

Document of
The World Bank

Report No: ICR0000478

IMPLEMENTATION COMPLETION AND RESULTS REPORT
(IBRD-70520)

ON A

LOAN

IN THE AMOUNT OF US\$62.16 MILLION

TO THE

REPUBLIC OF GUATEMALA

FOR A

UNIVERSALIZATION OF BASIC EDUCATION PROJECT

June 16, 2009

Human Development Sector Management Unit
Central America Country Management Unit
Latin America and the Caribbean Region

CURRENCY EQUIVALENTS

(Exchange Rate Effective April 2009)

Currency Unit = Quetzal
1.00 Quetzal = US\$ 0.12
US\$ 1.00 = 8.09 Quetzales

FISCAL YEAR
1 January to 31 December

ABBREVIATIONS AND ACRONYMS

CAS	Country Assistance Strategy
COEDUCA	Parent-led School Boards
DIGEBI	General Directorate for Bilingual Education
DIGECADE	General Directorate for Management of Education Quality
DINFO	General Directorate for Information Systems
DIPLAN	General Directorate for Planning
EMIS	Education Management Information Systems
ICR	Implementation Completion Report
MCS	Ministry of Culture and Sports
MINEDUC	Ministry of Education
PAD	Project Appraisal Document
PDO	Project Development Objective
PRONADE	National Community-managed Program for Education Development
GOG	Government of Guatemala
DIDEFI	General Directorate for Institutional Development and Strengthening (<i>Dirección General de Desarrollo y Fortalecimiento Institucional</i>)
DIGECADE	General Directorate for Quality of Education Management (<i>Dirección General de Gestión de la Calidad Educativa</i>)
DIGEDUCA	General Directorate for Evaluation, Research and Educational Standards (<i>Dirección General de Evaluación, Investigación y Estándares</i>)
DINFO	General Directorate for Information Technology (<i>Dirección General de Informática</i>)
DIPLAN	General Directorate for Education Planning (<i>Dirección General de Planificación Educativa</i>)
FUNCAFE	Foundation for Coffee Agriculture (<i>Fundación para la Caficultura</i>)
IBRD	International Bank for Reconstruction and Development
IDB	Inter American Development Bank
ISE	Institutions for Educational Services (<i>Instituciones de Servicios Educativos</i>)
ISR	Implementation Status Report
KFW	German Development Cooperation (<i>Kreditanstalt für Wiederaufbau</i>)
MCS	Ministry of Culture and Sports
MINEDUC	Ministry of Education
MOF	Ministry of Finance
NCDP	National Cultural Development Plan

NCRIS National Cultural Resources Information System
PAD Project Appraisal Document
PDOs Project Development Objectives
PRONADE National Community-managed Program for Education Development
SIIGE System for Integrated Geo-referenced Education Information
(*Sistema Integrado de Información Geográfico-Educativo*)
SINEIE National Education Evaluation and Research System
(*Sistema Nacional de Evaluación e Investigación*)

Vice President:	Pamela Cox
Country Director:	Laura Frigenti
Sector Manager:	Chingboon Lee
Project Team Leader:	Martha Laverde
ICR Team Leader:	Martha Laverde

**GUATEMALA
UNIVERSALIZATION OF BASIC EDUCATION PROJECT**

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MAP

A. Basic Information			
Country:	Guatemala	Project Name:	UNIVERSALIZATION OF BASIC EDUCATION PROJECT
Project ID:	P048652	L/C/TF Number(s):	IBRD-70520
ICR Date:	06/19/2009	ICR Type:	Core ICR
Lending Instrument:	SIL	Borrower:	REPUBLIC OF GUATEMALA
Original Total Commitment:	USD 62.2M	Disbursed Amount:	USD 62.2M
Environmental Category: C			
Implementing Agencies: Ministry of Education Ministry of Culture and Sports			
Cofinanciers and Other External Partners:			

B. Key Dates				
Process	Date	Process	Original Date	Revised / Actual Date(s)
Concept Review:	11/30/2000	Effectiveness:		11/20/2002
Appraisal:	02/12/2001	Restructuring(s):		
Approval:	05/22/2001	Mid-term Review:	11/21/2005	11/21/2005
		Closing:	04/30/2006	12/31/2008

C. Ratings Summary	
C.1 Performance Rating by ICR	
Outcomes:	Satisfactory
Risk to Development Outcome:	High
Bank Performance:	Satisfactory
Borrower Performance:	Satisfactory

C.2 Detailed Ratings of Bank and Borrower Performance (by ICR)			
Bank	Ratings	Borrower	Ratings
Quality at Entry:	Moderately Satisfactory	Government:	Satisfactory
Quality of Supervision:	Satisfactory	Implementing Agency/Agencies:	Satisfactory
Overall Bank Performance:	Satisfactory	Overall Borrower Performance:	Satisfactory

C.3 Quality at Entry and Implementation Performance Indicators			
Implementation Performance	Indicators	QAG Assessments (if any)	Rating
Potential Problem Project at any time (Yes/No):	No	Quality at Entry (QEA):	None
Problem Project at any time (Yes/No):	No	Quality of Supervision (QSA):	None
DO rating before Closing/Inactive status:	Satisfactory		

D. Sector and Theme Codes		
	Original	Actual
Sector Code (as % of total Bank financing)		
Central government administration	12	27
Other social services	2	2
Primary education	67	61
Sub-national government administration	12	10
Tertiary education	7	
Theme Code (as % of total Bank financing)		
Decentralization	13	18
Education for all	24	34
Gender	13	15
Indigenous peoples	25	23
Rural services and infrastructure	25	10

E. Bank Staff		
Positions	At ICR	At Approval
Vice President:	Pamela Cox	David de Ferranti
Country Director:	Laura Frigenti	D-M Dowsett-Coirolo
Sector Manager:	Evangeline Javier	Xavier E. Coll
Project Team Leader:	Martha Laverde	Carlos A. Rojas
ICR Team Leader:	Martha Laverde	
ICR Primary Author:	Maria R. Puech Fernandez	

F. Results Framework Analysis

Project Development Objectives (from Project Appraisal Document)

The Project had the following development objectives: (i) Improve coverage and equity at the primary school level through the expansion and consolidation of PRONADE schools (National Community-managed Program for Education Development) and by providing scholarships for indigenous girls in rural communities; (ii) Improve the efficiency and quality of primary education by supporting bilingual education, providing textbooks and didactic materials in 18 linguistic areas, expanding multi-grade schools and improving teachers' qualifications; (iii) Facilitate the joint design and execution between MINEDUC and the Ministry of Culture and Sports (MCS) of a program to enhance the goals of cultural diversity and pluralism contained in the National Constitution, the Guatemalan Peace Accords, and the April 2000 National Congress on Cultural Policies; and (iv) Assist the decentralization and modernization of MINEDUC by supporting the ongoing efforts to strengthen the organization and management of the education system.

