

- **Develop monitoring and evaluation tools to track progress, assuring that women and youth are being reached (and, if necessary, adjust implementation strategies to assure that women and youth are being reached).** The M&E System provides sufficient data on female participation, 69% to 72% of the participants enrolled in 1999 and 2000 were females, 37% of the participants are 15 to 19 years of age, and 64% of the participants are under 30 years of age.⁵³ Focus groups and interviews are being initiated with participants by DataPro, S.A. and this information should allow COMAL to evaluate basic literacy outcomes, applications and retention, and changes in attitudes among participants after achieving literacy.
- **Adequacy of the monitoring and evaluation system.** The M&E system provides all of the basic information required for monitoring and evaluating the system. However, it would be useful to have more frequent reporting (monthly enrollment reports and results of progress tests by learning groups) during each period of instruction so that corrections can be made on a local level, rather than waiting until the end of the period to see results. (Note: this information would not have to be entered into the M&E System's computers, but could be gathered locally for review, analyses and corrective actions by NGOs). The statistical significance of factors associated with improved efficiency rates should be provided, prior to making recommendations for changing policies based on the data from the M&E System.
- **Confirm the impact of literacy programs.** (Participants have increased awareness and knowledge of health information, economic opportunities, environmental concerns, civic and human rights). Data are not currently available on increased knowledge and awareness, but when NGOs have community development programs in the communities of learning groups, increased knowledge and awareness on these issues should be apparent. The focus groups that are now being organized by DataPro S.A. as part of the M&E effort should also provide information on increased awareness and knowledge in these areas.
- **Participants have increased access to health, economic development, human rights or other empowerment activities.** Increased access is evident when NGOs have ongoing community development efforts in the communities of learning groups, but this is not easily addressed when there are no community development resources in the communities of learning groups.

⁵³DataPro, S.A., Table: *Participantes por Sexo y Edad por Municipio y Departamento* (Septiembre 2000).

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- **Support research that leads to successive improvements in efforts to spread literacy among the most linguistically challenging and disadvantaged populations in Guatemala. (Applied linguistic research).** A recent study by Gish, Paz & Associates on probabilities for the participation of indigenous populations in literacy programs in the Department of Quiché should be helpful for designing new delivery systems and alternatives for COMAL and NGOs. The institutional analysis of CONALFA should be useful for improving the quality of CONALFA's services. Comparisons should now be made among different learning groups and NGOs, using M&E data and questionnaires, to identify the key factors associated with high retention and pass rates, and the identification of other factors that reduce these rates and should be avoided.
- **Increase government, NGO and donor support for literacy initiatives as a key to expanding sustainable social and economic development opportunities and developing a vibrant civil society.** Government and donor support should increase with MNA; COMAL is encouraging the European Community to finance literacy training initiatives; and the IDB is currently negotiating a \$10 million loan for expanding literacy training in the *Zonapaz*.
- **How "new literates" are being defined and counted.** CONALFA literacy tests are administered with COMAL participants and CONALFA certifies the achievement of literacy based on test results. CONALFA has also authorized COMAL to administer some tests, which has both advantages and disadvantages for COMAL, but should continue as long as there are no abuses in the administration and grading of tests.
- **Quality of studies.** The Gish, Paz & Associates study and the GSD institutional analysis of CONALFA are very good and Dr. Jennie Campos' work on training is excellent. Subsequent studies on factors associated with high and low retention rates should begin as soon as possible, with the goal of identifying the strategies and methodologies associated with high retention and pass rates, and then promote these strategies with NGOs, animators and their supervisors.⁵⁴ A study is also needed on the benefits of literacy training in regard to increasing incomes, improvements in health, nutrition, civic participation, the academic achievement of children of participants, etc.

⁵⁴Research on dropouts from an alternative basic education delivery system in Honduras (EDUCATODOS) identified the motivation of participants as being the key factor for reducing dropout rates. It was also found that the motivation of participants increased when facilitators (animators) visited the homes and work places of participants, and when community leaders took an interest in the learning groups, visiting the group and encouraging participants to continue with their studies. See Ned van Steenwyk, *et.al. Los Desertores de EDUCATODOS* (Tegucigalpa: Secretaría de Educación, EDUCATODOS y USAID, 1999).

- **Adequacy of inventories.** Inventories of complementary educational materials do not exist because these materials remain to be developed, inventories of studies are adequate and can be easily reproduced as needed, and inventories of guides or manuals for animators will not be established until the current draft of the manual is validated and completed.

2) To what extent are partnership, institutional development and training being engendered and implemented to achieve results?

Working partnerships among CONALFA, MNA, NGOs and COMAL are evident. The GSD institutional study on CONALFA should be helpful for the institutional development of CONALFA. COMAL's M&E System will lend itself to strengthening NGOs as literacy training institutions, but more attention should be given to the institutional strengthening of NGOs as providers of high quality ICL and literacy training. A starting point would be to identify the factors associated with high retention and pass rates, then work with NGOs to implement these strategies, and assure that all NGOs make optimal use of the M&E System, for monitoring literacy training, increasing efficiency and reducing costs.

