

**Guatemala: Rural Primary Education PRONADE I**

**Ex-post evaluation**

<b>OECD sector</b>	Basic education / 11220	
<b>BMZ project ID</b>	1997 65 959	
<b>Project-executing agency</b>	Ministerio de Educación ((MINEDUC) (Ministry of Education )	
<b>Consultant</b>	IPC GmbH	
<b>Year of ex-post evaluation</b>	<b>2004</b>	
	<b>Project appraisal (planned)</b>	<b>Ex-post evaluation (actual)</b>
<b>Start of implementation</b>	4th quarter 1998	1st quarter 1999
<b>Period of implementation</b>	4 years	4 years, 3 months
<b>Investment costs</b>	EUR 50.6 million	EUR 156 million
<b>Counterpart contribution</b>	EUR 27.6 million	EUR 133 million
<b>Financing, of which Financial Cooperation (FC) funds</b>	EUR 23.0 million of which FC: EUR 10.23 million	EUR 23.0 million of which FC: EUR 10.23 million
<b>Other institutions/donors involved</b>	World Bank	World Bank
<b>Performance rating</b>	2	
<b>Significance / relevance</b>	1	
<b>Effectiveness</b>	2	
<b>Efficiency</b>	3	

**Brief Description, Overall Objective and Programme Objectives with Indicators**

The PRONADE Programme (Programa Nacional de Autogestión para el Desarrollo Educativo) was launched in 1994 by the Guatemalan Ministry of Education (MINEDUC) and aims at improving the access to primary education in rural areas inhabited mainly by indigenous population groups. This was to contribute towards improving the school education of the indigenous population throughout the country and to reducing the discrimination of such population groups (overall objective).

The following objective indicators were defined for the programme:

- a) Between 1997 and 2002 at least an additional 250,000 children will attend schools at PRONADE schools.
- b) Repeat and dropout rates will fall from 17% to 13% and from 10.5% to 7 %, respectively.

The achievement of the overall objective will be measured on the basis of the following indicators: The gross and net enrolment rates in the rural regions in which PRONADE is active will rise from 81% to 86% and from 63% to 68%, respectively.

## **Project Design / Major Deviations from the original Project Planning and their main Causes**

The FC programme supports the concept of PRONADE, under which primary schools are established on the basis of local organisation of parents and village communities. A parent committee (COEDUCA) is formally set up with the assistance of small consultants providing educational services, e.g. non-governmental organisations (so-called ISE). Then the committee is recognized by PRONADE and is allowed to establish a school. Depending on the number of school-age children the COEDUCA hires and pays teachers for one year and checks the presence of and the work done by the teachers on a daily basis. The parents have the right to hold back the monthly wages of teachers. In addition, the COEDUCA is responsible for the school meals and the purchase of teaching and learning materials. To be able to fulfil these tasks the COEDUCA receives qualification and advisory measures from ISE and funding from PRONADE.

As was envisaged during the project appraisal the measures of the FC programme comprise the following components:

- Construction of primary schools: repair and equipment, provisional school buildings
- Schoolbooks, mini libraries and teaching materials for teachers
- Consultants for educational services (ISE) that provide training measures, the implementation unit of PRONADE in the ministry (equipment and advice), an implementation consultant, an impact study (partly financed).

The conception of the project was mainly retained and changes were made in accordance with the conceptual changes of the PRONADE programme and educational projects in Guatemala. Examples are the inclusion of pre-school in 1998 and the restriction of functions of ISE in 2001, to which the FC financed qualification programme for ISE was also adjusted. The planned measure "Training centres for teachers" was not implemented because a study on this issue had given a negative result and the support for radio training programmes for teachers turned out to be too expensive. The impact studies were discontinued in 2001.

Owing to the efficient implementation unit of PRONADE it was possible to conclude the programme within the scheduled implementation time and the degree of achievement was clearly higher than planned. The objectives were achieved: In addition to 226 repair measures, 2,136 provisional classrooms and 1,763 latrines were built and 1,427 schools were equipped. Thus, the project comprised 5,552 individual measures. As planned, the schools were equipped with learning materials and with a mini library. After the final inspection at the end of 2000 another 72 measures were implemented, as had been agreed (financed from remaining funds).

The **total costs** of the PRONADE project amount to EUR 156 million. 6.6% of this amount (EUR 10.23 million) comes from the FC financing contribution. 85.2% of the total costs (EUR 133 million) were borne by the MINEDUC and 8.2% (or EUR 13 million) by the World Bank.

## **Key Results of the Impact Analysis and Performance Rating**

Concerning specific aspects PRONADE had a substantial impact in the area of education: Altogether, approximately 350,000 new pupils were included in the primary education system (pre-school and primary school) in the period from 1997 to 2002 and approximately 445,000 pupils in the period up to 2004. Thus, the target indicators were exceeded considerably. The above figures cover almost one fourth of all school-age children in Guatemala. The expansion of the offer at primary schools through the PRONADE programme contributed to raising the awareness of and sensitising the Guatemalan society (and especially parents in rural areas) to the problem of primary education.

The structural effects of PRONADE in the field of education concern in particular the orientation towards parental and communal participation (COEDUCA), the decentralisation of the decision-making and administration as well as the participation of institutions of the civil society or the private sector (ISE). Individual measures, for instance the construction of simple school buildings or mini libraries, are already included in the educational system and are multiplied.