Revised Project Development Objectives (as approved by original approving authority)

N/A

(a) PDO Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	Increase coverage of rural primary enrollment in PRONADE Schools.			
Value quantitative or Qualitative)	24%	27%		32%
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)	In 2007 enrollment in PRONADE schools represented 24% of total rural enrollment in primary. By 12/31/2007, the Project had succeeded in enrolling 90,381 new students in PRONADE schools. Pad target was 40,000.			
Indicator 2 :	Gender equity in primary education enrollment in indigenous communities.			
Value quantitative or Qualitative)	37.5% female enrollment (1999)	46%		46%
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)	This indicator was calculated by dividing the number of indigenous girls enrolled by the total number of girls enrolled in primary schools in 2007.			
Indicator 3 :	Math and cultural textbooks in different native languages, reaching conventional, bilingual, and PRONADE Schools, all of them in rural, indigenous areas			
Value quantitative or Qualitative)	No materials available	709,800 primary school children using new materials in indigenous		Around 944,000 students benefited, having received new educational materials.

		communities, covering 18 linguistic areas; 3,300 classroom libraries in rural indigenous areas		Textbooks and educational materials in 4 main Mayan languages. 3,300 classroom libraries distributed to multi-grade schools.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 4 :	Appointment of new PRONADE teachers. New methodologies for multigrade and bilingual education.			
Value quantitative or Qualitative)	No methodologies to update	Approximately 2,000 new PRONADE teachers selected and appointed by COEDUCAS; these and 3,500 traditional teachers applying new methodologies for monolingual and bilingual multi-grade education		3,061 PRONADE teachers selected and hired by the COEDUCAS, by 12/31/2007. Around 14,200 teachers trained
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 5 :	The Policy and Planning Unit in the MCS is functioning. The National Cultural Development Plan is developed. Recommended reforms in current legal and normative aspects of the cultural sector are underway.			
Value quantitative or Qualitative)	N/A	Unit functioning. Plan developed.		Cultural Development Plan developed and implemented.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 6 :	Four pilot projects designed by the MCS in cultural education service-delivery de-concentrated and implemented.			
Value quantitative or	N/A	Four pilot projects are implemented.		Six Culture-Education Pilots

Qualitative)				implemented.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 7 :	MCS design and implement a National Information System and a computerized database on contemporary cultural resources. Improvement of services to local museums, libraries and other institutions.			
Value quantitative or Qualitative)	N/A	Creation of the NCRIS; improvement of services to above mentioned institutions; database established		Creation of an Internet Cultural Information Portal.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 8 :	MINEDUC decentralized and strengthened. Training of staff at all levels.			
Value quantitative or Qualitative)	N/A	Staff trained on decentralization and de- concentration policies; Pilots implemented at municipal level.		Staff trained at central and departmental level; MINEDUC received ISO 9001 certification; Five education departments decentralized and with ISO certification.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)	The Project supported elements of school-based management through the creation of COEDUCAs, responsible for hiring and firing teachers, as well as monitoring teacher attendance.			
Indicator 9 :	MINEDUC decentralized and strengthened. Strengthening of DIGEBI and implementation of new policies on multi-grade and bilingual education by its personnel at the central and local levels.			
Value quantitative or Qualitative)	N/A	Staff in the DIGEBI trained, at central and local levels; Implementation of new multi-grade and bilingual education new policies.		Creation of a multi- grade unit within DIGEBI; Staff trained; Elaboration of a Strategic Plan for multilingual education, pending implementation; Adaptation of some multi-grade

				materials to four main Mayan languages.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 10 :	Development of a Multimedia communication strategy to support MINEDUC in the implementation of its activities.			
Value quantitative or Qualitative)	N/A	Development and implementation of the strategy to reach all employees, parents, communities, teachers and students, especially in the areas targeted by the project.		Communication strategy developed and implemented.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 11 :	Upgrade of the Education Management Information System (EMIS).			
Value quantitative or Qualitative)	N/A	EMIS upgraded and Departments use the applications as a tool for uniform education monitoring, feedback, reporting and decision-making.		EMIS upgraded and functioning, its information progressively being used by technical departments; Applications gradually used at departmental level.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				

(b) Intermediate Outcome Indicator(s)

Indicator	Baseline Value	Original Target Values (from approval documents)	Formally Revised Target Values	Actual Value Achieved at Completion or Target Years
Indicator 1 :	COEDUCAS formed and trained in management of their own community school each year of the Project.			

	Establish new PRONADE schools. Hiring of new teachers by the COEDUCAs.			
Value (quantitative or Qualitative)	N/A	1,300 new PRONADE schools; 40,000 new students enrolled; 2,000 teachers hired at local level.		1,302 new PRONADE schools established; 90,381 new students enrolled; 3,061 teachers hired and didactic materials (valijas didácticas) distributed
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 2 :	Scholarships provided to children of poor families attending schools.			
Value (quantitative or Qualitative)	Increase PRONADE teaching force by 1,385	Provision of information about the program in rural areas; Total of 50,000 scholarships awarded to girls (about 14,000 per year)		Around 265,666 scholarships for rural girls awarded. 2003 14,000 2004 32,030 2005 49,671 2006 73,299 2007 96,666 Development of a scholarship manual, a database and institutionalization of the program; Training of COEDUCAs to manage scholarship
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)	Project financed 14,000 scholarships for girls during the first year of implementation. Then, it was agreed that the national budget would finance girls scholarships until Project completion, integrating them within the general scholarship program.			
Indicator 3 :	Educational materials and textbooks provided for monolingual and bilingual children. School furniture, supplies and didactic materials procured and distributed (libraries, Nojtekas and education materials).			
Value (quantitative or Qualitative)	N/A	3,300 multi-grade schools equipped		Libraries and educational materials distributed to 3,300 multi-grade schools; Learning corners distributed to 7,710

				multi-grade schools; Around 250,000 students benefited from furniture
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 4 :	Printing and distribution of textbook packages in Mayan languages.			
Value (quantitative or Qualitative)	Textbooks in Mayan languages not available.	N/A		Math and Science and Technology textbooks for 4th, 5th and 6th grades in four Mayan languages; designed by DIGEBI; Adaptation of Multi-grade guides for pre-primary, 1st and 2nd grades for Mathematics
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)	In 2004, the Borrower and the Bank agreed to produce the textbooks in the main four Mayan languages (Kaqchikel, K'iche, Mm and Q'eqchi) to better achieve the PDOs.			
Indicator 5 :	Training methodology for teachers in bilingual schools and multi-grade (bilingual and monolingual) schools developed and teachers trained in its delivery.			
Value (quantitative or Qualitative)	N/A	Training of teacher trainers to conduct in-service training; About 3,500 teachers trained in multi-grade methodologies, bilingual and monolingual.		Training of 186 technicians; About 1,980 teachers trained in Mayan languages trained in active methodologies; About 14,200 teachers trained in multi-grade methodologies, bilingual and monolingual.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)	The training on multi-grade methodology took place during 2007 for a period of six months. The Borrower and the Bank discussed the need for follow up and support to this activity after Project completion.			
Indicator 6 :	The MCS Policy and Planning Unit is fully functioning (by 2002) and systematically cooperating with MINEDUC and other stakeholders (civil			

	society, private sector institutions, and other government agencies).			
Value (quantitative or Qualitative)	N/A	Establishment of a Unit.		Unit established and cooperating with MINEDUC.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 7 :	Training and capacity strengthening program for MCS and MINEDUC staff initiated by 2002 to improve intra- and inter-institutional understanding of the government's multi-grade cultural and inter-cultural policies.			
Value (quantitative or Qualitative)	N/A	12 workshops carried out.		12 workshops carried out.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 8 :	Development of a National Cultural Development Plan (NCDP) by 2002.			
Value (quantitative or Qualitative)	NCDP non existent.	NCDP developed and implemented.		Achieved.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 9 :	Revision of the National and International cultural sector legal framework.			
Value (quantitative or Qualitative)	N/A	Hiring of legal expertise; Workshop held by 2002; Technical experts recommend reforms to institutionalize the strategies and policies in MCS.		Elaboration of the Ley de Patrimonio Cultural de Antigua (approval pending); Approval of two Laws: Intangible Patrimony and Public Events.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 10 :	Four pilot programs for de-concentration of cultural education services (including the arts and sports education) to municipalities.			
Value (quantitative or Qualitative)	N/A	Four pilots designed and implemented by Project completion.		Achieved (six pilots developed and carried out).

Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 11 :	A National Cultural Resource Information System (NCRIS) is designed by MCS and used to access cultural information and knowledge by stakeholders.			
Value (quantitative or Qualitative)	N/A	Development of a database of cultural resources and development of a website for MCS with cultural information, connected to museums and libraries.		Achieved.
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)				
Indicator 12 :	Education system is decentralized, strengthened and modernized; Seminars and TA to strengthen the training group and DIGEBI staff; EMIS is in use.			
Value (quantitative or Qualitative)	N/A	Training carried out; 4 national and 12 regional workshops; Statistics yearbook is printed and distributed annually.		Modernization of MINEDUC, at central level, then spreading to Departments; Certification of administrative procedures at MINEDUC; Implementation of integrated Human Resources System Information system and annual publication data
Date achieved	10/31/2001	04/30/2006		12/31/2008
Comments (incl. % achievement)	The DIGEBI experienced improvements in terms of institutional strengthening (creation of multi-grade unit, training of staff) with Project support. By Project completion, the DIGEBI was facing some challenges, such as delays in the implementation of the s			

G. Ratings of Project Performance in ISRs

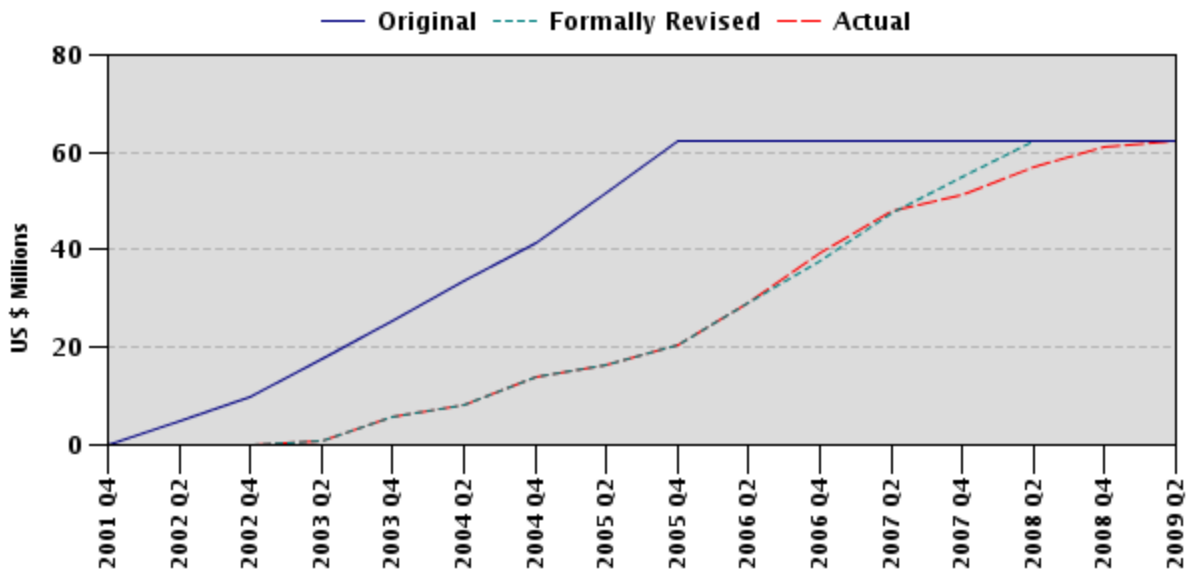
No.	Date ISR Archived	DO	IP	Actual Disbursements (USD millions)
1	06/27/2001	Satisfactory	Satisfactory	0.00

2	11/30/2001	Satisfactory	Satisfactory	0.00
3	06/02/2002	Satisfactory	Satisfactory	0.00
4	12/02/2002	Satisfactory	Satisfactory	0.00
5	06/03/2003	Satisfactory	Satisfactory	5.62
6	06/09/2003	Satisfactory	Satisfactory	5.62
7	12/19/2003	Satisfactory	Satisfactory	8.17
8	06/02/2004	Satisfactory	Satisfactory	11.68
9	12/10/2004	Satisfactory	Satisfactory	16.37
10	04/15/2005	Satisfactory	Satisfactory	19.38
11	06/28/2005	Moderately Satisfactory	Moderately Satisfactory	20.41
12	11/27/2005	Moderately Satisfactory	Moderately Satisfactory	26.63
13	02/28/2006	Satisfactory	Satisfactory	31.20
14	12/04/2006	Satisfactory	Satisfactory	45.60
15	05/12/2007	Satisfactory	Satisfactory	48.19
16	12/07/2007	Satisfactory	Satisfactory	56.75
17	04/07/2008	Satisfactory	Satisfactory	58.97
18	11/09/2008	Satisfactory	Satisfactory	61.11
19	05/22/2009	Satisfactory	Satisfactory	62.16

H. Restructuring (if any)

Not Applicable

I. Disbursement Profile



1. Project Context, Development Objectives and Design

1.1 Context at Appraisal

At the time of project preparation, Guatemala's population was mainly rural with indigenous communities making up the majority (about 48 percent). The nation had, and continues to have, a great cultural and linguistic diversity. It is multiethnic, pluri-cultural and pluri-lingual, consisting of Mayas, Ladinos, Xinkas and Garifunas. The economic and social contrasts were substantial, particularly between urban and rural areas. Many social services, including primary education, were not accessible to rural and indigenous populations due to cost and other factors. At the time of Project approval, the average educational attainment for Guatemalans was three years, and less than two in the least urban departments (Alta Verapaz, Quiche, Huehuetenango and Totonicapán).

The country was transitioning from over 30 years of civil war to a post-conflict society. In December, 1996, the Peace Accords were signed between the Government of Guatemala (GoG) and the Guatemalan National Revolutionary Union, marking the beginning of a new national development agenda that would prioritize the needs of the indigenous and the underserved populations.

In the immediate aftermath of civil war, Guatemala was characterized by serious poverty and inequality. The country had one of the highest illiteracy rates in Latin America (29.6 percent in 1999) and was significantly higher in rural areas, especially among women. Education Reform was acknowledged as crucial to promote peace and equity, as well as improve literacy. Despite efforts by the Government to expand access to basic education, problems of coverage, equity and low quality persisted. In that context, the GoG's main strategy focused on: (i) providing universal coverage for the first six grades; (ii) providing bilingual education; (iii) targeting to indigenous populations and vulnerable groups and to females to promote gender equity; (iv) introducing measures to improve quality and efficiency; and (v) institutional and administrative modernization and decentralization with actions to foster greater community participation.

The Government chose to support the National Community-driven Program for Educational Development (PRONADE) as the main model through which the expansion of coverage would be accomplished in rural and isolated communities. PRONADE, supported at the time of preparation by an ongoing Bank loan, was a community-based model that had been very effective in increasing access to the first three years of primary education among these isolated communities. Beginning in 1992 as an innovative pilot program in 19 rural communities, the program evolved into a national strategy to provide access to educational services in rural, indigenous and remote areas of the country.