- **Research and other information sources used to contribute to the knowledge about, and resources for literacy in Guatemala (particularly to address high priority questions associated with Mayan linguistics, literacy learning and retention).** Very little of this information has been gathered, but some of these issues are addressed in the draft of the COMAL manual for animators and COMAL is in the process of developing a bibliography of studies and information in these areas. Unfortunately, these tasks were not completed when the activity began.
- **Assistance received by NGO subgrantees in the following areas:** (Note: the following information on the assistance received by NGO subgrantees is from interviews with seven of the field personnel from COMAL's major partner (ADEJUC) in Santa Cruz de Quiché. ADEJUC field personnel also explained that most of the assistance received from COMAL was related to orientations on the activity and the philosophy of ICL.)

ICL Design	No
Instructional Materials Development	No
Instructional Methodologies	Yes for ICL, but not in other areas
Participatory Community Assessment	No

Community Outreach and Mobilization	No
Program Management	Yes for ICL management, but not in other areas
Program Monitoring and Evaluation	Yes, COMAL's M&E System, but more attention is needed in this area to achieve improvements in efficiency and quality
Leveraging Additional Donor Support	No

3) Client focus and sustainability of activities and these issues are addressed in performance monitoring indicators.

The client focus is clearly evident among NGOs and the client was invariably identified as being the participant in COMAL's literacy training programs by all of the NGO personnel interviewed. USAID could provide leadership in this area by requiring that all NGOs, receiving financing directly or indirectly from USAID, include literacy and basic education activities, integrated with development programs, when COMAL, CONALFA, or MNA financing for literacy training is available.

ICL activities with CONALFA and MNA will be sustainable, provided that sufficient public sector funding is provided, but it is doubtful that community development resources will be available for many of the learning groups managed by public sector animators and teachers.

The sustainability of ICL activities with NGOs will be achieved with improvements in efficiency and reductions in costs, thereby making the use of NGOs a more attractive and cost-effective alternative than public sector literacy programs. The integration of community development with literacy training by NGOs will also be sustainable, when NGOs have ongoing development activities in the communities of their learning groups.

Client focus as described in the Cooperative Agreement. Clients are clearly identified as ICL participants.

- **Strategies used to reach marginal groups, particularly women and youth in light of site-specific barriers to access and retention. COMAL has actively recruited**

NGOs involved in development activities with females and youth, and data from the M&E System indicates that females and youth have higher probabilities of staying with the program and achieving literacy. However, site-specific barriers to access and retention will not be identified until the study on factors related to efficiency rates with individual NGOs and learning groups is completed. (Note: this study must become one of COMAL's highest priorities so that the results of the study will be available before the end of this calendar year and prior to beginning training and orientations for the first cycle of training in 2001).

- **Institutional strengthening of ADEJUC and CONALFA.** The institutional study on CONALFA was completed and this should help with the strengthening of the institution. The possibility of CONALFA adopting COMAL's M&E System should also be encouraged. The institutional strengthening of ADEJUC by COMAL, remains to be addressed, but SAVE has offered to finance a review of ADEJUC's strengths and weaknesses, which could lead to the institutional strengthening of ADEJUC. However, the other NGOs in the COMAL network must receive assistance and training to make optimal use of COMAL's M&E System, improve monitoring and supervision of ICL, reduce costs and increase efficiency.
- **Integration of other donor agencies and USAID social sector activities with literacy training to maximize coverage of literacy training and link community development with literacy training.** COMAL is encouraging the European Community to become involved with ICL and the IDB appears to be open to considering the financing of COMAL's NGOs: to provide integrated community development and literacy training services beginning in 2002. USAID could also provide the initial leadership in this area by establishing a Mission policy to actively encourage and promote the integration of literacy training with all of its development activities, particularly with NGOs, when the NGO or activity is located in an area with high illiteracy rates and funding is available for literacy activities from COMAL, CONALFA, MNA, or other sources.

ATTACHMENT II

AN ALTERNATIVE INTERACTIVE RADIO INSTRUCTION DELIVERY SYSTEM

While interactive radio instruction (IRI) may appear to be a more costly delivery system than using animators, IRI could reduce costs and be a very useful alternative to attend hard to reach groups with integrated literacy and community development activities in the *Zonapaz*.

The study conducted by Gish, Paz and Associates, *Estudio Exploratorio sobre las Actitudes hacia la Participación en Actividades de Alfabetización entre la Población Indígena Rural del Departamento de Quiché* (COMAL, Diciembre 1999), includes important observations on rural families that could be used to develop more flexible, client focussed delivery systems based on ICL.

For example, the study noted that adults and youth, males and females, listen to the radio regularly each day and evenings are spent with the family gathered together at home. The preferences noted by indigenous populations regarding the characteristics of animators is also important. Potential participants would prefer to have an animator who is not from the same community, a credible person who knows more than they do, who speaks, reads and writes both their indigenous language and Spanish, who can respond to their development needs and interests. Unfortunately, these characteristics do not match many of the current animators.

