

STRATEGIC OBJECTIVE CLOSE OUT REPORT

A. SO Name: Better Educated Rural Society

B. Number: 520-002

C. Approval Date:

On March 13, 1997, USAID/W approved the USAID/G-CAP bilateral strategy 1997-2001 (later extended to 2003), including the Strategic Objective (SO) No. 2 “Poverty Reduced in Selected Geographic Areas” and its Intermediate Result (IR) No. 3 “Improved Quality of and Expanded Access to Intercultural Bilingual Education.” Subsequently, on December 9, 1998, AA/LAC approved the reformulation of the Poverty Reduction SO into two new mutually reinforcing strategic objectives: “Increased Rural Income and Food Security” (SO4) and “Better Educated Rural Society” (SO2).

D. Life of SO Funding:

\$ 41,512,083 (\$19,754,000 DA + \$21,758,083 Peace SpO ESF)

This amount does not include \$1,900,000 ESF in local currency scholarship programs that were managed by SO2; it also does not include the additional \$1,100,000 that were made available to the SO from EGAT/Women in Development (WID) for SO2 program implementation.

\$ 44,512,083 total funds managed by SO2 for program implementation

E. Completion Date: March 31, 2005

F. Counterpart Contributions:

The Ministry of Education fulfilled planned levels of counterpart contributions. The Strategic Objective Agreement (SOAG) committed the Ministry of Education to providing \$6,718,490 in in-kind contributions. As of December 31, 2004, the MOE had contributed \$7,130,126, representing 106% of their commitment. The Academy for Educational Development reported a contribution of \$2,237,442 (almost 9.5 times the cost share commitment of \$216,450). World Learning contributed 107% of its cost share (\$3,553,114 versus \$3,310,194). Enlace Quiché, which ended February 2004, exceeded the cost share for their agreement (\$406,947 against the commitment of \$212,910, i.e., 191%). The EDUMAYA commitment for \$1,133,667 was also exceeded (\$1,213,380, i.e., 107%).

G. Other Partner Resources:

USAID has pioneered alliance building in education. Three public/private alliances were in place during the strategy period that contributed directly to SO2 efforts. (1) Through the Academy for Educational Development, USAID’s partner under the Educational Development Center Dot-EDU Leader Associate Award, the education program secured a total of \$338,700 (34% leveraging ratio) in software licenses and “Microsoft-certified” training from Microsoft Corporation in support of the efforts to bring computer technology to the education sector. (2)

The Kennedy Foundation committed \$34,000 in in-kind contributions, including technical assistance and a set of modules for the training activities, in support of the education reform process and special education in Guatemala. USAID committed \$75,000 for local technical assistance and specialized education materials (channeled through the World Learning/Access to Intercultural Bilingual Education Cooperative Agreement) towards this alliance (45% leveraging ratio). (3) Through a Purchase Order (\$24,495) with the *Centro de Investigaciones Económicas Nacionales* (CIEN), a total of \$13,000 was leveraged as cash contributions from the business community, and \$1,200,000 (339% leveraging ratio) in media time was secured from the National Advertising Council (CNP). This effort also included working with a new association of business leaders (Entrepreneurs for Education) to enhance their commitment to key education issues. The public awareness campaigns and the policy-level work carried out under this alliance during the 2003 electoral process in Guatemala contributed in significant ways to the country's increased support for education. The Vote for Education media campaign was aired prior to the elections to get education squarely on the political agenda. A second media campaign, kicked off soon after the new administration took office, was in response to the Minister's plea for help in the face of a Q12,207,890 budget deficit. The Pencil Marathon led to civil society and the private sector donating almost seven million pencils and other school supplies that were delivered to children of Guatemala's 17,000 public primary schools. The USAID EQUIP2 activity is continuing to partner with Entrepreneurs for Education and the CNP to sponsor important workshops for business leaders and other stakeholders on various topics, including education investment and public-private partnerships for education. It also carried out the national media campaign in support of primary education for all, "Help Children to be Big when they become Big" (in coordination with BANCAFE, National Association of Journalists, CIEN, Publicity Commission), that began in late 2004.

H. Geographic Impact Area:

The principal customers of the SO included rural populations, the indigenous, girls and women. IR1 enhanced primary education in the department of Quiché. IR2, which was also part of the Mission's Peace Special Objective (SpO), covered the *Zonapaz* (Peace Zone), the rural areas (including Quiché) directly affected by the armed conflict. University scholarship recipients were drawn from throughout Guatemala, with focus on the *Zonapaz*. Drawing upon data and experience generated in the *Zonapaz*, IR3 sought national level impact through policy reform.

I. Principal Implementing Partners:

Ministry of Education, including the General Directorate for Intercultural Bilingual Education (DIGEBI), the National Program for Community School Management (PRONADE), and the Directorate for Educational Quality (DICADE); World Learning; Universidad Rafael Landívar (URL); Universidad San Carlos de Guatemala (USAC); Universidad Del Valle de Guatemala (UVG); Management Systems International (MSI); Educational Development Center Inc.(EDC); Academy for Educational Development (AED); American Institutes for Research (AIR); Juárez and Associates; Creative Associates; *Asociación Eduquemos a la Niña* (AEN); *Fundación para el Desarrollo Rural* (FUNRURAL); *Asociación Guatemalteca de Educación Sexual* (AGES); *Centro de Investigaciones Económicas Nacionales* (CIEN); Entrepreneurs for Education; National Coffee Association (ANACAFE); Save the Children.

The SO coordinated closely with three LAC regional education activities: PREAL (Partnership for Educational Revitalization in the Americas), CERCA (Civic Engagement for Education

Reform in Central America), and the LAC Presidential Initiative, CETT, (Centers of Excellence for Teacher Training). The SO's work with the Entrepreneurs for Education, a private sector advocacy group for education, was undertaken in coordination with PREAL. Shared objectives were to generate demand for education reform by establishing a coalition of leaders and institutions to raise the profile of education issues among opinion leaders, with particular targeting on the corporate business sector. In coordination with the SO, CERCA undertook case studies of successful community participation in education and piloted the development of school report cards as a tool to increase community support of schooling and hold schools and policy makers accountable for educational quality. The CETT program, implemented in Guatemala by Del Valle University (UVG), was targeted at improving reading skills of children, grades 1-3. The SO provided additional assistance to the Central American CETT -- and specifically UVG -- to develop and adapt the classroom diagnostics and assessment tools and instructional materials and methodologies to improve reading skills of rural, non-Spanish-speaking primary school children. The special emphasis on strengthening and expanding the CETT model for use in intercultural and bilingual classroom settings-- viewed as key for reducing the high incidence of first grade failure in rural areas-- was coordinated with the Mission's improved classroom instructional efforts (and especially the "Save First Grade/*Salvemos Primer Grado*" pilot).

J. Summary of Overall Impact at SO and IR Levels:

The performance of the Education SO during the strategy period exceeded all expectations. All result indicator targets were met, and in most cases, significantly exceeded.

SO Level: USAID made significant impact in education, especially in the geographic areas where the activities were focused. In the Quiché Department, over 150,000 boys and girls were the final customers of a basic education program intensively focused on intercultural and bilingual education. Results in Quiché at the end of the strategy demonstrate that USAID's concentrated investment and intervention have led to a significant increase in the three SO indicators - **Net Primary School Enrollment, Girls' Gross Primary School Enrollment and Primary School Gender Equity Ratio**. Net primary school enrollment in Quiché increased 120%, from 47.6% to 104.6% (CY 1996-2004), and girls' gross primary school enrollment increased 98%, from 62.1% to 122.7.0%. The primary school gender equity ratio (the ratio of girls enrolled in primary school to boys) in rural Quiché increased from 74.2% to 86.8%. In 1992, when USAID's pilot girls' education activities began, the gender equity ratio in rural Quiché was 70.8%, showing a steady improvement in the past 12 years in closing the gender gap in primary school access.

IR1: Children of Quiché have increased access to primary intercultural and bilingual education

A longitudinal study of education in Quiché shows that there have been significant achievements in education that are attributable to the implementation of quality intercultural and bilingual education. Teacher and supervisor training that USAID has carried out in Quiché (and extended to other departments of the K'iche' language area: Totonicapán, Quetzaltenango, and Sololá), utilized participatory approaches, and the hands-on, culturally contextualized learning materials developed have significantly improved the quality of classroom instruction, especially in the early grades. Among the significant achievements, **third grade completion rates for rural girls** increased by 96%, from 18.2% to 35.8% (CY1996-2004). Also, the **percent of bilingual**

teachers who demonstrate mastery of intercultural bilingual education methodologies has more than tripled, from 14.6% in 1998 to 59.6% in 2004, and the **percent of schools with parents participating in education processes (maintenance, and administration or learning)** increased from 72.0% to 82.0% during the same period as parents' involvement in education management and learning accelerated.