1.2 Original Project Development Objectives (PDO) and Key Indicators

The Project was a continuation of the Basic Education Reform Project (SCL-41670, under implementation at the time of preparation), which supported the Ministry of Education's (MINEDUC) efforts to achieve universal access to primary schooling; to improve equity and the quality of education primarily in rural, indigenous areas of Guatemala; and to decentralize and modernize the education administration system.

The Project had the following development objectives:

1. Improve coverage and equity at the primary school level through the expansion and consolidation of PRONADE schools (National Community-managed Program for Education Development) and by providing scholarships for indigenous girls in rural communities;
2. Improve the efficiency and quality of primary education by supporting bilingual education, providing textbooks and didactic materials in 18 linguistic areas, expanding multi-grade schools and improving teachers' qualifications;
3. Facilitate the joint design and execution between MINEDUC and the Ministry of Culture and Sports (MCS) of a program to enhance the goals of cultural diversity and pluralism contained in the National Constitution, the Guatemalan Peace Accords, and the April 2000 National Congress on Cultural Policies; and
4. Assist the decentralization and modernization of MINEDUC by supporting the ongoing efforts to strengthen the organization and management of the education system.

The Project had the following key performance indicators:

Improve Coverage and Equity

- Increase coverage of rural primary enrollment in PRONADE schools from 24 to 27 percent. (An additional 40,000 new rural students would be enrolled through the expansion of the PRONADE program.)
- Increase girls' primary school enrollment in poor, indigenous areas to reach 46 percent by the end of the Project due to quality enhancement, as well as coverage improvement.

Improve Equity and Efficiency

- Approximately 708,900 primary school children in indigenous communities are using new Math and cultural textbooks printed in their own native language (covering 18 linguistics areas and reaching 3,300 classroom libraries in rural, indigenous areas).
- Approximately 2,000 new PRONADE teachers selected and appointed by the COEDUCAs (parent-school boards) and 3,500 non-PRONADE teachers are applying new teaching methodologies for multi-grade and bilingual education in the classroom.

Cultural Diversity and Pluralism

- Strengthen the policy framework and institutional capacity of MCS to coordinate activities with MINEDUC and other government institutions, particularly in promotion of multicultural and inter-cultural policies and programs within a framework of sustainable human development
- Design and implement four pilot programs that de-concentrate MCS cultural education services (including arts and sports education) to the municipal level, carried out in collaboration with local MINEDUC programs
- Design and implement a National Cultural Resources Information System (NCRIS) to include the modernization of the current cultural resource information systems within MCS; improved services to local museums, libraries and other cultural institutions; and establishment of a computerized contemporary cultural resource database .

Decentralization and Modernization of MINEDUC

- Train staff at the central, departmental and pilot municipal levels and implement decentralization and de-concentration policies
- Strengthen the Educational Training and Development Department with qualified human resources at both the central and local levels--the Department would implement MINEDUC's new policies of multi-grade and bilingual education
- Design and implement the multimedia communication strategy for supporting MINEDUC activities, to reach Ministry employees at all levels, as well as communities, parents, teachers and students, specifically in targeted areas of the Project
- Upgrade the Education Management Information System (EMIS) and use the new applications and technology as a tool for uniform educational monitoring, feedback, reporting and decision making by departments.

1.3 Revised PDO (as approved by original approving authority) and Key Indicators, and reasons/justification

The PDOs were not revised during the life of the Project. The key performance indicators remained unchanged as well.

1.4 Main Beneficiaries,

The Project identified the following beneficiaries:

- Around 40,000 children in poor, isolated, rural, and mostly indigenous, communities without a school, benefitting from the opening of PRONADE schools;
- Approximately 50,000 rural, indigenous girls who were not enrolled in school, or were in first grade or at risk of dropping out of school;
- 3,500 teachers who were to receive training on issues related to bilingual intercultural education and multi-grade techniques;
- 99,000 students in 3,300 rural schools, using the books in the school library;
- Municipalities, community representatives, residents, school teachers and education sector personnel would benefit from the pilot projects to de-concentrate the cultural educational services provided by MCS;
- About 1,300 communities would benefit from the creation of the COEDUCAs;
- All managers and administrative staff at the central and departmental levels (400 people); and
- Bilingual education staff at the central and departmental levels that were to receive on-the-job training to improve their capacity to administer and manage the bilingual education program.

1.5 Original Components

The Project contained four main components:

Component 1 – Universalization of Primary Education (Total Project Cost at Appraisal: US\$40.28 million). This component sought to continue to support the Government's efforts to ensure universal access to primary education. It had two sub-components: (i) expansion of enrollment capacity of primary schools in rural areas and marginalized communities through the PRONADE program; and (ii) provision of scholarships for children of poor, rural families.

Component 2 – Improving the Quality of Education (Total Project Cost at Appraisal: US\$25.43 million). This component focused on improving the quality and efficiency of primary education. It had three sub-components: (i) strengthening multi-grade strategies and bilingual education primarily in rural communities; (ii) provision of educational materials (textbooks and student guides) for monolingual and bilingual children; and (iii) training of teachers in multi-grade methodologies and content areas, as well as the development of curricula for bilingual schools.

Component 3 – Cultural Diversity and Pluralism (Total Project Cost at Appraisal: US\$2.3 million). This component sought to support the institutional strengthening of MCS to coordinate more effectively with MINEDUC and other government agencies. It included three sub-components: (i) institutional strengthening of MCS, including the establishment of a Policy and Planning unit and the preparation of a National Cultural Development Plan, in coordination with MINEDUC and other agencies; (ii) de-concentration of MCS' cultural education services to the municipal level; and (iii) development of the National Cultural Resources Information System (NCRIS) to include the modernization of the existing MCS cultural resources information system, provision of information to museums and libraries and establishment of a cultural resources database on the diverse ethnic and linguistic groups of Guatemala.

Component 4 – Decentralization and Modernization (Total Project Cost at Appraisal: US\$13.87 million). The component would continue to support: (i) improving the managerial and administrative capacity of the Ministry of Education, decentralization at the departmental and local levels, with a special emphasis on the General Directorate for Bilingual Education (DIGEBI); (ii) training of community associations (COEDUCAs) to manage and organize PRONADE schools; and (iii) continued development and updating of an Education Management Information System (EMIS).

1.6 Revised Components

The Project's components were not changed during implementation.

1.7 Other significant changes

While there were no changes in the basic design of the Project, the change of Government after the 2003 elections resulted in some adjustments to Project activities. Over the first few months after taking office in January 2004, the new administration focused on integrating its main strategies for the education sector into the Project, in harmony with the PDO. The new administration emphasized continuing the efforts towards reforming the education sector, restructuring the ministry and modernizing its administration, strengthening participation and improving the technical capacity of staff.

In Component 1, a pilot program known as the itinerant teacher program was put in place in 2004 to enable the creation of PRONADE schools in small communities with low enrollment. The program allowed two communities with a reduced number of students to share a teacher. When the teacher was at one of the communities, he/she left an assistant who could be a member of the community or a member of the school council, in charge of the school. The pilot project was carried out in 10 communities with counterpart funds and it lasted until Project completion.

