

CLASSIFICATION PD-AYL-493
PROJECT EVALUATION SUMMARY (PES) - PART I

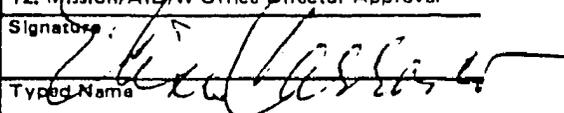
Report Control
 Symbol U-447

1. PROJECT TITLE BILINGUAL EDUCATION			2. PROJECT NUMBER 520-0258	3. MISSION/AID/W OFFICE USAID/Guatemala
5. KEY PROJECT IMPLEMENTATION DATES A. First PRO-AG or Equivalent FY <u>79</u> B. Final Obligation Expected FY <u>84</u> C. Final Input Delivery FY <u>84</u>			4. EVALUATION NUMBER (Enter the number maintained by the reporting unit e.g., Country or AID/W Administrative Code, Fiscal Year, Serial No. beginning with No. 1 each FY) <u>82-1</u> <input checked="" type="checkbox"/> REGULAR EVALUATION <input type="checkbox"/> SPECIAL EVALUATION	
6. ESTIMATED PROJECT FUNDING A. Total \$ <u>2,950</u> B. U.S. \$ <u>1,850</u>			7. PERIOD COVERED BY EVALUATION From (month/yr.) <u>August 1979</u> To (month/yr.) <u>January 1982</u> Date of Evaluation Review <u>07-21-82</u>	

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., airgram, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
1. Assure full advisory committee participation.	Fairchild	03-82
2. Renew GOG commitment to provide operating personnel and not siphon them off to other priority activities.	Fairchild	03-82

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS <input type="checkbox"/> Project Paper <input type="checkbox"/> Implementation Plan e.g., CPI Network <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Financial Plan <input type="checkbox"/> PIO/T <input type="checkbox"/> Logical Framework <input type="checkbox"/> PIO/C <input type="checkbox"/> Other (Specify) _____ <input type="checkbox"/> Project Agreement <input type="checkbox"/> PIO/P	10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT A. <input type="checkbox"/> Continue Project Without Change B. <input type="checkbox"/> Change Project Design and/or <input checked="" type="checkbox"/> Change Implementation Plan C. <input type="checkbox"/> Discontinue Project
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11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles) Frank L. Fairchild, Jr.	12. MISSION/AID/W OFFICE DIRECTOR APPROVAL Signature:  Typed Name: <u>Eliseo Carrasco, DIR</u> Date: <u>July 21, 1982</u>
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13. SUMMARY

The Bilingual Education Project was designed to assist the GOG in improving the linguistic and curricular relevance of rural education for Mayan language speaking children by developing bilingual educational materials which would improve and expand the pre-school bilingual Castellanización program through grade 2. The first year of project activity was devoted to the formation of the project executive committee, recruitment activity, staffing of the project and revision of the bilingual materials for the Castellanización program.

Initiation of project activities was delayed one year while the Ministry of Education reorganization was finalized. Revisions were made to conditions precedent to initial disbursement so that the project could fund technical assistance required to enable the GOG to meet originally envisioned conditions precedent. The Life-of-Project funding was increased to cover the technical assistance contract.

The first year of the project implementation plan began in July 1980 with the arrival of contract technicians. During the first year, project activities were hampered by a reassignment of project responsibilities within the Ministry of Education, the GOG failure to approve the counterpart budget for 1980, a deterioration of the political situation, and the commencement of a national literacy campaign. In spite of these obstacles, 70% of the technical personnel were on board and approximately one-half of the revised curriculum materials for the Castellanización program had been developed as of the end of the project's first year of activity. Prospects of achieving the purpose and goal remain good since the allocation of 1981 counterpart funds was made and the curriculum development teams were formed and have revised the Castellanización program.

14. Evaluation Methodology

This is a scheduled progress evaluation covering the period August 1979 to Dec. 1981. The purpose of the evaluation is to determine whether reasonable progress is being made toward reaching program objectives, to identify implementation bottlenecks, and to recommend appropriate corrective actions. The main sources of data were: (1) Bilingual Education Project monthly reports prepared by the GOG project director; (2) bi-monthly contractor (Inter-America Research Associates - IRA) reports; (3) an annual report and operational plan for the Bilingual Education Project submitted by IRA; and (4) interviews with Bilingual Education Project personnel conducted by USAID staff. While the focus of the evaluation is the overall rate of progress of the Bilingual Education Project, attention is directed to the areas where USAID through the contractor has concentrated technical assistance.

15. External Factors

Several external factors served to impede the progress of the project.

A. Selection of Project Contractor

The project was scheduled to start January 1, 1980, in synchronization with the Guatemalan school year which starts in February. A dispute between AID/Washington and AID/Guatemala over source procurement procedures delayed the selection of a contractor. The contract was signed six months late and the contractor began work July 1, 1980, with on-site activities initiated the second week of August.