IR2: Rural communities of the Zonapaz have greater access to educational services

The program also managed Peace funds to help rural communities in the Zonapaz gain access to educational services. Under the EDUMAYA program with the Rafael Landivar University and the three local currency supported university scholarship programs, the **cumulative number of scholarship recipients** has reached 2,335, including a **cumulative number of 1,242 indigenous university graduates**. Additionally, between 2000 and 2004, a total of 15,061 **non-university one-year scholarship recipients** benefited from the local currency supported rural Quiché girls' scholarship program, the junior high girls scholarship program in the K'iche' highlands, and the primary scholarship activity for rural boys and girls at risk of dropping out of school.

IR3: Education strategies and policies that enhance gender equity and cultural pluralism are implemented

USAID's education policy reform activities have focused on strengthening policy analysis and dialogue capacity among government and private sector institutions with the aim of legitimizing education reform, building constituencies, improving the education policy environment, and orienting public sector policies and strategies on increased and improved investments in primary education. A total of 25 **key policies and strategies have been implemented** that enhance gender equity and cultural pluralism, and that are attributable, in part, to USAID's policy-related efforts.

K. Summary of activities used to achieve the SO and their major outputs:

The USAID/Guatemala Better Educated Rural Society Program addressed the educational needs of school age children and youth in the Quiché Department and other rural, indigenous areas of the *Zonapaz* of Guatemala. Development Assistance (DA) resources were used to increase educational access, improve educational quality, and enhance the capacity and commitment of the Ministry of Education and civil society to formulate and carry out education reform strategies. The program included three components: (a) increased access and quality of intercultural bilingual education for Quiché children through teacher training, development of multicultural materials and methodologies, and increased parent participation; (b) greater access to education services for rural communities (coordinated with the Peace Special Objective); and (c) implementation of education policies and strategies that enhance gender equity and cultural pluralism.

IR1: Children of Quiché have increased access to primary intercultural and bilingual education

More than 150,000 boys and girls from the Department of Quiché now have increased access to quality intercultural and bilingual education as a result of USAID's basic education program that intensively focused in this department. A longitudinal study of education in Quiché demonstrates

significant educational achievements over the past five years, and these are directly attributable to the delivery of quality intercultural and bilingual education. With USAID support, primary schools in Quiché reduced drop-out rates by over 40%, and in bilingual schools drop-outs were reduced by over two-thirds across all grade levels. The largest decreases in percents of drop-outs were in preschool and first grade, where the drop-out rates are highest and where USAID has focused policy dialogue and programmatic attention. Observations show that classrooms are now more active, that teachers interact more readily with girls as well as boys, and that Spanish is now being taught in a more systematic way, using sound second language methodologies and materials. Use of Mayan languages by teachers for instructional purposes has increased dramatically. To illustrate, in 1999 only 21% of second grade teachers reached criterion of Mayan language use in the classroom, but in 2004, 75% of the teachers reached criterion. Overall, teachers' mastery of effective intercultural bilingual education teaching methodologies rose significantly (from 10% in 1999 to 60% in 2004, exceeding the ambitious end-of-strategy target of 50%).

At the request of the Ministry of Education (MOE)'s Bilingual Education and Educational Quality Directorates ((DIGEBI and DICADE respectively), World Learning/Access to Intercultural Bilingual Education Project (PAEBI) trained central Ministry and departmental education authorities and supervisors (CTAs), from the 13 predominantly indigenous departments (and intensively in Quiché, Sololá, Totonicapán and Quetzaltenango) in intercultural bilingual education (IBE) methodologies and materials. These efforts, as well as networking with other donors and the private sector, collaborative work with local NGOs, and the distribution of project-developed guides, modules and books, have allowed the project to disseminate and institutionalize its strategies and experience in support of IBE and educational quality. As a sustainability strategy, PAEBI staff organized a legal Guatemalan entity, "*Asociación KemowEtamanik Bilingüe Intercultural*" in 2004. After the close of the activity on March 15, 2005, it continued its bilingual education service delivery with other funding sources, including a contract with the MOE to train and monitor parent-teacher education committees (Juntas Escolares in Quiché).

As a transition activity to the Central America and Mexico (CAM) Regional Strategy, Guatemala Country Plan (2004-2008), PAEBI implemented the *Salvemos Primer Grado* pilot. This cost-effective, easy-to-implement intervention consists of a package of classroom reforms designed to reduce drop-out and repetition in the first grade. Teachers use monthly standardized tests and other continuous assessments to monitor students' learning of curriculum-based competencies. Their individual performance is tracked on progress charts that parents consult as well as teachers. Active learning approaches are integrated into the instruction and include the use of materials made from local resources, such as the "Magic Worm" (a flexible wire threaded with corn cob segments that teachers and students use to form letters, numbers and shapes). Due to the overwhelmingly successful outcomes of the pilot's first year of operation (promotion rates jumped by 15%) and concerted USAID advocacy, the Ministry adopted the program's name and many of its components for nation-wide implementation. PAEBI supported the Ministry's nation-wide upgrade training for first grade teachers, by training teachers, supervisors, education technical specialists in Quiché, Totonicapán and Quetzaltenango in *Salvemos Primer Grado* approaches. USAID/Measuring Educational Indicators and Results (MEDIR) evaluated the pilot and identified determining factors in first grade failure, so that best practices and lessons learned can be taken to national level under the CAM Strategy.

One of the biggest challenges for education in rural Guatemala has been encouraging the involvement of communities and parents in the education process as strategies to increase accountability and quality. A principal goal of the USAID education program in Quiché, an area where noteworthy progress was made is fostering greater community participation in schooling. Schools in Quiché where parents serve as members of the parent-teacher education committee board and participate in supervisory or other decision-making capacity increased from a paltry 10% in 1998 to an appreciable 56% in 2004, Schools where parents help their children with homework or volunteer in the classroom almost doubled, from 45% in 1998 to 82% in 2004. In 2004, the program trained 3,300 teachers, 12,000 parents and 619 normal school students in educational rights and responsibilities, techniques to help children with school work and learning at home, making educational materials with local resources, functions and operations of parent-teacher education committees, foundations of IBE, and other topics. At the request of the MOE, under the Ministry's community participation goal, "Schools Belong to Communities," PAEBI partnered with FUNCAFE to set up and train parent-teacher education committees in 435 communities of Totonicapán, Sololá, Quetzaltenango, and Huehuetenango. It is clear that considerably more needs to be done for effective decentralization of education services, but USAID's groundbreaking work in this area provides significant capital for future efforts.

Comment [JBR1]: Check this

USAID's pioneering work in Information Communication Technology (ICT) with *Enlace Quiché*, under LearnLink (AED) and Dot-EDU (EDC and AED) and complementary ICT endeavors with World Learning (PAEBI) and URL (EDUMAYA) have sparked tremendous interest throughout Guatemala in the uses of technology as tools to achieve social and educational goals. Efforts have led to the successful development and application of creative ways for ICT to be used to improve teacher training; increased the availability of didactic materials for students, teachers, and social organizations; contributed to distance learning for professional development; and helped revitalize Guatemala's indigenous languages and cultures, a central tenet of the Peace Accords. The Agency considers "*Enlace Quiché*" to be one of its most successful ICT projects across the globe, and it has received much national and international acclaim, including the recent selection of its director for the prestigious Tech Museum Award (from 580 candidate worldwide). In partnership with Microsoft, *Enlace Quiché* equipped and made operational state-of-the-art technology centers in 13 rural teacher training secondary schools or community centers, and built capacity in partner institutions to create their own interactive digital materials. Over a dozen model CD-ROMs supporting improved classroom learning, teacher training, and first and second language skills were created, several winning international awards. Working in collaboration, PAEBI and *Enlace Quiché* set up computer centers in 16 rural Quiché primary schools. These schools serve as the prototype for the Ministry's new "Future Schools" program. *Enlace Quiché's* legacy also includes establishing a virtual community of students, teachers and professionals through the creation of a Web Portal www.ebiguatemala.org <http://www.ebiguatemala.org>. Prior to its closing in February 2004, *Enlace Quiché* evolved to an independent Guatemalan NGO, Asociación Ajb'atz Enlace Quiché, that already has entered into contracts with the MOE and Ministry of Culture and Sports and obtained grants from Microsoft and Canada's Institute for Connectivity.

IR2: Rural communities of the Zonapaz have greater access to educational services

The program also managed SpO funds to help rural communities gain access to educational services and to foster greater indigenous participation in public life. Through the the Rafael Landivar University/EDUMAYA activity, 2,000 indigenous men and women received

scholarships to study 38 different degree programs. A total of 1,234 EDUMAYA students, including 656 women, have graduated by the close of the activity in December 2004. With USAID support, the EDUMAYA students and alumni are organized into a formal association (CNEPU-MAYA) that is developing leadership skills and fostering greater participation in political and social arenas. With the initiatives of the Peace Process, it was noted that the education promoters who had served as teachers for the displaced/returned refugee communities generally did not possess the minimum education standards for teacher certification required by the MOE. Under EDUMAYA, four NGOs (*Cooperación Mesoamericana para el Desarrollo de la Paz* (COMADEP), *Proyecto de Desarrollo Santiago* (PRODESSA), *Escuelas Sin Fronteras*, and *Niños Refugiados del Mundo*) were funded to support professionalization for promoters programs in underserved communities, training 380 community education promoters to become certified as bilingual primary and pre-primary teachers. They also received training to introduce innovative education models in their schools, leading to more effective community involvement and increased student leadership. EDUMAYA also delivered an adult literacy diploma program for 48 government literacy providers, and field tested the 17 materials and the set of five training CDs that comprise the Integrated Community Literacy (ICL) package for initial and post I and II literacy training in two indigenous languages (K'iche' and Ixil) and Spanish. The ICL methodology and some of the materials were originally developed by the USAID-Save the Children/COMAL (Comunidades Mayas Alfabetizados) activity (1998-2002), which also elaborated a simple, but thorough, monitoring and evaluation system and a booklet on lessons learned and ICL best practices. Through the collaboration of EDUMAYA and PAEBI, 1,125 in-service teachers (511 women and 614 men) participated in a one semester, university –accredited Diploma program in Intercultural Bilingual Education.