Change in the girls' scholarship program. The PAD foresaw that scholarships would be awarded and managed under PRONADE by the parent school boards (COEDUCAs). This was the case for the first year of implementation, when 14,000 scholarships were awarded and financed with loan resources. In February 2004, the new administration decided to bring the girls' scholarship program under the existing scholarship program in MINEDUC and finance them with national budget funds. This freed up loan resources, which were then re-allocated to other Project activities. The Bank and MINEDUC agreed the Project would provide technical assistance to strengthen the scholarship unit and system in MINEDUC. The Project contributed to the elaboration of a system to better target recipients in geographical areas with more vulnerable populations, which included indigenous girls in rural areas.

In 2004, a pilot for distance secondary education (*Telesecundaria* or video-supported teaching), was introduced in eight communities to address the need of students in rural and remote areas to access secondary education. This pilot experience laid the ground for the Education Quality and Secondary Education Project (Loan No. 7052-GU).

The new administration, taking office in January 2008, decided to institutionalize PRONADE. PRONADE schools were to become part of the regular school system, but because 2008 was a transition year, the process to absorb PRONADE teachers by the regular school system took place during 2008 and 2009. Initially PRONADE teachers were hired under temporary contracts, and then MINEDUC opened a competitive process to hire PRONADE teachers as regular teachers. This process was about to be completed by the time of this ICR. The COEDUCAs were converted into *Juntas Escolares*, school boards in traditional rural schools.

In line with the PDO, some new activities were introduced under Component 2 though the core of the component remained as designed (rural areas and indigenous population focus; support for bilingual education; support for multi-grade education and support for PRONADE). These were: (i) a program focused on first grade (*Salvemos el Primer Grado*) was introduced to bring new teaching methodologies to the classroom in language, communication and mathematics. The focus was to improve student learning outcomes. The Project supported workshops for 1st grade teachers and educational materials; (ii) pre-primary teachers in bilingual rural schools were included in training activities, provision of classroom libraries and learning materials. Training was provided to 1,900 teachers in bilingual schools and to 42 teacher trainers; and (iii) workshops on intercultural bilingual education in 12 departments led by DIGEBI were carried out to encourage more parent involvement and greater awareness on bilingual education issues. The Government and the Bank agreed to focus the revisions of the teaching and learning materials on four of the Mayan languages, aiming to cover over 80 percent of the indigenous population. This decision was based on the need to prioritize and better achieve the PDO.

The new administration taking office in 2004 had a different vision and priorities (as expressed in its Education Sector Management Strategy) than its predecessor, which caused Component 4 to gain greater relative weight and importance in during project implementation. More resources were allocated to the development of activities related to modernizing MINEDUC and its administration. The component was originally designed around several inputs: training MINEDUC personnel, information campaigns, and upgrade of the information system. The inputs were maintained but framed into a strategic framework for institutional strengthening around the following sub-systems: (i) leadership and strategic planning; (ii) decentralization and school based management; (iii) results based management and (iv) human resources. The new administration placed greater emphasis on strengthening the central level, believing a strengthened core would allow for a gradual focus shift to the departmental and local levels.

The Project's original closing date of April 30 2006 was extended twice, first to December 31, 2007 and then to December 31, 2008 so as to allow for sufficient implementation time for Project activities to achieve the Project's development objectives.

The Loan was fully disbursed by Project completion. The Borrower's contribution was higher than foreseen in the PAD (US\$25.71 million versus US\$20.34 million in the PAD). Total Project cost reached US\$87.86 million against an estimated US\$82.50 million at the time of appraisal.

There were two reallocations of Loan proceeds. The first one took place in May 2003, as the Government requested a reallocation of funds from Category 8 (Unallocated) to Categories 1 - 5 of the Loan Agreement. In January 2008, there was a second reallocation of loan resources: a total of US\$3.0 million from Category 2 (Goods) and US\$ 3.39 million from Category 4 (Scholarships) were allocated to Category 4 (Consultant Services, Training, Fellowships, Communication Campaigns, Research and Audits). This change resulted from the Government's decision to finance the girls' scholarship program with national budget resources. The purpose of the reallocation was to finance the implementation of Component 4; there was no change in the scope of the Project and there were no Project cost savings. At the moment of request (December 2007), Components 1 and 2 had surpassed the targets set in the PAD, while Components 3 and 4 had not yet reached the set targets. The Borrower wanted to put emphasis on certain activities before Loan closing, such as the Human Resource Management System, MINEDUC's Quality Management System, teacher training and strengthening of the DIGEBI.

2. Key Factors Affecting Implementation and Outcomes

2.1 Project Preparation, Design and Quality at Entry

Quality at entry is rated as *Moderately Satisfactory*. The following factors determined this rating:

The Project was in line with the Country Assistance Strategy (CAS- R98-175,175/2) approved for the country. The CAS proposed to focus on education to achieve improved delivery of basic social services and fulfill the commitments of the Peace Accords. The CAS expressed the support of the Bank to continue the implementation of the on-going Basic Education Reform Project, which supported the expansion of coverage in rural areas implemented by community-managed schools and the continuation of this practice through this Project.

Solid preparatory work. The Government and the Bank had previously prepared and implemented two basic education projects and a third one, the Basic Education Reform Project (Loan N.7430-GT), was under implementation at the time of project preparation. Economic and sector work was carried out during preparation, as well as different assessments of the Borrower's capacity to implement the Project. Additionally, the Government undertook analytical work in several program areas, such as multi-grade methodologies, PRONADE and learning materials, among others.

Lessons learned from previous projects were taken into account for Project design. The team focused on the lessons learned from the Basic Education Reform Project, under implementation at the time. Lessons learned from the implementation of the PRONADE component were incorporated into this Project, reinforcing the empowerment of communities as an element of successful implementation.

The PAD attempted to provide a realistic analysis of the main risks affecting project implementation. The availability of budget resources for counterpart funds and sustained Government support for the main activities and programs supported by the Project were highlighted in the PAD. The risk of not allocating enough government resources for PRONADE to achieve its targets was rated as substantial. The PAD did not contemplate the scenario whereby PRONADE would become institutionalized and streamlined within MINEDUC with a reallocation PRONADE functions to different units within the Ministry.

Though PRONADE has been politicized since its inception, there was strong MINEDUC commitment to the program during preparation. During the preparation period, Congress debated the budget allocated to PRONADE and cuts to its budget were enforced, as indicated in the PAD assessment of risks to the Project's activities. The budget cuts were due to in-country political discussions and negotiations. It was generally perceived that the NGOs (*Instituciones de Servicios Educativos* - ISEs) implementing some PRONADE activities were favoring certain constituencies in the private sector and had affinities to one of the political parties. PRONADE had been created by a government decree, not by a law approved by Congress, which placed that program more as government policy rather than a national one. Therefore, while PRONADE underwent a weakening of support during 2000, the program recovered support as the main government model to deliver educational services to the most isolated and rural communities. During preparation in 2001, the Minister of Education confirmed support for the program and stated that it would continue to be the program of choice to expand enrollment in primary education.

At the same time, preparation included the following:

Lack of baseline for the Project indicators at the time of approval. While both the Government and Bank teams established very specific targets for outcome and output indicators, the PAD did not include baseline measurements. This was partly due to the quality and reliability of data available from MINEDUC at the time of preparation. As the information technology unit in MINEDUC was strengthened and the EMIS upgraded during project implementation, an effort was made to better define a baseline.

The indicators proposed to measure the PDOs were output indicators. This decision was based – as mentioned above – on the quality and availability of information at the time of preparation. While this choice facilitated monitoring the progress towards achieving the targets set, the indicators proposed were not adequate to measure improvements in quality or efficiency later on, at Project completion.