B. Political Situation

The original baseline study for the project conducted in 1979 resulted in the selection of 40 experimental and 40 comparison schools for field testing project materials. The changing political climate in Guatemala necessitated a revision of the project sites. This revision was a contributing factor to the postponement of the field testing of Castellanización materials.

C. The Literacy Campaign

Project implementation has been slowed by the diversion of human resources from the project to the literacy campaign. Three of the four members of the project steering committee are key participants in directing the National Literacy Campaign. As the GOG has given priority to the literacy campaign, attendance by these members at Bilingual Education Project steering committee meetings has been sporadic at best. In addition, the MOE enlisted project personnel in the work of the literacy campaign during the eleventh and twelfth months of the project.

Basic to the design of the Bilingual Education Project is the assumption that all curriculum materials developed by project staff members will be field tested in 40 experimental and comparison schools for formative evaluation purposes prior to final revision. The areas in which some of the project schools are located have become a combat zone. In some instances schools have closed and the indigenous population has migrated to more secure regions. In other areas fear caused by the conflict has made parents keep their children from attending school. Thus enrollment rates are greatly reduced. Careful consideration was given to re-locating project schools, but as the conflict expands such a move has proved unfeasible. The steering committee of the project has taken a decision to continue field testing in project schools where it is possible to do so.

With attention turning to the election of March 1982, MOE pressure for project support of the literacy campaign diminished. By the end of 1981, the MOE's previous attempts to involve the project in the literacy campaign was no longer considered a problem.

16. Inputs

A. Failure of GOG to Approve Counterpart Budget

As a consequence of the GOG's failure to approve a counterpart budget for the project in 1980, the building to accommodate the project and the salaries for certain administrative and technical personnel were not provided as originally scheduled. In October 1980, an arrangement was made to house the project in the facility occupied by the Department of Social-Rural Education. The first counterpart personnel were not hired until the first quarter of 1981. As of the end of the first year and a half of project activities, certain counterpart-financed positions had not been filled primarily due to the delay in procurement with counterpart funds of office furniture and equipment. Although counterpart funds for 1981 were approved, purchase orders for procurement were delayed by the Ministry of Education due to the lengthy bureaucratic process involved in obtaining necessary clearances on procurement orders.

B. Personnel Recruitment Problems

Because of the deteriorating political situation, many North American anthropologists/linguists who were available to work as advisors with the project at the time of the original design left the country by July 1, 1980. IRA, with the consent of the Human Resources Division of USAID/Guatemala, decided to recruit indigenous Guatemalans fluent in Spanish and one of the project languages to supply the four linguists/anthropologists required and the four persons were hired in the fifth month of the project activities.

MOE personnel whose salaries were funded by AID were contracted during the sixth month of the project. Several members funded through the GOG's counterpart contribution were employed in the ninth month of the project. Others still are yet to be contracted. Annex One offers an analysis of the original projected hiring dates for project personnel versus the actual date members joined the project. The MOE's delay in contracting project personnel is directly attributable to the delayed availability of GOG funds designated to rent office space and purchase furniture for the project staff.

C. Commodities

Basic office supplies were purchased out of local AID funds. The IRA contract specifies that IRA is responsible for the purchase of "basic reproduction equipment such as ditto, and mimeograph unit" as well as five vehicles. Although the procurement of vehicles was completed on schedule, there was a delay in the purchase of the reproduction equipment. USAID/Guatemala has formally reminded IRA of its contract obligation to purchase the equipment immediately.

USAID/Guatemala has held a series of meetings with the project's executive council and the Minister of Education to explain the concern that counterpart contribution for the project be provided on schedule. It is hoped that continued pressure by the Mission will improve the above situation.

17. Outputs

The PP calls for three basic outputs during the first year of the project:

1. The formation of the four curriculum development teams (one for each language).
2. The development of a revised curriculum and prototype texts and visual aids for the Castellanización level.
3. The implementation of basic staff development activities and the design of evaluation and testing instruments to assess learning and the success of the project.

Output No. 1 - Formulation of Curriculum Development Teams

There was a general delay in the hiring of project personnel. As of the end of the twelfth month, all technical personnel were on board with the exception of two illustrators, one linguist/anthropologist, four bilingual promoters, and two curriculum specialists. On the support and administrative side, as of the end of the first twelve months, five drivers and one secretary had not been hired. It is expected that all personnel will be on board by the end of the thirteenth month.

No major changes of inputs to achieve project outputs are deemed necessary at this time.

2. Output No. 2 - Development of Revised Castellanización Curriculum and Materials

Because of the delayed hiring and the time required to revise the baseline study and selection of sites, the production of materials has been delayed. Approximately 50% of the revised Castellanización materials have been developed and none have been field tested. IRA agreed that the revised instructional materials for Castellanización would be ready for printing by November 1981. They were produced and distributed with Loan 025 funds.

Output No. 3 - Staff Development

IRA arranged for a five-week training course in basic linguistics and primer preparation for project personnel during the ninth and tenth month of the project. The course was successfully conducted by members of the Guatemalan branch of the Summer Institute of Linguistics.

