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CLASSIFICATION

PROJECT EVALUATION SUMMARY (PES) - PART I

Report Symbol U-447

1. PROJECT TITLE  BILINGUAL EDUCATION			2. PROJECT NUMBER 526-0503	3. MISSION/AID/W OFFICE USAID/Paraguay
5. KEY PROJECT IMPLEMENTATION DATES			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) 82-4	
A. First PRO-AG or Equivalent FY <u>78</u>	B. Final Obligation Expected FY <u>81</u>	C. Final Input Delivery FY <u>83</u>	6. ESTIMATED PROJECT FUNDING A. Total \$ <u>1,400,000</u> B. U.S. \$ <u>996,000</u>	
7. PERIOD COVERED BY EVALUATION			Date of Evaluation Review	
			From (month/yr.) <u>September 1978</u> To (month/yr.) <u>February 1982</u> March 1982	

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

A. List decisions and/or unresolved issues; cite those items needing further study. (NOTE: Mission decisions which anticipate AID/W or regional office action should specify type of document, e.g., program, SPAR, PIO, which will present detailed request.)	B. NAME OF OFFICER RESPONSIBLE FOR ACTION	C. DATE ACTION TO BE COMPLETED
NONE	--	--

AID-526-461-1  
 AID-526-463-1  
 AID-526-462-1

9. INVENTORY OF DOCUMENTS TO BE REVISED PER ABOVE DECISIONS			10. ALTERNATIVE DECISIONS ON FUTURE OF PROJECT		
<input type="checkbox"/> Project Paper	<input type="checkbox"/> Implementation Plan e.g., CPI Network	<input type="checkbox"/> Other (Specify)	A. <input checked="" type="checkbox"/> Continue Project Without Change		
<input type="checkbox"/> Financial Plan	<input type="checkbox"/> PIO/T		B. <input type="checkbox"/> Change Project Design and/or		
<input type="checkbox"/> Logical Framework	<input type="checkbox"/> PIO/C	<input type="checkbox"/> Other: (Specify)	<input type="checkbox"/> Change Implementation Plan		
<input type="checkbox"/> Project Agreement	<input type="checkbox"/> PIO/P		C. <input type="checkbox"/> Discontinue Project		
11. PROJECT OFFICER AND HOST COUNTRY OR OTHER RANKING PARTICIPANTS AS APPROPRIATE (Names and Titles)			12. Mission/AID/W Office Director Approval		
Heriberto Coronel, Education Specialist, USAID/P Robert Rebert, Education Adviser, USAID/Paraguay Jorge Centurión, Chief Bilingual Education Program, MOE			Signature <i>Lauryn C. Dregler</i>		
			Typed Name Lauryn C. Dregler		
			Date 5/13/82		

### 13. Summary

The conclusion of this evaluation is that the Bilingual Education project is successfully achieving its objectives. Midway through the four year grant period (80-83) the evaluation indicates that the Ministry of Education has developed the technical capability to eventually extend bilingual instruction to non-Spanish speaking children in the rural areas of the country. The design of the project is based on an experimental model with the hypothesis that the audio-lingual methodology applied in 48 schools with 100 teachers for 1,620 students will 1) increase Spanish language competence in Guaraní speaking children, 2) reduce drop outs, and 3) improve over-all academic achievement as compared with an equivalent group in control schools using traditional non-bilingual approaches. There is every indication from both hard data and from observer commentaries that the achievement of the purpose will exceed expectations in most of the criteria during the second half of the grant period (1982-83). When the AID activities are completed in late 1983 the Ministry of Education will be in a position to "go national" with the bilingual program. The MOE is already taking the next steps with a loan from the World Bank. The only constraint on a national program will be financial. The MOE must secure additional loans/grants from other donors or an increased budget from the Ministry of Finance.

### 14. Evaluation Methodology

This evaluation was conducted at the project's half way mark in the grant period in accordance with the PES format. The design of the project also includes an internal and external evaluation, the former being conducted by MOE project personnel, the latter under contract with Dra. Concepción Valadez of UCLA in California. The data for the present review has come from an assessment of three basic factors: linguistic proficiency, academic achievement, and attendance of students in experimental and control schools. Additional data has come from on-site observation, questionnaires and interviews with monitors, classroom teachers, supervisors, and parents of students in the project. Analysis of the data is completed yearly by Paraguayan staff in the Ministry of

Education. This PES takes into account the summary of these more detailed, longitudinal evaluations.