However, IRI could deliver bilingual instruction, combining ICL and more traditional strategies, during a 30 to 45 minute radio program, five days a week, with two master instructors (one male and one female). The radio program could begin with a dramatization of the theme for the day, which could also assure that gender issues, human rights, civic responsibilities, health, nutrition and other themes, which are not currently included in all ICL instruction, are included under this alternative delivery system.

The initial five to ten minute dramatization for the lesson could be in Quiché (or other indigenous languages), followed by the introduction of the words used in the dramatization in both Quiché and Spanish by the male and female master instructors for about twenty minutes, followed by the same dramatization, on the same theme that began the program, in Spanish. Based on experiences in other countries, basic literacy could be achieved with about 100 lessons over a five month period.

Instruction should be complemented by a work book that participants would use to practice writing and reading the new words introduced by the dramatizations in Quiché and Spanish,

with about 30 additional minutes of home work with the work book.

Radio programs could be broadcast twice daily, using a relatively low cost local radio station, once in the morning for females who tend to listen to the radio more frequently in the mornings, and again in the evening when the family is together at home, when males tend to listen to the radio more frequently.⁵⁵ The family studying together in the evening, which could provide other beneficial results for the community and family members.

An itinerant, *professional* animator could visit small groups of families, with about 12 to 15 people per group, for a half day of reinforcement, review of homework and lessons, questions and answers, motivation and provide orientations and resources for the integrated community or family development themes chosen by participants. The costs and basic elements for this type of an IRI system are summarized below.

5 groups of 12 participants = 60 participants.

70% efficiency rate = 42 participants achieving literacy

\$45 X 42 people achieving literacy = \$1,890

Professional animators could receive a monthly salary of about Q1,600 for a six month training cycle, which is twice the salary of a beginning teacher (Q1,600 x 6 months = Q9,600 or \$1,280), leaving a balance of \$610 per professional animator to cover radio broadcasts, workbooks, and other costs for NGOs. With about 30 professional animators, the NGO would have about \$18,300 to cover the remaining costs for the alternative delivery system.

With a small grant for ADEJUC or another NGO associated with COMAL, the NGO could develop the radio lessons and work books, and execute a pilot of the activity with about six to eight professional, itinerant animators. The experience could be evaluated in 2001 by COMAL and NGOs to determine if it warrants replication on a wider scale.

⁵⁵Gish, Paz and Associates, *op. cit.*

ATTACHMENT III

People Interviewed: September 11 - 30, 2000

**María Eugenia de Paz - Directora Ejecutivo de CONALFA
Personal Técnico: CONALFA**

**Francisco Rosales - Director Ejecutivo de MNA
Javier Moscoso - Asesor del Director Ejecutivo de MNA (CONALFA)**

Gustavo Tiguilá - Gerente de Formación Empresarial de FUNDES*

Marvin Sánchez - Coordinador de Actividades de Educación, Catholic Relief Services*

**Luis Felipe Iriás Girón - Director Ejecutivo de ADEJUC*
Freddy Villatoro - Sub-Director de ADEJUC
Aníbal Colindres - Contador de ADEJUC**

**Rosa María Alejos - Coordinadora de Actividades de COMAL (Quiché)
Hiram Martínez - Ex-Coordinador de Actividades de COMAL (Quiché)
Rubelsé Alvarado - Coordinador Interino de Actividades de COMAL (Quiché)
Melchor Awuaré - Supervisor de Animadores de ADEJUC y ONGs (Quiché)
Óscar López - Supervisor de Animadores de ADEJUC y ONGs (Quiché)
Marlene Xicaf - Supervisora de Animadores de ADEJUC y ONGs (Quiché)
Elías Hernández - Supervisor de Animadores de ADEJUC y ONGs (Quiché)
Claudia Lux - Supervisora de Animadores de ADEJUC y ONGs (Quiché)
Dina Xexarech - Supervisora de Animadores de ADEJUC y ONGs (Quiché)**

Francisco Yat Morales - Director Ejecutivo de ADISA
Matías Chávez - Supervisor de Animadores de ADISA**

Miguel Xan - Director Ejecutivo de CCAM
Sebastián Morales Macario - Supervisor de Animadores de CCAM
Manuela Torres - Supervisora de Animadores de CCAM
Gaspar Canil López - Supervisor de Animadores de CCAM**

***NGO associates with COMAL**

****NGO associates with COMAL/ADEJUC**

Nick Mills - Chief of Party for Save the Children
Manuel Mangalo - Financial Administrator for Save the Children
Ruth Moya - Technical Director for Save the Children
Rosa Zapeta - Training Coordinator for Save the Children
Fabiola Varela - Research Coordinator for Save the Children
Bruce Newman - Presidente de DataPro, S.A.
Lidia de León - Analista de DataPro, S.A.

Debbie Iraheta Kennedy - Deputy Director USAID/Guatemala
Mary Ann Anderson - Chief of the Office of Health and Education, USAID/Guatemala
Julia Richards - Education Officer, USAID/Guatemala
Wende du Flon - COMAL Project Manager, USAID/Guatemala

Charles Richter - International Development Bank