2.2 Implementation

Project implementation was *Satisfactory*, despite challenges encountered during implementation.

Delay in Project approval. Project implementation was affected by a delay of more than a year in Project approval by the Guatemalan Congress. The Loan became effective in November, 2002 (18 months after Bank approval). Disbursements in the first year were delayed by six months, which set the actual implementation lag to 18 months. After this initial delay, project activities started strong in 2003 and implementation moved at a more brisk pace until Project completion. Such was the case of PRONADE, which surpassed the targets set in the PAD for the first year of implementation with 700 schools opened and 45,000 children reached.

Change in Government led to intense dialogue with the Bank and alignment of the PDOs with the Government sector development priorities. As a result of the 2003 elections, the Government and the Bank worked closely to integrate the main features and elements of the new education sector plan into the Project. The Government sector plan was viewed as coherent with the PDO, focusing on the same groups of the population originally targeted by the Project.

Focus on the transformation and modernization of MINEDUC. The incoming administration prioritized modernizing MINEDUC, aiming to strengthen the institutional and financial capacity of the Ministry to better address the educational challenges of the country. It centered its efforts on improving the Ministry first at the central level and then at the departmental level and so on. Significant progress was achieved at the central level (in human resource management, information systems, etc), sequentially reaching departmental offices, and then schools.

Strong support from the Minister of Education to PRONADE. The Minister of Education of the 2004 incoming administration strongly supported the continuation of this program as the main vehicle to expand access to schooling in rural and isolated areas. The Minister appointed a former PRONADE director as Vice-Minister and a qualified director to lead PRONADE during her tenure as Minister. In 2004, the new administration requested an evaluation of PRONADE to better understand the perception of the program among the different stakeholders. The evaluation showed that while communities valued the program, stakeholders were not properly informed about its characteristics, its main features, and operation procedures, which had created a number of myths about the program among stakeholders. The findings of the evaluation contributed to shape MINEDUC's efforts to communicate information about this program to stakeholders.

PRONADE's controversial nature. In 1996, MINEDUC and the Commission of the Peace Accords chose PRONADE, which was created in 1992 and inspired by other community-based education programs in the region, to accomplish the objectives of these accords. Before Project implementation started in 2001 and later during its initial implementation stages in 2003, the program experienced moments of crisis. The administration, pressured by teachers unions, promised to transform PRONADE schools into traditional schools, suspending teacher training for PRONADE teachers. Shortly thereafter, after protests by PRONADE teachers, the President promised to transform regular schools into PRONADE schools, which damaged the perception of the program by stakeholders. The information campaigns carried out by MINEDUC contributed to a better understanding of PRONADE and increased support among its main beneficiaries.

As was the case in other countries in the region, there was reluctance by certain stakeholders to the creation of PRONADE schools during implementation. Regular teachers were suspicious of the different hiring process for PRONADE teachers, and PRONADE teachers requested to be granted similar benefits to regular teachers. PRONADE had some distinct characteristics as a community-based management program: (i) teachers working in PRONADE schools were graduated teachers (this is not always the case in similar programs in other countries); (ii) participation of NGOs (*Instituciones de Servicios Educativos*- ISEs) in delivering training to the parent-run school committees (COEDUCAs – *Comité Educativo de Autogestión Educativa*) and (iii) a softer sense of community participation, not as strongly rooted from the bottom up in Guatemala as in other countries in the region.

As mentioned in section 1.7, the Government elected in 2007 decided to institutionalize PRONADE and transform the schools into regular schools. This decision was effective in January 2008, which was a transition year. MINEDUC assigned the functions of the PRONADE unit to different directorates: DIGEPSA was to assume the tasks of community support; DIGEFOCE would assume matters related to school boards; and DIGEACE would assume tasks related to

school planning and quality. The COEDUCAs were transformed into *Juntas Escolares*, which already existed in regular schools. COEDUCAs were no longer responsible for teacher hiring, firing or monitoring attendance. MINEDUC also initiated a reclassification of PRONADE teachers. Initially these teachers remained in their positions with temporary contracts and then later in 2008, MINEDUC launched the competitive process to complete their transformation to regular teachers. The process was underway by ICR preparation.

Complexity of Bilingual Education issues. Parents in indigenous communities requested that their children be taught in Spanish, as it was perceived as the way to overcome exclusion. In many instances, as expressed by teachers in the schools visited during the ICR mission, parents were not convinced of the critical importance of teaching children to read and write in their native indigenous language.

Coordination challenges in the provision of training and distribution of teaching materials. Coordinating the timely provision of books and teaching materials with the teacher training sessions was challenging. The teacher guides for multi-grade schools were distributed in 2007, not always on time for training sessions nor in sufficient quantities. The training sessions were highly valued by teachers, who expressed their need to be further supported by MINEDUC supervisors to follow up on what was taught.

Teacher strikes affected Project implementation. Teacher strikes took place in 2003 and again in 2007. Strikes affected Project implementation initially, particularly the teacher training sessions on multi-grade methodologies in 2007.

Focus on implementation of the Multi-grade subcomponent for mono and bilingual schools after mid-term review. The Government focused on increasing enrollment through PRONADE and on modernizing MINEDUC in the first years of implementation. During 2004, only a few multi-grade program activities were carried out, such as re-printing of existing guides for first and second grades. After the mid-term review however, the Government and the Bank focused on the implementation of these activities to comply with the agreed upon commitments in this program area.

2.3 Monitoring and Evaluation (M&E) Design, Implementation and Utilization

M&E Design

The Project dedicated a subcomponent to continue strengthening the education information management system (EMIS). MINEDUC, with Bank support, had been steadily improving both the hardware and software of the existing EMIS, along with the networks, servers, data collection, and statistical analysis. During design, the Project focused on furthering these improvements, especially on advancing the quality of the data gathered and analyzed; training staff in charge of data gathering and analysis, and supporting the decentralization to both the departmental and local levels.

The PAD foresaw monitoring the progress towards achievement of the PDOs through: (i) the Project's progress reports to be prepared by the PCU; (ii) supervision missions; (iii) statistics regularly produced by MINEDUC and, in particular, statistics produced by PRONADE and the Department in charge of monitoring the education quality.

M&E Implementation and Utilization

The Project contributed to strengthening monitoring and evaluation by supporting the three Directorates related to education information: The Directorate of Information Technology (*Dirección General de Informática- DINFO*), the Education Planning Directorate (*Dirección General de Planeación Educativa - DIPLAN*) and the General Directorate for Education Evaluation and Research (*Dirección General de Evaluación e Investigación Educativa – DIGEDUCA*).

DINFO, started as a unit in 2003 with support from the Project, became a directorate in 2006 and was further strengthened to gather and produce education data for other departments over the life of the Project. DINFO was technologically well-equipped and worked in real time with the educational information communication department. Over the life of the Project, there was a change in culture within MINEDUC due to the use of technology and the training of Ministry staff. At the departmental level, education data was made available online, though this practice had not yet been adopted at the municipal level. Nevertheless, data gathered at the municipal level and generated by PRONADE was made available to the education system in electronic form.

Since DIPLAN is the primary user of the EMIS, which is generated by DINFO, DIPLAN personnel received training on data management. The EMIS is using a technological platform that allows for the unification and cross-checking of existing databases. Thus, the quality of data had improved by Project completion. Though data is still manually captured at the school level, the gathering process has improved due to training of teachers, supervisors, and decentralized MINEDUC personnel and the electronic capture of the hand-filled forms. Data is also reviewed and “cleaned” twice a year, once when school begins and again when it ends.