15. External Factors

The principle external influence on the project was the delay in the starting date. Originally prepared in 1977, the Project Agreement was signed September 28, 1978, but a long term adviser could not be recruited and brought on board till January 1980. Once the adviser was in Paraguay the project team was formed in the Ministry of Education and has for the past two years planned curricula, trained personnel, developed necessary materials for the project. The delay was not, however, a complete loss. The Ministry of Education went ahead on an ad hoc basis with a bilingual experiment in five provinces of the country. The experiment provided valuable data in two evaluation reports (78-79, 79-80). The MOE also realized it could take many steps on its own.

The program design was changed in one significant way as a result of this early experiment. Spanish would be taught as a second language in the audio-lingual method, but without teaching reading and writing in Guaraní. This important decision was made by the Minister of Education after careful consideration of a survey conducted on parental attitudes and after consideration of the considerable additional cost of preparing and reproducing materials in written Guaraní. A second change in the project design was made after one year into the grant period (1980) when it was decided that all personnel training would be conducted in-country and not in the U.S. due to excessive costs.

All other assumptions and hypotheses in the logical framework have held and continue to apply.

16. Inputs

AID and GOP inputs which have included a full-time linguistic adviser to the project, short-term consultants, training and equipment, educational materials, and funding of local costs such as travel and per diem. The GOP counterpart contribution has included salaries of project personnel and supporting services from the Ministry of Education.

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All inputs have been provided in the planned amounts and on a timely basis by both AID and GOP. The Ministry of Education steering committee headed by Prof. Jorge Centurion has to be given high marks for delivering the counterpart support to the project. The AID financed technical assistance has proved extremely valuable for providing guidance for the project.

### 17. Outputs

The outputs fall into two major categories: 1) Pre-implementation build-up (training, team organization, materials development, equipment purchases, and 2) the application of the bilingual teaching system in schools of Paraguari.

A summary of these outputs in each category follows the EOPS/EVENTS format.

1. Training: 24 Ministry personnel trained in the U.S. (16 for 2 ms., 8 for 1 yr.)  
48 teachers from Paraguari trained (phase 1)
2. Curriculum Materials Development: 41,000 student and teacher materials produced (9 texts grades 1-3)
3. Capability built in MOE for countrywide implementation of bilingual education: a new division within the Department of Curriculum functions with team of 16 technicians and support staff.
4. Steering Committee directs the project: 6 member board includes co-directors, three Paraguayan specialists and AID adviser.
5. After 1st year of implementation 1,620 students given bilingual instruction in 54 classrooms.
6. 100 teachers and supervisors in 48 schools have experience in bilingual methodology after 1st year of implementation.

In terms of strictly academic outputs the experimental program (225 students) was compared with control students (234, and showed the following results:

1. The ten bilingual experimental groups in every case achieved a higher mean score in second language (Spanish) acquisition than in the corresponding 10 groups of control students.

2. The bilingual experimental groups excelled ( $T=2.48$  vs mean of 1.96) in Social Studies and Language versus the control groups as analyzed by a Fisher two-tail T-test. The differences in academic achievement in Mathematics ( $T = .88$ ) and Science ( $T = 1.49$ ) was not however significant.
3. It is too early to analyze the third hypothesis about retention, however the first year of bilingual instruction proved highly successful in making significant impact in promoting the repeaters.

#### 18. Purpose

"To develop Ministry of Education capability to provide bilingual instruction for non-Spanish speaking children". This evaluation shows that this purpose already has been accomplished to a large degree, the Division of Bilingual Education having proved its expertise in developing programs and bringing them to teachers and students.

An amplified break-down of the purpose is given in Annex 1 of the project agreement. The elements included, together with evaluative comments on each sub-purpose follow:

An experiment was to be conducted wherein special methods and materials were to be applied to prove better Spanish learning, higher over-all academic achievement and improved retention of students in the schools. The evaluation of outputs shows the positive results of the first year of the experiment as compared with control groups in these three criteria.

The pilot project would be situated in the Department of Paraguari with six experimental and six control schools the first year growing in set increments for each of the successive two years. The implementation of the pilot study has been carried out as called for in the original plans and agreements.