The San Carlos, Rafael Landivar, and Del Valle University local currency “matching” scholarship programs awarded scholarships according to the programming established with USAID. Since late 2000, a total of 335 students have received scholarships to study in university degree programs and 44 of these students have now graduated. In addition, the programs absorbed 65 EDUMAYA scholarship students who, at the close of EDUMAYA program in December 2004, still required one to three years of study to complete their degree programs. Over the strategy period, UVG offered a total of 2,529 scholarships for extension short courses in such areas as eco-tourism, agro-industry, setting-up nurseries and greenhouses, cultivation of orchids and bromeliads and food preservation as well as bilingual education. UVG also offered scholarships to a total of 61 high school students from rural areas of Sololá and the south coast to participate in innovative plus-up programs at the Altiplano and PROESUR campuses. Under this *Instituto Tecnológico* program, the students studied their final two years of high school as well as the first four semesters of a university technical program.

As part of the Mission’s effort to assist food insecure families and generate temporary employment and other income transfers in vulnerable communities of Quiché, Sololá, San Marcos and Huehuetenango, USAID awarded a one-year cooperative agreement (January 2002 to January 2003) with the National Coffee Association (ANACAFE) and its social development arm, the *Fundación para el Desarrollo Rural* (FUNRURAL—now known as FUNCAFE), to provide 3,432 scholarships for boys and girls at risk of dropping out of school. In addition, 4,749 parents were offered incentives to work on school improvement projects. The nearly perfect promotion rate of the scholarship students (94.9% total: 94.8% girls and 95.1% boys), despite the significant pressure on families to migrate out of their impoverished communities to obtain work suggests that not only are parents interested and committed to their children’s education, but, that

when minimal economic assistance or labor opportunity incentives are available to them, parents make sure their children remain in school.

The Junior High Girls' Scholarships Program, implemented by the Guatemalan Association for Sex Education (AGES) in 2002-2004, supported during each successive year of the program 300 indigenous girls from the K'iche' highlands to study junior high (Grades 7-9). The activity met its target, with 289 of the Year 3 scholarship recipients receiving the Ministry of Education 9th Grade certification. Of the original cohort of 300 girls, 165 or 55.3% completed the three grades of junior high in three years. This rate surpasses the national rate for all sectors of 45.7%, demonstrating the success this program had supporting rural girls to study post-primary education despite their families' economic hardships and other obstacles to girls gaining higher educational levels. During the three years, the girls helped a total of 1,750 community members become literate as "social pay-back" for their opportunity to study. Several girls so competently provided literacy training that some of their learners received first grade, third grade, and even sixth grade primary school certification by the National Committee for Adult Literacy (CONALFA).

IR3: Education strategies and policies that enhance gender equity and cultural pluralism are implemented

USAID assistance has been pivotal in propelling education reform in Guatemala. Under the Improving Educational Quality (IEQ II) IQC, the key objective of the MEDIR I (Measuring Educational Indicators and Results) Task Order with American Institute for Research (AIR), implemented by its sub contractor Juarez & Associates (1998-2003) was to enhance Guatemalan capacity for monitoring, evaluation and applied research in key Guatemalan organizations, particularly the Ministry of Education's General Directorate for Bilingual Intercultural Education (DIGEBI), in order to provide the basis for analyzing and assessing the elements of schooling that affect student performance and the quality of education in bilingual settings. IEQ II provided technical assistance and tools to support the MOE, DIGEBI, and other key public, private and nonprofit entities to enhance their respective capabilities to focus on quality and gender equity in bilingual settings and to identify and make decisions regarding improvement in the quality of bilingual education service delivery. A second key focus was to improve and expand the dialogue on educational quality for under-served populations (primarily rural, indigenous and girls) in order to encourage positive changes in classroom practice and educational policy leading to more successful student performance. MEDIR has proven to be a crucial resource of information for the wide range of entities involved in the Guatemala education reform process, and a particular support to promoting understanding of and support for gender equity and bilingual intercultural efforts in Guatemala.

In 2000, the Portillo administration identified as educational priorities the reduction of illiteracy; universal access to primary education; intercultural bilingual education; curricular transformation; teacher professional development; and decentralization of education administration. Although the goals were important and critical for achieving a better educated Guatemala, the ministry was limited in its ability to develop or implement a coherent and comprehensive education policy and programmatic interventions. With donor support, progress was made in the education reform that emerged from the Peace Accords, but with shifting priorities, a lack of strategic planning, and a teachers' strike at the beginning of the 2003 school year that paralyzed public primary education for 51 days, the reform lost considerable

momentum. Despite setbacks in the political environment for policy change, USAID's education policy reform activities continued to focus on strengthening policy analysis and dialogue capacity among government and private sector institutions with the aim of legitimizing and constructing support for education reform, building constituencies, and improving the education policy environment. USAID provided support for 14 civil society organizations (CSOs) for education policy dialogue and advocacy at the local and departmental levels. The capacity of the CSOs to participate in educational political dialogue as measured by an advocacy index (scale: 0-5) rose from a score of 1.2 in 2000 to 3.3 in 2003.

With USAID support, proactive policy dialogue and advocacy by civil society during Guatemala's 2003 elections ensured that education was positioned high on the political agenda. MSI's Support for Education Policy Implementation Activity (that closed in mid January 2004) held a series of 75 political mobilization fora in municipalities and departmental capitals, and 50 radio fora with mayoral and congressional candidates. Education reform and the need for increased resources - especially at the school level - were underscored. Oscar Berger campaigned under the slogan "Education, Education, and More Education," and once in office included education and social sector investment as priorities within his administration. The new Minister of Education has called upon USAID and its partners for policy and programmatic orientation. Five ambitious goals lead the government's 2004-2007 education plan and clearly reflect SO2 programming, the impact of USAID's policy dialogue and the CAM Guatemala Country Plan: 1) universal primary coverage, "*Primaria Completa para Todos*;" 2) educational quality and classroom reform, "*Reforma en el Aula*;" 3) community participation, "*La Escuela es de la Comunidad*;" 4) education for competitiveness, "*Educación en el Mundo Competitivo*;" and, 5) national and cultural identity, "*Soy Orgulloso de Ser Guatemalteco*." Intercultural and bilingual education and gender equity permeate the five goals, reflecting USAID's enormous success in overcoming political resistance to these important areas.

The EQUIP2 Education Finance Policy Dialogue Cooperative Agreement with the Academy for Educational Development (AED), was signed in March 2004 to facilitate a national dialogue on social investment, with particular emphasis on education, leading to the adequate allocation of resources to reach educational goals. Soon after the agreement with AED was signed, the new Minister of Education established that any significant dialogue on education should be done with her leadership and full participation. The Minister thus proposed a broader role for the activity: (1) help strengthen the Ministry's capacity to play a strategic role in education as the rector, convoker, driving force, and leader on educational dialogue; (2) assist the country in defining a new vision for education; and, (3) help build consensus around a coherent and sustainable financial strategy to address the goals, priorities and challenges in the sector. To this end, and with EQUIP2's help in designing the Vision Education strategy, the Minister formed a *Grupo Promotor* of seven leaders (the Minister, a University Rector, Congressional member, Mayan leader, a teacher involved in education reform, a businessman, and an NGO education leader) who then brought together the *Grupo Constructor*, consisting of 60 people from government, different civil society organizations and the private sector, and together they were to be responsible for designing the 20-year vision and setting the goals and strategies to achieve the vision. The content of what to advocate would emerge from Vision Education, which would also provide the framework, consensus, momentum and networks through which to make the vision - and the project results - a reality over the short, medium and long term. EQUIP2, the facilitator and research arm of the Vision Education process, funded three studies under the coordination of a local think tank, the *Centro de Investigaciones Económicas Nacionales*

(CIEN): macro-economic and macro- finance issues related to education; the costs of funding the new educational model and goals; and, the role of municipalities and mayors in education and education finance. EQUIP2 further supported the process by providing international technical assistance to review the studies and assist in finalizing the results. The Vision Education activities have spawned a nascent commitment to raising an adequate level of social investment needed to enable the country to achieve its goals and commitments.