IRA also contracted a consultant to revise the 1979 baseline study and selection of experimental and comparison schools for the project. In addition, a research and evaluation expert was contracted to develop an evaluation plan for the project as called for in the contract.

18. Purpose

The purpose of the project is to improve the linguistic and curricular relevance of rural education for monolingual Mayan-language-speaking children by developing bilingual education prototypes that will serve as alternatives for improving, and expanding the pre-school Castellanización program through grade two. The project seeks to (a) improve elementary education by making the instructional content of greater relevance to the rural socio-economic context; (b) improve elementary education through the provision of writing and learning activities in a language the student understands; and, (c) improve utilization of Guatemalan human and financial resources.

A. Functional Bilingual Education Development Advisory Committee

Attention during the first year and a half of project activity was focused on the formation of the above committee. At the time the Grant Agreement was signed, the MOE was giving consideration to moving the Castellanización program from SER to the GOG's non-formal education division. This change failed to occur and on December 5, 1980, the GOG submitted a request to USAID to make two changes in the basic administrative structure of the project. First, the MOE requested that SER and not

its sub-unit, the Castellanización section, act as the executive unit of the project. Secondly, the MOE asked that the Director of SER replace the Director of Non-Formal Education as a member of the project advisory committee. USAID/Guatemala agreed to the above changes with the understanding that the head of the Castellanización section be incorporated as an ex-officio member of the advisory committee.

Soon after the revised administrative structure was approved the GOG launched a large-scale literacy campaign and two of the members of the project advisory committee were named members of the national steering committee for the literacy campaign. A third member also has been actively involved in planning activities for the campaign. The advent of the literacy campaign with the incorporation of key advisory committee members adversely affected the functioning of the advisory committee.

However, by the end of 1981, MOE attention shifted away from the literacy campaign. Participation of the executive council members began to improve. Also, a technical council was formed consisting of the director of the Department of Rural Education, the project director and his technical assistant with the participation of the IRA principal advisor and the USAID/Guatemala project manager. The technical council assumed leadership for guiding the daily activities of the project with only major decisions left to the executive council.

B. Nucleus of Bilingual Personnel Receiving In-Service Training and Providing Leadership in Teacher Training and Curriculum Adaptation

Staff recruitment, selection and in-service training dominated the first year's activities. There was, however, a six-month delay in the hiring of project personnel as discussed earlier. Training for bilingual promoters was carried out according to the revised project schedule of activities.

C. Development of Curriculum Materials

The prototype instructional materials for the Castellanización program were to be finished by the end of the first year of the project, but only half of the materials were completed. By the end of the first 18 months, all materials had been finished.

D. MOE Policy for Country-Wide Implementation of Bilingual Education for Non-Spanish Speaking Population

With the revision of the Castellanización materials, initial progress was made in developing a nationwide policy for bilingual education. The original EOPS are still considered a good description of what will have been achieved by the end of the project with one exception discussed in an earlier section of the evaluation. Due to political circumstances, curriculum materials developed by the project will not be field tested in all 40 project experimental schools.

19. Goal/Subgoal

Sector Goal: to provide Guatemala's rural poor, non-Spanish speaking children with greater educational, social and economic opportunities.

Program Goal: To increase access of non-Spanish speaking rural children to primary grades through linguistic and curricular relevance.

Due to the war being waged in the Highlands of Guatemala, it was necessary in May 1981 to revise the baseline study originally conducted for the project in the spring of 1979. After the final selection of experimental and comparison schools was made, a detailed evaluation plan was developed with data gathering scheduled to take place in 1982 through 1984. During the course of its implementation, the evaluation plan will yield information concerning necessary revisions of the curriculum materials, needed improvements in the administration structure of the project, and hard data concerning project impact on school retention/promotion and student achievement rates.

20. Beneficiaries

Not pertinent at this time.

21. Unplanned Effects

Not pertinent at this time.

22. Lessons Learned

As discussed in previous sections, two major factors have had an impact on project activities: the national literacy campaign and the escalating war in the Highlands. The experience of the MOE's attempts to divert project resources to the literacy campaign demonstrated the need for basic adherence to

project goals and at the same time a spirit of compromise to assure the cooperation and support of the project's executive council members, most of whom were involved in key positions of the literacy campaign. Through delicate negotiations, the project managed to continue with its primary activities of producing pre-primary curriculum materials and yet allow a limited number of staff members to prepare primers in the indigenous languages of the project for the campaign. The project thus elicited the good will of key ministry personnel and also continued to focus on achieving basic project outputs.

The problem of the increasing violence in the Highlands has demanded a certain flexibility on the part of all project members involved in planning and evaluation activities. As indicated earlier, a revision of the 1979 baseline study selecting 40 experimental and comparison schools was completed. It soon became apparent that a number of these 80 schools were located in sites of guerrilla-army encounters. Some schools have been temporarily closed. Supervision visits by staff members have been curtailed. When visits were possible, project members have had to travel often by public transportation to reach school sites. With this in mind, the project will have to continue to adapt to the political circumstances of the country and yet be led by a clear vision of basic project goals.