MINEDUC maintains a public website that includes an annual statistical digest, from 1996 to 2007 and provides information on enrollment, repetition, dropout rates, etc. Though there are some shortcomings (rural data is not always available since the information comes from the National Statistics Unit-INE), the overall EMIS is adequate and used to some extent to inform decision-making within MINEDUC.

DIGEDUCA, created in 2007, hosts the National Education Evaluation and Research System (SINEIE), which gathers information on learning achievements and teacher performance. The first phase of the system’s design started in 2005, followed by the second phase in 2006. Since 2005, the SINEIE has carried out several evaluations: (i) census based Language and Mathematics for 3rd grade in 2006 and 2007; sample based evaluation for Language and Mathematics for 1st, 3rd and 6th grades in 2006, 2007 and 2008; (ii) evaluation of teachers aspiring to become bilingual teachers in 2006, 2007 and 2008; and (iii) participation in international evaluations. Though there were evaluations since 1998, the evaluation system as it exists today was established in 2005. Since then, the evaluations carried out allow the comparison of learning achievements, and their contents are based on the national curriculum and standards. In 2008, the tests were revised against newly-defined standards and competencies. In 2008, the tests were taken in the 19 Mayan languages for reading comprehension as well. The 2006 evaluation results for the primary level have been released and the results for 2007 were partially available at the time of ICR preparation.

The PCU regularly monitored Project achievements and reported on these to the Bank. Though slowly benefiting from an improved EMIS, monitoring reports were weak in providing analysis to realistically assess the progress towards PDOs. By Project completion, some challenges remained regarding the generated data. These challenges were related to the need to continue cleaning up

information, to accurately generate a classification of schools in the system that reflected the real linguistic profile of the school and to use the information in the EMIS to inform MINEDUC policies and strategies. There were six external evaluations of the Project's activities carried out before completion (see Annex 9: List of Project Documents). The external evaluation on PRONADE activities was not completed, even though data on the schools' performance was captured in the 2006-2008 evaluations.

2.4 Safeguard and Fiduciary Compliance

The Project was given a Category C for environmental policy. The Project supported the extension of the MINEDUC building as foreseen in the PAD, which resulted in the construction of a new building. In hindsight, the Project should have been given a Category B for environmental policy.

At the same time, the Indigenous People and Cultural Property safeguard was triggered under the Project and the Bank team placed particular emphasis on compliance during Project design. The Project was considered an indigenous project at the time of preparation so it did not include a specific Indigenous Peoples Development Plan in the PAD. Component 1 concentrated on rural and indigenous areas, seeking participation of rural parents, and on targeting indigenous girls in rural communities for scholarships. Component 2 included indigenous communities as part of the quality improvement efforts. The project design considered the lessons learned from the previous project on how to target poor indigenous communities in Guatemala. The Project reached the multilingual and indigenous communities in the rural areas of the country, achieving many of its targets. The Vice Ministry for Bilingual and Intercultural Education was supported through the Project, achieving improvements in institutional strengthening, while still facing challenges to implement the bilingual education strategic plan and to function more effectively. The Project's supervision team included an indigenous peoples specialist.

Procurement and Financial Management Issues. Procurement was rated as *satisfactory* for almost the entire life of the Project. In 2007, procurement was rated as *moderately satisfactory* due to weaknesses in internal controls identified by an annual Bank ex-post evaluation of Project activities carried out during 2007. The PCU worked on improving its internal controls, particularly in regard to the identification and evaluation of individual consultancies. A post-review report, carried out in 2008, showed that the PCU had followed up on the observations expressed by the Bank in 2007 and recommended to upgrade the status of the Project's procurement to *satisfactory*. The review report concluded that the PCU had mostly complied with the Bank's procurement procedures and it had complied with the Loan Agreement. There were no outstanding procurement issues at completion. Regarding financial management, the reviews carried out showed satisfactory results. The annual external audits did not raise qualifications.

2.5 Post-completion Operation/Next Phase

Under the Government, which took office early in 2008, there has been continuity in the modernization of MINEDUC, advancing the process of administrative procedures (ISO 9000) accreditation to include other departments, and deepening the process within MINEDUC. The directorates that were created or upgraded during the Project --DINFO and evaluations at DIGEDUCA-- have seen a portion of their national budgetary resources increase, promoting the institutionalization of activities supported under the Project. There has been further progress in improving the EMIS with revision and fine-tuning of data, with the goal of using the generated data to inform policy decisions.

The Bank is currently implementing the Secondary Education Project (Loan No. 7430-GU; see section 2.1), which includes lessons and elements drawn from this Project. The follow up operation continued the video-education pilot (*Telesecundaria*) and focused on addressing the problem of lack of access to secondary education by students completing primary education. The follow-up project continues to support improvements to the EMIS and expansion of its use within all levels of MINEDUC.

As mentioned in sections 1.7 and 2.2 of this document, effective in January 2008, PRONADE was streamlined into the regular basic education system. The functions of the PRONADE unit were meant to be absorbed by different departments within MINEDUC. A strengthened ministry opted for the integration of this program into the regular school system. PRONADE teachers were being incorporated into the official teaching force by a merit competition system. The salaries of PRONADE teachers are expected to be paid by the national budget under the same budget line as regular teachers. MINEDUC was in the process of selecting and appointing teachers to these former PRONADE positions at the time of ICR preparation. There have been delays paying teachers working on PRONADE schools during the last few months during which contracts were done month to month, until the conversion of the teachers' status was to be concluded.

The COEDUCAs were transformed into *Juntas Escolares*, which existed in regular schools. This means that parents will not have the responsibility to hire or fire teachers and monitor teachers' attendance. MINEDUC's budget is expected to cover expenses for the schools in 2009: feeding, school materials, books, etc, contributing to the sustainability of all of these achievements in the medium term. While it is still early to assess the effects of such a change, there are aspects that should be followed up on in the future, including teacher stability, the participation of parents and communities in the schools, teachers' accountability, etc (see section 4 – Assessment of Risk to Development Outcome).

3. Assessment of Outcomes

3.1 Relevance of Objectives, Design and Implementation

The relevance of the Project's development objective was *high* at the time of preparation and remains high today, as expressed in the latest CAS of August 2008. The Project strove to expand the coverage of basic education in rural and isolated areas through the expansion of the PRONADE program and through the allocation of scholarships to rural and indigenous girls. The Project focused on improving the quality of teaching and learning through the provision of in-service training to teachers and of learning materials, furniture and textbooks to schools, as well as a revision of the multi-grade methodology. Finally, the Project strongly supported strengthening MINEDUC at the central and departmental levels. These objectives were in line with the Government's priorities at the time of the Project design and were in line with the core of the program of the new administration taking office in 2002. These objectives continue to be a priority for the Government that took office in January 2008. However differences exist in the strategies to achieve similar objectives, the degree of decentralization at school level or of participating parents and communities.

Project design was relevant, identifying activities that responded to the needs of Guatemala's education sector and considering relevant experience – gathered through the implementation of previous projects – in Guatemala and in other Central American countries.

Project implementation was initially delayed but moved quickly once the Project was approved. Implementation was influenced by the need to introduce changes in 2004 to incorporate the new Government's views and strategies for the education sector, which the Bank team did in a flexible way. Since the Project was well designed and there was consensus on its objectives, the changes allowed the Bank to better match the Project to the incoming administration's strategic direction for the sector. Implementation of the multi-grade activities lagged behind other subcomponents but the Bank and the Borrower dedicated significant efforts after the mid-term review to move its implementation forward. There was never a need to amend the Loan Agreement, due to this consistency. This is particularly important in a context where the Project was implemented under three different administrations.