To assist the new Ministry in planning and decision-making, USAID, through USAID/- Basic Education and Policy Support (BEPS) field support, funded FLACSO to undertake a study of teachers' unions and CIEN to carry out a situational study of private education. The Minister utilized the later study to orient the installation of a private education office within the Ministry and work on new education legislation that includes private education. USAID/MEDIR was a crucial information resource for the education reform process, by making available to a wide array of actors and the Arzu, Portillo and Berger administrations, solid sector-wide data and evidence-based policy analyses. The profile of education compiled by MEDIR (CD-ROM Education for All: Will We Arrive Where We Want to Go?) was avidly utilized by the Ministry, as well as other donors, CSOs and NGOs, for establishing priorities, performance indicators and targets. MEDIR II (2003-2005) undertook two operations research studies central to CAM policy dialogue: determining factors in first grade failure, particularly in rural areas, and the effectiveness of the MOE's community-level decentralization strategies. Early in her administration, the new Minister requested USAID to do national-level studies of student learning achievement and teachers' basic skill competencies. Funds for these important studies were provided by the USAID/Women in Development Office and a Task Order was signed with Juarez and Associates to: 1) work with Del Valle University to administer and analyze a battery of math and language tests to a sample of approximately 20,000 first grade and 15,000 third grade students; 2) undertake a study of approximately 1,500 teachers' basic skills competencies in language and math; and, 3) train 10,000 teachers in the girls' education active learning manual, *Sugerencias de dinámicas que apoyan mi trabajo*, that was developed in 2001 by the USAID Girls' Education Activity.

L. Prospects for long-term sustainability of impact and principal threats to sustainability:

USAID's performance in improving access to quality education for Guatemala's indigenous people achieved outstanding success in 2004, crowning the final full year of strategy implementation with remarkable gains at the national policy level and in the SO activities focused on ensuring sustainability of the interventions and transitioning programming to the CAM Strategic Objective No. 3 "Investing in People: Healthier, Better Educated People" strategy. With USAID support, proactive policy dialogue and advocacy by civil society during Guatemala's 2003 elections ensured that education emerged as a leading issue on the political agenda. The new Minister of Education has called upon USAID and its partners for policy and programmatic orientation. Intercultural and bilingual education and gender equity permeates the five goals of the government's 2004-2007 education plan, reflecting USAID's formidable success in attenuating political resistance in these important areas. Our policy dialogue with the MOE using evidence-based best practices and lessons learned continues in 2005.

While securing this political commitment is key to future progress, the nation's educational system is still characterized by severely inadequate financing, insufficient coverage, poor quality,

centralized decision-making, little accountability, and ethnic and gender inequities. With some of the worst education statistics in the region (and according to a UNESCO study, Guatemala figures as the worst country in the hemisphere with regard to educational quality), the country faces enormous challenges. Well-targeted assistance from USAID addressed fundamental educational needs of school age Maya children and youth, focusing most directly on the Quiché Department and other rural, indigenous highland areas of Guatemala that suffered most during the nation's 36-year civil war. Resources were concentrated on key elements of educational quality, access, efficiency, and equity, with special emphasis on multi/interculturalism and gender equity, and enhancing the capacity of the Ministry of Education and civil society to formulate and carry out education reform strategies. The program focused on three areas: (1) increased access and quality of intercultural bilingual education (IBE) in the Quiché department; (2) greater educational services for rural communities; and, (3) development of educational policies and strategies sensitive to gender and cultural diversity. While the overall education situation in Guatemala remains alarmingly deficient, the USAID program has made outstanding contributions toward a better educated rural society, virtually turning around important trend lines, especially in the geographic areas where activities were focused. Between 1996 and 2004 in the Quiché department, net primary school enrollment for girls increased an astonishing 132%, from 43.1% to 100.4% (and significantly exceeds the 2004 national net enrollment rate for girls of 90.6%). Third grade completion rates for rural girls increased by a notable 102%, from 18.2% to 36.9%. Boys' enrollment and third grade completion rates also showed similar improvement. The primary school gender equity ratio (the ratio of girls enrolled in primary schools to boys) in rural Quiché increased from 74% to 87%. Teachers' mastery of more effective bilingual teaching methodologies increased from 1998 to 2004 by over 500% (from 9.6% to 59.6%) and parents' involvement in education management and learning accelerated, contributing to improved school attendance, retention and promotion, especially in intercultural bilingual schools. A heightened commitment to educational reform was galvanized by launching concerted advocacy efforts and forum to get education on center stage of the 2003 election agenda. USAID's policy-related efforts, in tandem with PREAL and CERCA education policy reform advocacy and CETT's early reading initiative, played a key role in shaping the new administration's policy orientation and programs, including a clear prioritization of improving primary education quality and efficiency and the adoption of the USAID pilot *Salvemos Primer Grado* as the cornerstone of Ministry initiatives.

The public financing needed to address Guatemala's education problems is substantial; 2004 government primary education expenditures amounted to only 1.29% of GDP and public expenditures for the education sector at large was only 2.5% of GDP. This lags far behind the public investment needed for universal coverage of basic services and is well below that of other Central American governments. Greater targeting of education funding is also needed.

Assistance from USAID/Guatemala, under the new CAM SO3 "Investing in People: Healthier, Better Educated People" for the period 2004-2008, will increase and improve social sector investments. Policy dialogue in health and education will focus on increased public investments; improved accountability and transparency; effective decentralization of services; and, increased quality, efficiency, and equity of government programs. USAID's education assistance will focus on improving primary school completion rates by promoting policies and actions that increase the quality of education and reduce internal inefficiency (drop-out and repetition, especially in the early grades). USAID will encourage private sector partnerships to advance these objectives, capitalizing on a sharp increase in corporate social responsibility programs.

Assistance from USAID will contribute to bridge the enormous health and education gap between rural indigenous highland populations and the rest of the country, leading to increased access to quality basic education, health and nutrition services.

M. Lessons learned:

The lessons learned during the strategy period are organized around the principal activity groupings.

1. EDUMAYA Program (with Rafael Landivar University)

- The dramatic socioeconomic and cultural divides between indigenous and ladino populations in Guatemala contextualize all potential interventions that could benefit indigenous peoples. If the significance of this is not addressed adequately in project design and implementation, it can limit the potential impact on indigenous peoples. To allay or eliminate bias and prejudice, intra- as well as inter-culturally, cross-cultural training is required, from orientation, implementation, and follow-up, for all participants in the scholarship program – faculty, students, program coordinators, directors – and even those not in the program (such as ladino students) through continuing education, workshops, discussion groups, reading circles, or other means. University faculty, in particular, should participate in orientation or preparatory workshops to learn more about ethnic and minority cultures in Guatemala, the transition to the university experience for first-generation students, and the benefit of mentoring by concerned faculty.
- Experienced EDUMAYA graduates, who overcame family opposition, relocation and housing considerations, employment and economic issues, etc., can provide rich resources for future planning and mentoring.
- There is need for longitudinal research on the impact the EDUMAYA program has had on university faculty, administrators, and non-EDUMAYA students.
- The university graduates overall appear to have gained a greater sense of personal identity and a clearer understanding of their historical, political, economic, and cultural place within Guatemalan society. Also, most graduates are optimistic, energetic and proactive – all signs of a developed sense of self-worth. Learning more about the process by which the program has accomplished this result merits further investigation, since this could have great relevancy for other programs involving disadvantaged populations.
- The National Council for Professional Maya University Students (CNEPU-Maya) needs support in clarifying its potential long-term role in Guatemala, to avoid becoming just another NGO or project implementer. The generation of EDUMAYA graduates represents a unique resource with enormous long-term potential that could have social, economic and political impact at the highest level. CNEPU-Maya has great potential for communicating news, information, and issue-oriented content about common issues; mobilizing the community members to action on vital concerns; and coordinating and facilitating useful follow-up and training programs; providing EDUMAYA graduates a ready-to-hand mechanism to channel and leverage their skills into positive action, while enhancing their potential through continuing education, professional licensing, etc.
- The Integrated Community Literacy (ICL) model is an effective approach to bi-literacy training, especially in the context of a post-conflict society, and where indigenous peoples want educational services to which they normally have had limited access. ICL develops basic reading, writing and math skills concurrently with the obtention of greater

empowerment, leadership and community development skills. By initially instilling literacy and numeracy in the learner's maternal language, and with sufficient oral proficiency gained in the second language, skills are more easily transferable to Spanish. The learning process is more demanding and time consuming than many learners, anxious to become proficient and literate in Spanish, expect, and thus there can enter a certain frustration factor that can undermine a program. It is critical that literacy workers and participants know and understand the reasoning behind the methodology before literacy services begin so that adequate explanations regarding the need to work harder are provided from the onset.