The Guarani language will always play a major role in oral communication throughout the readiness phases and into the first three grades of schooling. This has been accomplished to a degree deemed ideal by both parental and instructional groups queried.

Spanish will be taught as-a-second language with authentic Paraguayan cultural materials produced by the MOE used for instruction. This integration of two languages in one culture is the objective of the development of all the projects materials as well as in instructional use of these materials.

A transition point is expected from grade three to grade four at which time the students will be able to function in an all-Spanish curriculum. This cannot be evaluated until 1983 when the first students to complete the experimental program pass to grade four.

19. Goal/Sub-Goal

The sector goal is "to provide Paraguay's rural non-Spanish speaking population with greater social and economic opportunities." Only longitudinal studies of the direct beneficiaries in this project can give significant responses to the evaluation questions of social and economic improvement. At this early date, hard data is available only on the strictly educational outcomes. Anecdotal statements will have to suffice at this build-up phase. For example, one parent of a child in the bilingual program in Paraguarí stated that "now my child will be able to help defend our property rights in the courts by speaking Spanish for me." All the parents and teachers of this new generation of rural bilingual children seem to agree that the goal of upward mobility is the anticipated results of the program.

The Program goal is "to improve elementary education in terms of relevance and efficiency." In terms of relevance the bilingual program has the endorsement of the majority of educators and intellectuals in the country although it does have some ideological and political opponents. While there is room for honest disagreement in any bilingual program, we view these opponents as the die-hard idealists who insist that the Guaraní language be presented in written form even though it never has been. In terms of effectiveness, it is clear from the evaluation data collected and analyzed that this project produces meaningful results to a greater degree than do the traditional programs in rural schools of Paraguay. Program impact will continue to be measured principally in

terms of results without speculating on what might have been if written Guarani were used.

#### 20. Beneficiaries

The direct beneficiaries of this project are the 1,500 children studying in the bilingual mode of each of the three years of the experimental phase of the project. In another sense the 50 new teachers who are trained in the bilingual methodology each of the years 1981-82 and 83 are beneficiaries in that they are given access to better ways of teaching a new generation of bilingual Paraguayans. The bilingual project has had unexpected beneficiaries in five other Departments of the country where the experiment is being replicated entirely at MOE expenses for 2,000 more children.

In 1981, the Ministry of Education made a decision to begin applying as budgets permit the bilingual education technology to rural schools throughout the country. Hiring practices in the MOE reflect this decision as well as loan financing with the World Bank to continue bilingual education textbook reprints after the AID grant period ends.

#### 21. Unplanned Effects

Two unexpected effects, both of them positive, merit mention. One at the outset was due to the delay in getting the project operational (1977-1979). The MOE went ahead, on a modest budget, often with volunteer technical assistance to implement a "pre-experiment" of bilingual methods in five departments of the country. This was invaluable once the project became operational in terms of avoiding subsequent errors.

The other unplanned effect was the MOE decision to "go national" with a bilingual program. Evidence was sufficiently compelling in the first two years of the project to lead to this decision, a move one would ordinarily expect only at the conclusion of the four year experiment.

These unexpected effects have changed the climate of the project in a positive sense. Politically the bilingual project now enjoys a higher place in national priorities for education. Managerially and technically the project continues along the same lines as originally

envisioned but with the difference that much more public awareness of its existence has been created.

22. Lessons Learned

The first lesson learned is that when the public at large and the GOP bureaucracy agree something should be done, the results are both quick and efficient. Even allowing for dissenting intellectual opinions concerning the use of written Guaraní, it can be said that the bilingual education program of the Ministry embodies an idea whose time has come. Furthermore, the smooth and enthusiastic way in which the program has been implemented suggests that AID project designers should spend a reasonable amount of time leveraging the social, bureaucratic, and political factors relevant to project implementation. No project can be considered a candidate for success simply because the technical and economic analyses are positive.

23. Special Comments

Finally we believe a great deal of caution should be exercised in applying the lessons learned from any bilingual education project. The bilingual setting in any country where the phenomenon exists is always very unique. The methodologies and materials used in one system to teach bilingualism will probably not be relevant to another system. The Guaraní Spanish dualism in Paraguay cannot really be compared to the Spanish-English differences in the United States nor to the Spanish-Quechua or Spanish-Mayan problems of the Andean and Central American countries.