The FC promotion played a major role in the overall concept of PRONADE. Already when PRONADE I was in preparation, FC contributed to the development of the concept and the structure of the programme by providing targeted advice. In particular the programme for provisional school buildings represented an important motivation for PRONADE, the participating COEDUCA and the teachers.

A specific problem also at schools maintained by PRONADE is the provision of adequate teaching for indigenous pupils. So far, PRONADE did not attach sufficient importance to intercultural bilingual education, which is particularly important in the indigenous regions. This applies to both the selection of teaching and learning materials and the qualification of teachers, though the proficiency in the local language spoken by the indigenous population is a formal criterion for the selection of teachers and the advisors of ISE.

In particular poor and mostly indigenous children in rural and marginalised regions were given access to primary education by the PRONADE programme. The project has created the conditions for improving the professional, socio-economic and social potential of these population groups and for self-help-oriented poverty reduction. Primary education in Guatemala is free. However, attending school involves costs (for instance for working materials or opportunity costs) and as a result extremely poor families are not in the position to send all their children to school (at the same time).

Up to now the impact of the measures financed from Financial Cooperation to improve the quality of mini libraries, to qualify teachers (up to 2002 up to 20 days annually), to provide working materials for pupils (50 Q or more than 5 Euros per pupil and school year) and teaching materials for the teachers (approximately EUR 20 per school year) cannot be ascertained. However, the positive effects of primary education are undisputed with regard to (i) the improvement of the working and living conditions, both individually and within the family, (ii) gender equality, especially in the indigenous population, which suffered and still suffers from social marginalisation and (iii) the active participation in the development of a democratic and peaceful society, which will take quite some time to be achieved in Guatemala. As planned, girls have benefited particularly from the PRONADE schools, which are close to the communities.

The programme did not pursue any specific environmental objectives. PRONADE made an indirect contribution to the organisation and participation of the local population, in particular of poor and indigenous people. The control of public services creates an impetus for a broader participatory local development of the civil society. The support for the local communities was part of the programme conception.

The overall developmental assessment of the project is based on the key criteria of effectiveness, significance/relevance and efficiency. Weighing all these criteria we classify the project as having a satisfactory developmental effectiveness (rating 2):

- The target of an additional 250,000 children that attend school was exceeded by far. However, the repeat and dropout rates were reduced only to a minor extent. No satisfactory conception for the introduction of an intercultural bilingual education was developed or even implemented on a broader scale. We judge the effectiveness of the project to be satisfactory (rating 2).

- The project is developmentally relevant. According to the peace negotiations of 1996, basic education is one of the most important elements in Guatemala for changing the social structures of marginalisation and poverty. The programme had structural effects on the sector. It plays a major role for the achievement of the overall objective, which is a nationwide school education system and the reduction of discrimination (almost 25% of all primary school pupils attend PRONADE schools). The project indicators for the overall objective were outperformed: The gross enrolment rate rose from 81% (1997) to 106.4%. In the same period the net enrolment rate increased from 63% to 87.5% (2002 data). Thus, in terms of significance/relevance, we judge the developmental effectiveness of the project to be high (rating 1). In addition to the planned effects, other impacts occurred at the local community level and contributed to strengthening the organisation and the self-help potential.
- Overall, we classify the programme's efficiency as sufficient (rating 3). The implementation of the measures was cost-efficient. However, the planned efficiency gains at the sector level did not occur (in particular the repeat rate was not reduced).

### General Conclusions for other Projects

We drew the following conclusions for future projects:

- The expansion of the school infrastructure inevitably also requires higher efforts to ensure that the qualitative components are provided (teacher training and further training, teaching and learning materials). Otherwise, the quality of teaching will decline. If the FC project does not include such components, KfW must ensure that the government of the respective partner country or other donors assume this task.
- In the event that mini libraries or other teaching and learning materials are provided in the context of a primary education project, the teaching staff needs to receive accompanying instructions to ensure that the use of the materials provided is supported and intensified (for instance, in the case of mini libraries no reference library is provided).

### Legend

Developmentally successful: Ratings 1 to 3

Rating 1 Very high or high degree of developmental effectiveness

Rating 2 Satisfactory degree of developmental effectiveness

Rating 3 Overall sufficient degree of developmental effectiveness

Developmental failures: Ratings 4 to 6

Rating 4 Overall slightly insufficient degree of developmental effectiveness

Rating 5 Clearly insufficient degree of developmental effectiveness

Rating 6 The project is a total failure

### Criteria for the Evaluation of Project Success

The evaluation of a project's "developmental effectiveness" and its classification during the final evaluation into one of the various levels of success described in more detail below concentrate on the following fundamental questions:

- Are the **project objectives** reached to a sufficient degree (aspect of project **effectiveness**)?

- Does the project generate sufficient **significant developmental effects** (project **relevance** and **significance** measured by the achievement of the overall development-policy objective defined beforehand and its effects in political, institutional, socio-economic and socio-cultural as well as ecological terms)?
- Are the **funds/expenses** that were and are being employed/incurred to reach the objectives **appropriate** and how can the project's microeconomic and macroeconomic impact be measured (aspect of **efficiency** of the project conception)?
- To the extent that undesired **(side) effects** occur, are these tolerable?

We do not treat **sustainability**, a key aspect to consider for project evaluation, as a separate category of evaluation but instead as a cross-cutting element of all four fundamental questions on project success. A project is sustainable if the project-executing agency and/or the target group are able to continue to use the project facilities that have been built for a period of time that is, overall, adequate in economic terms or to carry on with the project activities on its own and generate positive results after the financial, organizational and/or technical support has come to an end.