2. ENLACE QUICHÉ - QUICHÉ NETWORKING PROJECT (with AED/LearnLink and DOT-EDU)

- The range and breadth (and inherent complexity) of the program activities greatly outweighed both the financial resource allocations and proposed timeframes of the project. Extraordinary results were achieved in diverse areas such as websites and materials development, center diversity, and a unique elementary school pilot experience. However, technical focus was diluted by difficult logistics and a seemingly “scattered shot” effect of a fifteen-center rotation.
- The center assistance model, while plagued by logistic hindrances (caused by donated equipment), did maximize the utilization of the available project resources. Better coordination between the intercultural bilingual education focused activities and those aimed at upgrading and streamlining center operations would have possibly enabled more useful experiential knowledge. The accrual and translation of such knowledge into incisive instrumentation (i.e., more tangible tools and products) for the classroom environments immediate to the centers would have provided a higher added-value in terms of necessary curricular review and enhancements to teaching practices.
- Valuable field experience, drawn from repeated first-hand contact with teachers and students as they progressively incorporated technology into their productivity, remained poorly documented and devoid of adequate feedback loops into ongoing decision-making. In-classroom follow-up and support did not take place in systematic fashion and thus, the project lacked the more valuable knowledge to support and further curricular enhancements to EBI.
- Project partnerships exemplified a well balanced and effective mix of public/private stakeholder scenarios for technology-driven educational initiatives. A sense of progress is highlighted in the recognition of valuable skills transfer, effective and relevant products delivered. A useful understanding of “next step” planning, design and implementation was conveyed by the institutional partners.
- Cost-effectiveness aspects of certain program elements did not yield the expected results. Donated equipment that overburdens support staff and engulfs program management and administration in excessive public sector red tape should be avoided in the future. A more balanced approach in terms of coverage vs. the depth of program inputs must be favored. Overall program design and timeframes must more realistically consider actual access and protocol related to key actors and authorities in relevant public sector realms.
- Mini-Bilingual Education Technology Centers of Excellence (CETEBIs) established in 16 rural primary schools offered a unique mix of direct teacher involvement and corresponding materials production. Inferences regarding optimum scale, depth and scope of observation and a closer program proximity to the actual bilingual classroom environment will be of critical importance to future program design.

- Surveys covering users of Information and Communication Technology (ICT) applications in general, and teachers as a special class of user need to be better incorporated into mainstream program activities. Surveys relevant to the engagement of key actors and educational authorities seemed detached from other cross-referencing opportunities provided by other program actions. The surveys were not significantly useful in better profiling and mapping pre-service or in-service perceptions and attitudes regarding ICT-driven curricular enhancements, their appropriateness, or their feasibility.

3. Access to Intercultural Bilingual Education -PAEBI (with World Learning and Save the Children)

- PAEBI proposed major paradigm shifts in the Guatemalan education system, and it advocated major shifts in gender relationships within Mayan families, as well as shifts in attitude and relationships between the Ladino schoolteachers and Mayan parents and children. These were indeed ambitious goals and ultimately required all parties to embrace shared visions in order to achieve them. Changes of this magnitude cannot be imposed on stakeholders. Additionally, teachers, government authorities, parents, and students must be involved and convinced that these strategies and actions are useful; otherwise, they will not respond as desired. Projects are sustainable only when there is a verifiable overlapping of interests and goals on the part of the host government decision-makers, its clients, and the international donor community.
- Community members, parents, teachers, and government officials had long understood education for indigenous-speaking children as classroom immersion in Spanish. Monolingual Spanish teachers used materials and methodologies appropriate for teaching Spanish. Confused, bored, and frustrated, a large percentage of the students dropped out or were failed by the end of the first grade. PAEBI's success was in creating an appreciation on the part of teachers, public education officials, parents, and society at large that everyone learns best, including children, in their primary language of understanding. If children cannot understand, cannot communicate with the teacher, they cannot readily learn. Teaching in the student's language of comprehension was the key strategy to ensuring that monolingual K'iche' and Ixil primary students learn Spanish, and thus be able in the future to participate fully in a predominantly Spanish-speaking economic and social milieu.
- When giving community training about parental rights and responsibilities in the education system, it is best to incorporate teachers and school directors so that they do not feel that parents are being trained to confront them. If they feel threatened, they will not cooperate. It is important to develop a clear understanding by government officials, teachers, parents and the community at large that education is the responsibility of all.
- PAEBI took an active, "hands on" approach in the classrooms, developing practical materials and methodologies and field-testing them. By showing that the same materials and processes could be modified and used for languages other than K'iche' or Ixil demonstrated the ease of adapting the materials and methodologies for use in other language areas of Guatemala as well.

4. Education Policy Reform Support (with MSI)

- In order to develop replicable and sustainable activities, project staff early on in the activity must establish strong relationships of trust and respect with stakeholder organizations and

leaders. Staff must appear neutral on the issues and take care to be positive and supportive of national processes and leadership, despite apparent or inherent weaknesses.

- Strategic selection of a manageable number of Civil Society Organization (CSO) partners should be undertaken to allow projects to provide tailor-made technical assistance (TA) and training. A careful selection of partner CSOs – combined with a rapid needs assessment to determine the areas of need, interest, actions taken, and degree of influence of CSO partners in policy reform – enhance the impact of the project’s TA and training.
- To increase the likelihood of sustainability of policy analysis and advocacy, an activity should develop TA and training that are flexible, dynamic (e.g., a set of sessions for CSOs to select from), and coherently designed to meet participants’ needs, interests, and institutional abilities. A training strategy that starts from where the individuals/organizations are, and is designed to socially empower participants while developing political analysis skills, has potential for replicating sustainable skills.
- Having relevant TA and training tools ready to use as requested by interested and capable stakeholders, so that momentum is generated early in the activity and maintained throughout, is key to increase the chance that partners will replicate policy reform processes.
- It is advantageous to develop synergies with other relevant activities and projects, and use the same products to reinforce the message and information communicated.
- It is important to develop alternative strategies for assistance in the face of weak, but nevertheless key institutional actors. It is also crucial to clearly assess and be realistic about the capacity of the institution to work with strategic consultants and actually absorb such assistance. Even if there is verbal commitment and genuine ownership with regard to the initiation of strategic processes of change, it is important to assure that sufficient material and human resources are assigned to those processes.
- Education policy cannot be mandated by projects, especially those which are heavily subject to changes in the political environment. The most they can do is assist in furthering a process of policy change. It is important to carefully assess the elements that will permit or facilitate the sorts of policy change sought. Lateral policy changes critical to education reform, such as fiscal reforms to increase the level of resources available, cannot be considered simply collateral or incidental processes – such changes may be more difficult to achieve than the education reforms sought.
- When selecting project partners, one must carefully assess the real and direct interest in the policy change sought (i.e., is the group a primary stakeholder? what does it have to lose if the policy is not changed? what will it gain if the policy is changed?). Those who are not primary or direct stakeholders will likely be ineffective partners and will not possess either the genuine incentives for or commitment needed to stay the course of serious change.
- CSOs that most closely represent the interests of primary stakeholders in education, i.e., parents and teachers, have little capacity for advocacy. Successful advocacy requires the possession of appropriate resources (such as a large constituency with status, credibility, or financial resources) and sufficient knowledge of the decision environment to carry out influence strategies. Moreover, most primary stakeholders have virtually no capacity to act at the national level. Training in advocacy and the development of initial strategies for advocacy must therefore be aimed at decision levels appropriate to the stakeholders – e.g., local, municipal or regional levels.

5. Indigenous Girls’ Education in Rural Lower Secondary Schools in the K’iche’-speaking Departments of Guatemala (with AGES)

- A project of this nature needs to be very realistic when planning strategy and tactics to factor in the obstacles facing girls in rural, indigenous communities who wish to continue their education beyond primary school, and which adversely affect the desertion rate. Progress under the project improved with greater involvement of the mothers in meetings, participation in the committees involved with the bilingual promoters (teachers) working with the implementation partner in the selection of scholarship recipients, the organization of activities in the schools, the collection of data, and the management of the scholarship fund and the use of funds by the family for expenses related to their daughter's education (school materials, books, transport, etc.).
- The economic hardship of families makes it difficult to convince parents, especially the father, of the benefits of a daughter's education. Girls are needed to help out with income activities, or to assume many of the responsibilities around the house to free up her mother's time for income activities.
- Rural indigenous girls often marry at an early age; many times resulting from a commitment made by the father without the girl's prior knowledge. Seven girls abandoned the project for this reason; one of them was only 13 years old, and she died a year later during childbirth.
- The distances that the teachers and the students have to travel are often extensive and without available transport. With the onset of the rainy season and the bad condition of the roads, the desertion rate increases. It also means that not all the classes are given and the material is compressed into fewer classes, creating problems for the students. At times the amount of homework given to the students doesn't leave sufficient time for community service nor for reinforcing their understanding of what is taught in class. The academic performance of the students is much higher the nearer they are to the urban centers.
- The teachers' poor preparation and scant teaching experience, and the students' own lack of academic preparedness to study the difficult junior high curriculum, often meant that the bilingual promoter had to reinforce the efforts of the teachers in study groups with the students.
- The curriculum needs to be revised, especially for those subjects which gave the scholarship students the most difficulty: Mathematics, English, and Music. The poor preparation in primary school leaves many students unprepared for the demands made on them in Mathematics in junior high. Their second language is Spanish, English implies learning a third and foreign language; and Music brings with it a vocabulary and topics that are more readily understandable and accessible in an urban setting. Other subjects that would be more useful for rural students are lacking, such as how to take care of the environment, health education, especially reproductive health, as well as vocational education.

6. Education Finance Policy Dialogue (with AED/EQUIP2)

- In past decades, the MOE has not been the driving force in educational dialogue, and therefore dialogues have had limited influence both in policy and practice. Building up the Ministry as an institution with the capacity to play a strategic role in education, assisting the country define a vision for education, enhancing its ability to inspire and form a new constituency for that vision and more funding for education is the *sine qua non* of achieving any of those goals.
- In order to have a critical mass and political support – and the appropriate level of financial commitment to the new goals – decision makers, all members of the broader educational community and the public need to understand, identify with, own and assume the responsibility for monitoring and funding the new vision and goals, i.e., the process has to be

inclusive. It is not the same thing to be “sold” a vision of education that was made by others, as it is to participate in the creation of a vision for which one will be co-responsible, fund, monitor, identify with, etc. The solutions to the problems of education are not just technical – they are political, historical, structural, cultural, and economic. Having the “right technical solution” is necessary but not sufficient in implementing solutions and achieving goals in the education sector. It is not just a question of people complying with the vision, it is a question of people committing to the vision. In past decades, the MOE has not been the driving force in educational dialogue, and consequently, dialogues have had limited influence both in Ministry policy and practice. Building up the MOE as an institution with the capacity to play a strategic role in education, assisting the country define a vision for education, enhancing its ability to inspire and form a new constituency for that vision and more funding for education is the *sine qua non* of achieving any of those goals. In order for the project to be meaningful, it was important to support the Minister’s initiatives, and not duplicate or undermine her efforts.

- In order to have a critical mass and political support – and the appropriate level of financial commitment to the new goals – decision makers, all members of the broader educational community and the public need to understand, identify with, own and assume the responsibility for the new vision and goals. It is not the same thing to be “sold” a vision of education that was made by others, as it is to participate in the creation of a vision for which one will be co-responsible, fund, monitor, etc. The solutions to the problems of education are not just technical – they are political, historical, structural, cultural, and economic. Having the “right technical solution” is necessary but not sufficient in implementing solutions and achieving goals in the education sector. It is not just a question of people complying with the vision, it is a question of people being the proponents for and committing to the vision. Competencies and roles and responsibilities need to be built at all levels.
- Project staffing can be a challenge when dealing with politically sensitive issues. An expatriate Chief of Party was not affordable within the project budget, and hiring local staff proved complicated because of the need for the project to be seen as non-partisan and not a front for other organizational and institutional interests. These types of issues demand a non-partisan staff with high levels of technical capacity and low levels of personal political ambitions.
- Short term projects are typically under high pressure to show tangible progress. With an effective project life of only 12 months, intense pressure existed to show progress, and the compressed timeframe highlighted the perception that each missed milestone was critical. After the first six months – half the life of the project – tangible measures were not evident: the planned workshops were not completed and little cost-share had been generated. The challenge became balancing the specific project outcomes within the larger context of developing national consensus and building a long-term vision for education in Guatemala.
- Country-led processes and initiatives require partners and donors to find flexibility, challenging their own institutional policies and procedures, to aim for a more substantive and sustainable outcomes. It was vital for USAID to be a respectful partner and have a low profile when necessary in order to be invited and involved throughout the entire process.

7. Measuring Educational Indicators and Results – MEDIR I, II, III (with Juárez and Associates).

- The core of MEDIR’s work, that of working closely with organizations to undertake applied research and then use the data/information results for planning and policy reform

implementation, is replicable. MEDIR's experience in Guatemala demonstrates that organizations and individual leaders from public, private and nonprofit sectors need credible and reliable data/information with which to increase public awareness, make evidence-based public statements, shape policy reform, and use in program planning and monitoring. MEDIR has also confirmed that by holding continuous training activities over time rather than short one-time sessions with people from different sectoral organizations, new skills and perspectives are developed, established, and then replicated or passed on to others.

- In completing the work, Juárez and Associates, relied on a series of steps to assure the quality, relevance, and timeliness of the information provided under the task order: (1) using a team of local specialists known for their expertise and commitment to Guatemalan education to carry out the work (this team also had extensive experience working with USAID projects and USAID reporting requirements); (2) building on long-term relationships within the Guatemalan education community to facilitate access to programs and personnel; (3) involving decision-makers at all levels from the beginning of the research/evaluation effort, so that they would view themselves as the users of the information, and (4) employing a variety of information formats and dissemination channels, especially those that allow information users to manipulate data to respond to questions of specific interest.
- A national system of education research and evaluation is urgently needed in Guatemala in order to increase accountability and provide information needed for better decision making. Student and teacher performance evaluations generate little or no opposition if personal consequences do not evolve from the evaluations and if the information generated through the evaluations is communicated clearly and in a timely manner. The MOE has very limited technical and institutional capacity to carry out evaluations and research due in part to the lack of qualified human resources as well as its low capacity to retain qualified personnel. The lack of learning standards and communications about standards impedes the learning process. Students' performance and achievement are hindered because teachers do not know or are confused about the degree of reading, writing and math skills students should possess at different grades and levels of the education system. Education policy reform implementation activities in the classroom require parallel and sustained teacher training efforts.

8. Rural Emergency Response: Primary School Scholarship and School Maintenance Program (with ANACAFE and FUNRURAL).

- The ease and speed with which the ANACAFE/FUNRURAL alliances produced significant results suggests that long-term alliances can and should be constructed to provide continuous development assistance to motivated community committees. Long-term alliances are an important means by which communities can count on continuous development investment rather than windfall infusions that are short-lived and erratic by definition. Partners working together on a common goal can achieve more than single projects working alone. The funds leveraged under this activity also confirms that communities are very motivated and able to "match" external resources, particularly when the resources are used for improvements that they themselves define, prioritize and work on.
- Coordination with municipal and education authorities is a critical element in the start-up and implementation of any education community development activity. Informing authorities about purpose, scope, actors and outcomes of the program activities and involving them in the implementation prevents misunderstandings, confusions, and potential lack of

coordination. It also goes a long way towards enlisting their support for solving problems in effective and timely ways.

- The design and implementation of new related activities should follow guidelines for strategic “investment” rather than sporadic, short-term infusions of development assistance. Some principal lessons learned from this and other similar education community activities in rural poor contexts include: education is top priority for parents of rural poor children in Guatemala; rather than passive ‘beneficiaries’, parents are key stakeholders that can and do mobilize as well as generate resources to ensure that their children have a chance to go to school; when given the opportunity and minimal economic support (such as through scholarships), girls and boys attend primary school in nearly equal numbers and do not drop out; minimal external economic support such as scholarships or income generation for community improvements, go a long way and can be used effectively to leverage substantial community or family ‘matched’ financial, human and material resources; and, alliances are a powerful means of joining forces to augment the amount and impact of limited resources.

9. Literacy Activity (Comunidades Mayas Alfabetizadas – COMAL) (with Save the Children).

- Integrated Community Literacy (ICL) is a ‘living model’ because it requires creativity and participation from all actors and, as such it is advisable that it be amended and improved at regular intervals. Paramount to enhancing commitment to continued education as well as the strong performance by all actors in the ICL process is a tangible model that all actors share that includes a practical learners’ and teachers’ curriculum; a clear methodology; and dynamic, culturally relevant learning materials and techniques. The methodology and materials must be basic enough to meet all actors’ needs and, simultaneously, flexible enough to allow for people’s creativity and initiative in pursuing their desire to learn and to teach (a strong motivator indeed among rural populations of Guatemala that historically have been excluded from equal access to formal and non-formal education services).
- Supervision by well-trained supervisors, oriented to having a supportive role rather than the more traditional role of critic and task master, is fundamental to the improved performance among ICL facilitators and high efficiency rates among participants.
- Using materials existing in the community such as print material, road signs, litter, sacks, food containers, etc. that are familiar and accessible to participants and facilitators is a dynamic and cost-effective way of obtaining learning materials in a country with scarce resources.

N. A summary of performance indicators used and an assessment of their relative usefulness for performance management and reporting:

See Annex 1 for the SO2 Indicator Performance Tables. Significant achievements are discussed in the section summarizing overall impact at the SO and IR levels, and the discussion in the subsequent section of the activities used to achieve the SO and their major outputs. In general, the indicators accurately and clearly reflect the focus of technical approaches and program activities under the SO, as well as meeting the criteria of being: direct, objective, practical, adequate, results-oriented, within USAID’s manageable interest, useful, easy to communicate and credible. The SO level indicators – Net Primary School Enrollment, Girls’ Gross Primary School Enrollment, and Primary School Gender Equity Ratio, all of which are focused on the department of Quiché – reflect the highest level of achievement and program impact, considering

that the principal customers of the SO included the poorest rural populations, especially the indigenous and girls, that previously had very limited access to quality basic education and specifically intercultural bilingual education, and that the geographic focus of the DA-funded interventions under the SO was the department of Quiché. The achievement of results in a sustainable way was contingent on a concentration of SO resources on key elements of educational quality, access, efficiency, and equity, with special emphasis on multi/interculturalism and gender equity, and enhancing the capacity and commitment of the Ministry of Education and civil society to formulate and carry out education reform strategies. The three intermediate results served as an organizing tool for the public, NGO and CSO education actions and interventions that were required to achieve the IR and SO indicators. Each intermediate result is comprised of a set of lower level results that are logically linked to the processes for achieving the strategic objective.

The SO performance management plan allowed for monitoring both short-term (annual) and medium progress toward the achievement of the SO. The USAID Improving Educational Quality (IEQ) II project (known in Guatemala as “Measuring Educational Indicators and Results” – MEDIR continuation under subsequent Task Order instruments) has built capability in monitoring/evaluation and applied research to help identify the elements of schooling affecting performance so that sound decisions can be made regarding improvement in the equity and quality of basic education and specifically bilingual education service delivery. By financing the activities under MEDIR, the SO has met Agency performance reporting requirements and, at the same time, supported the GOG’s need for high quality, objective and verifiable data for planning purposes. The MEDIR Task Orders have permitted (1) continued monitoring support of ongoing USAID-funded education activities, with special focus in the Quiché department; (2) operations research on the effectiveness of the USAID basic education and intercultural bilingual education approach (with special emphasis on its *Salvemos Primer Grado* pilot and PAEBI model schools) for improving education efficiency, quality and equity; (3) operations research on selected aspects of the Ministry of Education’s decentralization strategy for community-managed schools; (4) applied research on the determinants of the high incidence of first grade failure among rural boys and girls; (5) analysis of the impact of the girls’ scholarship program; (6) systematization of longitudinal and comparative data for selected indicators for monitoring education trends; (7) updating educational statistics through the integration of multiple data bases (e.g., 2002 National Census data and the 2002 National Maternal Child Health Survey - ENSMI), and (8) continued education policy dialogue support through the provision of information and analysis on Guatemala’s educational status to decision makers.

O. A list of evaluations and special studies conducted during the life of the SO:

Access to Intercultural Bilingual Education (PAEBI):

- <http://www.worldlearning.org/>.
- *Manual de Participación Comunitaria*. Guatemala 2002.
- *Guía para la Aplicación de la Escala de Desarrollo del Niño y de la Niña K’iche’; Guías de Materiales para Apoyar la Educación Bilingüe Intercultural; Guías para el Uso de Materiales Didácticos Producidos por PAEBI; Diseños para Capacitar Docentes, Padres y Madres de Familia*. Guatemala 2004.
- *Kemow Eta’manik Tejiendo el Aprendizaje*. Guatemala 2004.
- *Manual para Promocionar y Fortalecer la Participación de la Mujer dentro del Proceso Educativo de sus Hijos e Hijas*. Guatemala 2004.

- Ramírez-de-Arellano, Julio. 2003. "Weaving Our Learning." CIES Conference Paper, New Orleans, Louisiana.
- World Learning, Inc. 2003. Indigenous Education in the Americas: School for International Training. Occasional Paper. Issue No. 4. Vermont. Available at <http://sit.edu/publications/docs/ops04.pdf/>.

DOT-EDU Quiché Networking Project (Enlace Quiché):

- Academy for Educational Development. 2003. Digital Opportunities for Development: A Sourcebook on Access and Applications. USAID Document PN-ACT-484.
- <http://dot-edu.org/>. (DOT-EDU home page).
- <http://www.ebiguatemala.org/>. (Intercultural Bilingual Education home page in Guatemala).
- <http://enlacequiche.org.gt/>. (*Proyecto Enlace Quiché* home page).
- Lieberman, Andy. 2003. Invigorating Mayan Language, Culture, and Education. AED/USAID. Available at http://learnlink.aed.org/Publications/Sourcebook/chapter3/guatemala_case_study.pdf/.
- USAID. 2004. Enlace Quiché: Using ICT Tools to Support Intercultural Bilingual Education. Final Report under the Dot-EDU/Guatemala project. USAID Document PD-ABZ-798.

Measuring Educational Indicators and Results (IEQ II/MEDIR):

- Chesterfield, Ray, Fernando Rubio, and Juarez and Associates. 1998. The Status of Primary Education in El Quiché in Relation to Other Departments Served by DIGEBI and to Guatemala as a Whole. USAID Document PN-ACK-716. Guatemala.
- Chesterfield, Ray, Fernando Rubio, and Rigoberto Vásquez. 2003. Study of Bilingual Education Graduates in Guatemala. USAID Document PN-ACU-137.
- MEDIR/USAID. 2001. "Educación para Todos." CD-ROM presentation (2003 update). USAID Document PN-ACU-113.
- Rubio, Fernando. 2002. "Teacher Language Proficiency, Training, and Language Use." Paper presented at the annual meeting of Comparative and International Education Society, Orlando, Florida. USAID Document PN-ACT-153.
- Rubio, Fernando, Justo Mactzul, and Rigoberto Vásquez. 2002. Monitoring System for DIGEBI Bilingual Intercultural Education. USAID Document PN-ACT-155.
- Rubio, Fernando, Rigoberto Vásquez, and Hipólito Hernández. 2002. "IEQ Case Study: Research for Improving Bilingual Education in Bilingual Settings." In *Pathways to Quality*. IEQ-II/USAID/EGAT. Washington.
- AIR-Juarez and Associates/IEQII. 2003. "Educación en Guatemala, Situación y Desafíos: Retos para Alcanzar Educación para Todos."
- AIR-Juarez and Associates/IEQII and AIMAGUA. 2003. "Midiendo Resultados: Avances en Programas Educativos para Mayas de Guatemala."
- CD-ROM power point presentation "Education for All: Will We Arrive Where We Want to Go?"
- Chesterfield, Ray, Kjell Enge, and Fernando Rubio. "Categorización cognitive transcultural de los alumnos por parte de los maestros en Guatemala." In *Etnicidad, Raza, Género y Educación en America Latina* (eds) Donald Winkler and Santiago Cueto. PREAL: Lima, October 2004. pp355-372.

Measuring Educational Indicators and Results (MEDIR II):

- Juarez and Associates. March 2004. Trends in Bilingual Education in El Quiché: A Five-Year Study.
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- Task Order with American Institutes for Research under IEQII IQC Contract No. OUT-HNE-I-805-97-00029-00 (June 19, 1998 through July 15, 2003) and the Measuring Educational Indicators and Results (MEDIR) Project.
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- Task Order No. OUT-AEP-I-800-00-00005-00 of Contract No. AEP-I-00-00-00005-00 (March 30, 2001 to January 16, 2003) for Phase II of Education Policy Reform Support Project with Management Systems International (MSI).
- Cooperative agreement with World Learning for the Access to Intercultural Bilingual Education Program (PAEBI) under Award No. 520-A-00-00042-00 (April 13, 1999 to March 15, 2005).
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- Expansion of the Rural Girls' Scholarship Program in the Quiché department of Guatemala (December 22, 1999 to November 30, 2003) under Project 520-0426 and the FY 1999 ESF Cash Transfer (PIL No. 60 dated December 22, 1999).
- Purchase Order No. 520-03-Q-016 with *Centro de Investigaciones Economicas Nacionales* (CIEN) in support of *Empresarios por la Educación* and key education reforms (May 5, 2003 to May 4, 2004).
- Fixed Price Contract No. 520-C-00-01-00112-00 (September 28, 2001 to November 30, 2004) with *Asociación Guatemalteca de Educación Sexual* (AGES) to design and encourage indigenous girls' education in rural lower secondary schools in the K'iche'-speaking departments of Guatemala.
- Associate Cooperative Agreement No. 520-A-00-02-00109-00 with Academy for Educational Development (June 6, 2002 to February 5, 2004) under DOT-EDU Leader Award No. GDG-A-01-00011-00 with Educational Development Center Inc. for the Quiché Networking Project (*Enlace Quiché*).
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Q. Names and contact information of individuals who were directly involved in various phases of the SO:

USAID/Guatemala: Julia Richards (SO Team Leader); Otilia Lux de Cotí, Irma Itzoy, Wende Dufflon, Eleuterio Cahuec, Karina Lam de Ruano, Celso Chaclan, Carlos Pérez Brito (CTOs and Activity Managers).

Ministry of Education: Arabella Castro, Roberto Moreno, Mario Torres, Maria del Carmen Aceña (Ministers); Cynthia del Aguila, Julieta de Morales, Demetrio Cojtí, Bayardo Mejía, Floridalma Meza, Miriam Castañeda, Celso Chaclán (Vice-Ministers).

Universidad Rafael Landivar: Gonzalo De Villa (Rector), Guillermina Herrera (Rector, Vice-Rector), Anabella Giracca de Castellanos (General Director/EDUMAYA), Ricardo Lima (External Projects Director/EDUMAYA).

Universidad Del Valle de Guatemala: Hector A. Centeno and Roberto Moreno (Rectors).

Universidad de San Carlos de Guatemala: Efrain Medina Guerra and Luis Alfonso Leal (Rectors).

World Learning: Charles Tesar and Julio Ramirez (Activity Directors), Pamela Baldwin, Joshua Muskin, Naoko Kamioka (Home Office); José Angel Zapeta, Claudio Tzay, Anya Wingert, Mechor Agaré (Technical Directors).

Management Systems International: Benjamin Crosby, Elizio Sic, Gabriela Nuñez.

Educational Development Center Inc./Academy for Educational Development: Andrew Lieberman (Activity Director), Steven Dorsey (Home Office).

Juárez and Associates: Nicandro Juárez, Ray Chesterfield (Home Office), Fernando Rubio (Activity Director), Rigoberto Vasquez, Gabriela Nuñez, Otto Rego, Alvaro Fortín.
Academy for Educational Development: John Gillies, Audrey Moore, (Home Office), Tom Lent (Senior Advisor), Ann Jimerson, Gustavo Arias, Saúl Morales.
Asociación Eduquemos a la Niña - AEN: Gabriela Nuñez.
Fundación para el Desarrollo Rural - FUNRURAL: Mynor Maldonado.
Asociación Guatemalteca de Educación Sexual –AGES: Gloria Cospin de Hernandez
Centro de Investigaciones Económicas Nacionales - CIEN: María del Carmen Aceña, Jorge Lavarreda, Verónica Spross.
Empresarios por la Educación: Gabriel Biguria, Ricardo Córdón, Jaime Camhi.

R. Information Sources:

- Procurement instruments and the periodic progress reports, annual reports and final reports submitted by the implementing partners under the various procurement mechanisms.
- USAID/G-CAP annual portfolio review reports and financial management reports.
- Evaluation reports and special studies (see listing in Section O).
- Activity close-out reports (see listing in Section P).

S. Annexes:

Annex 1: Performance Indicator Tables

Annex 2: Analysis of SO funding by implementing partner and funding source.

Annex 1 - SO2 Results Indicators

STRATEGIC OBJECTIVE 2					
BETTER EDUCATED RURAL SOCIETY					
	Fiscal Year	Planned		Actual	
		Girls	Boys	Girls	Boys
SO Indicators:					
Gross primary school enrollment ratio in Quiché <u>Original 2002 target: 72.4% girls</u> SOAG 2004 target: 95.5% girls <u>Annual Report: Net Enrollment</u>	1997 (B)			62.1%	79.6%
	1998	64.4%	81.1%	64.7%	82.0%
	1999	72.0%	84.8%	79.1%	97.3%
	2000	89.0%	103.0%	91.3%	111.3%
	2001	94.0%	110.0%	94.1%	110.3%
	2002	94.5%	109.8%	100.3%	115.9%
	2003	101.0%	115.0%	100.4%	115.9%
	2004	101.5%	115.5%	114.0%	124.0%
	2005(T)	115.0%	125.0%	122.7%	137.2%
	Primary school gender equity ratio in rural Quiché Original 2002 target: 81.4% SOAG 2004 target: 84% <u>Annual Report</u>	1997 (B)			74.2%
1998			75.3%		75.1%
1999			76.9%		78.1%
2000			78.5%		78.7%
2001			79.5%		82.8%
2002			83.0%		84.4%
2003			85.0%		86.2%
2004			86.5%		85.8%
2005(T)			86.5%		86.8%
IR 1 Indicators: Children of Quiché have increased access to primary intercultural and bilingual education					
First grade cohort in rural Quiché schools completing third grade Reported for girls Original 2002 target: 26.7% SOAG 2004 target: 31.0%	1997 (B)			18.2%	22.2%
	1998	21.5%	25.5%	22.6%	26.7%
	1999	22.9%	27.3%	22.0%	26.0%
	2000	24.1%	28.8%	28.0%	26.7%
	2001	28.0%	28.0%	29.9%	29.1%
	2002	30.3%	29.4%	29.2%	27.6%
	2003	30.0%	28.0%	31.1%	31.1%
	2004	31.0%	28.5%	33.6%	36.9%
	2005(T)	34.0%	37.0%	35.8%	37.9%
	% of bilingual teachers who demonstrate mastery of intercultural bilingual education (IBE) methodologies, in sentinel schools; % in parentheses represent teachers in sentinel schools who have participated in IBE Diploma training. <u>SOAG 2004 target: 30.0%</u>	CY 1998 (B)			14.6%
1999			20.0%		9.6%
2000			23.0%		13.4% (20.0%)
2001			23.0%		24.8% (29.0%)
2002			26.0%		29.4% (33.3%)
2003			30.0%		57.8% (72.7%)
% of schools with parents participating in education processes (maintenance, and administration or learning), in bilingual sentinel schools [1998-2000] SOAG 2004 target: 80%	CY 1998 (B)			72%	
	1999		(10%)		78%
	2000		(13%)		65%
	2001		70%		72%
	2002		74%		73%
2003		75%		80%	

	2004(T)	80%	82%
IR 2 Indicators: Rural communities of the Zonapaz have greater access to educational services			
Cumulative number of indigenous university graduates/ Cumulative number of scholarship recipients Original 2002 target: 500 graduates Original 2004 target: 985 graduates	1998 (B)	0 / (500)	0 /(806)
	1999	50 / (1000)	18/ (1278)
	2000	200 / (1300)	240/(1409)
	2001	750 / (1415)	769/(1445)
	2002	850 /(1637)	873/(1912)
	2003	940/(1917)	945/(2136)
	2004	1104/(2136)	1133/2298
	2005	1230/(2325)	1242/2335
Number of non-university one-year scholarship recipients	2000	2,450	2,681
	2001	2,500	2,500
	2002	6,000	6,206
	2003	2,750	3,316
	2004	300	358
Community education centers operational and applying community models of education	1998 (B)		55
	1999	75	135
	2000	250	299
	2001	450	502
	2002	575	590
	2003 (T)	575	596

IR 3 Indicators: Education strategies and policies that enhance gender equity and cultural pluralism are implemented			
Cumulative number of key policies and strategies implemented Original 2002 target: 5-6	1998 (B)	0	0
	1999	1	1
	2000	2	7
	2001	8	11
	2002	13	16
	2003	17	19
	2004(T)	21	25
Index of participation of target civil society organizations in education policy dialogue and advocacy (scale: 0-5)	1999 (B)		.5
	2000	1.0	1.2
	2001	1.5	1.8
	2002	2.5	2.7
	2003 (T)	3.0	3.3

Annex 2: Analysis of SO2 funding by implementing partner and funding source

Development Assistance (DA) Funds

Bilateral Obligations:					
	520-0425.30	520-0431			
Activity	CSD	CSD	DA	Sub-total	Total
PAEBI/World Learning *1	2,521,573	3,954,069	3,710,922	7,664,991	10,186,564
MEDIR/American Institute for Research/IEQ2	675,763	509,452	324,523	833,975	1,509,738
MEDIR II/Juarez & Assocs.	-	-	859,255	859,255	859,255
LearnLink/AED	400,000	509,791	-	509,791	909,791
Dot-Edu/EDC	-	290,590	709,366	999,956	999,956
Policy I/ MSI	-	559,579	-	559,579	559,579
Policy II/ MSI	-	1,394,309	90,782	1,485,091	1,485,091
EQUIP2/AED	-	-	542,000	542,000	542,000
EDUMAYA/URL *2	-	-	150,000	150,000	150,000
CIEN/ <i>Empresarios por la Educación</i>	-	-	24,495	24,495	24,495
Sub-total for Technical A.	3,597,336	7,217,790	6,411,343	13,629,133	17,226,469
Management	442,664	997,209	787,658	1,784,867	2,227,531
SOAG Subtotal *1	4,040,000	8,214,999	7,199,001	15,414,000	19,454,000
Funds transferred to CETT					200,000
Funds transferred to BEPS					100,000
Subtotal for DA					19,754,000

*1 Includes \$500,000 direct obligation to World Learning

Economic Support Funds (ESF)

	520-0413	520-0426.22	Total
EDUMAYA/URL *2	720,000	13,197,000	13,917,000
COMAL/Save the Children	-	6,518,847	6,518,847
Social Communication/ American Institute for Research	140,036	-	140,036
Rural Crisis/ANACAFE scholarships	-	344,395	344,395
Management	185,172	584,633	769,805
Subtotal for Peace (Education)	1,045,208	20,644,875	21,690,083
Other funds from Peace			
Equip2/AED		68,000	
Subtotal for ESF	1,045,208	20,712,875	21,758,083
Other Funding Sources for Education (not included in SOAG)	ESF	DA	Total
MEDIR III/EGAT/WID		750,000	750,000
AGES/WID		250,000	250,000
Materials Printing		100,000	100,000
Additional Funds managed by SO (Cash Transfers)	1,900,000		1,900,000
Subtotal for OFS	1,900,000	1,100,000	3,000,000
Grand Total Managed by SO 2			44,512,083

*2 EDUMAYA total project \$14,067,000.

Strategic Objective Close Out Report

Clearance Sheet

J Richards _____

Date _____

L Magno _____

Date _____

R Morales _____

Date _____

L Salazar _____

Date _____

F Loy _____

Date _____