3.2 Achievement of Project Development Objectives

The PAD set clear targets and values to measure the achievement of the PDOs. At the same time, as previously mentioned, the PAD lists output indicators to measure the PDOs, rather than outcome indicators as it would have been appropriate. As indicated in section 2.1, the reason for this seems to have been the unavailability of quality data at the time of preparation. It should be noted, however, that this choice of indicators is not unusual for education projects prepared at around the period this one was prepared.

Improve coverage and equity at primary school level. The Project sought to ensure universal access to primary education in Guatemala. The outcome indicator for this goal was to increase enrollment in PRONADE schools from 24 to 27 percent, which required the enrollment of about 40,000 new rural students in PRONADE schools by Project completion. A total of 1,302 new PRONADE schools were created with Project support, and a total of 90,380 new students were enrolled in these schools, clearly surpassing the Project's goals. Based on MINEDUC data, in 2007 enrollment in PRONADE schools represented 24 percent of total rural enrollment in primary schools (391,181 students in PRONADE schools, 1,629,645 in rural primary). In 2002, rural PRONADE enrollment was 18.4 percent of total rural enrollment. In 2007, PRONADE schools represented 26 percent of primary schools, 45 percent of multi-grade schools and had 18.6 percent of all primary students enrolled.

Net coverage for primary education increased from 84 percent in 1999 to 95.02 percent 2007. Regarding pre-primary, net coverage went from 33.0 percent in 1999 to 48.21 percent.¹

The outcome indicator for the goal of improving equity was to increase the enrollment rate for girls in poor, indigenous areas to 46 percent by Project end. This goal was reached and by Project completion girls' enrollment rate in poor indigenous areas increased from 37.5 percent in 2001 to 46 percent in 2008. The PAD envisaged awarding 50,000 scholarships to girls. By Project completion, a total of 265,666 scholarships had been awarded to rural girls and the program was institutionalized and financed by national budget resources. Loan proceeds financed 14,000 scholarships during the first year of implementation and the COEDUCAs managed them. As previously stated, the Government decided to incorporate the girls' scholarship program into MINEDUC's existing scholarship program after the first year of implementation and assumed full

¹ UNESCO Institute for Statistics database.
<http://stats.uis.unesco.org/unesco/TableViewer/document.aspx?ReportId=143&IF>

financing for it. The Project supported the elaboration of a scholarship manual and the improvement of the database and selection and awarding criteria for the program.

Improve efficiency and quality of primary education. The Project sought to achieve this goal by supporting bilingual education, providing textbooks and didactic materials in 18 linguistic areas, by expanding multi-grade schools and by improving teachers' qualifications. The PAD set output indicators to measure Project achievements. The Project aimed to have 790,800 students in indigenous communities using new education materials elaborated with Project support and to distribute 3,300 libraries in rural indigenous areas. By Project completion: (i) 3,300 classroom libraries for multi-grade schools had been distributed; (ii) Math and Cultural textbooks in Spanish for grades 1 to 6 and Math and Science and Technology textbooks for 4th, 5th and 6th grades in four Mayan languages had been distributed (almost 8 million books); and (iii) over 2 million multi-grade student guides were printed and another 2.78 million guides were re-printed, reaching around 944,000 primary school students in rural and indigenous areas.

The bilingual textbooks were elaborated in four Mayan languages, covering approximately 85 percent of the indigenous population. The Borrower chose to concentrate the production of the educational materials on these four, proceeding gradually given the capacity of DIGEBI. Despite this accomplishment, the ICR mission identified several areas of concern: (i) the adequate display of books in the classrooms; (ii) the use of the bilingual books and the multi-grade grade guides by students and teachers in the classrooms; (iii) the distribution of books to schools to make sure that the right books would get to the right schools (multi-grade books for multi-grade schools); (iii) the classification of schools as monolingual or bilingual, which is based on the administrative classification of the teacher's position versus the linguistic reality of the student community, to provide the adequate support, training and materials to teachers and students.

The PAD aimed to have 2,200 teachers selected and hired by COEDUCAs. By Project closing, a total of 3,061 teachers had been selected and hired by the COEDUCAs. The COEDUCAs paid their salaries and controlled their attendance as well. The Project aimed to have a total of 3,500 non-PRONADE teachers trained and applying new teaching methodologies for bilingual and multi-grade education. The number of teachers trained was about 14,200. Teacher training was highly valued by teachers. During the ICR mission, teachers expressed their need for pedagogical support from supervisors, considered critical to help them implement the new teaching methodologies in the classroom. Since the training had taken place late in implementation in 2007, MINEDUC did not have an opportunity to implement the support and follow up in schools.

Though the PAD did not include efficiency indicators to measure the impact of project activities, the ICR team looked to the extent possible, into available data for improvements in quality and efficiency by Project completion, focusing on PRONADE and comparing it to other rural schools. (see Annex 10). Given the limitations due to lack of a baseline and data comparability, one could conclude that there is lack of sufficient data to determine if PRONADE schools had an impact on student repetition and dropout rates, as compared to non-PRONADE schools. Available data shows that repetition rates were comparable to non-PRONADE schools in third and sixth grades, while drop-out rates were lower among PRONADE students. At the same time, given that PRONADE students tended to come from more disadvantaged backgrounds, simply maintaining indicators aligned with the national average may be an achievement in itself.

In terms of student achievement, as measured by DIGEDUCA, urban students outperform rural ones, who also outperform PRONADE students. Nonetheless, the available data indicates a

significant improvement in PRONADE student performance in the area of mathematics and closing the gap with non-PRONADE rural students in the area of reading.

Overall for the period 1999-2007, the repetition rate for primary evolved from 17.9 percent to 15.8 percent while the dropout rate went from 10.40 percent to 5.49 percent.²

Facilitate the joint design and execution between MINEDUC and the Ministry of Culture and Sports (MCS) of a program to enhance the goals of cultural diversity and pluralism.

The Project was successful in reaching the targets and outcomes it set in the PAD: (i) the policy framework and institutional capacity of MCS was strengthened making it better prepared to coordinate activities with MINEDUC and other actors and institutions, in particular regarding multi-cultural and inter-cultural policies and programs. By Project completion, the Policy and Planning unit of MCS was up and running and a National Cultural Development Plan (NCDP) had been developed. The Project contributed to a review of the existing legal and normative framework and the production of a set of recommendations for change, which were underway by the end of implementation; (ii) six pilot experiences to de-concentrate MCS cultural education services to the municipal level were designed, implemented and carried out with MINEDUC; and (iii) a National Cultural Resources Information System (NCRIS) was designed with Project support and it contributed to the upgrading of the existing system in MCS. By Project completion, an internet cultural information portal had been designed and was operational, fulfilling the goal of providing wider and better services to local museums, libraries and other cultural institutions.

Facilitate the decentralization and modernization of MINEDUC. The Project achieved the targets set in the PAD for the agreed development outcome. The new administration adjusted the activities designed in the PAD to better reach these outcome indicators in the context of their strategic plan. It focused the Project on improving MINEDUC's systems in terms of quality and accountability. The main achievements were:

- Increased focus on improving processes, quality and accountability within MINEDUC, starting at the central level, and the creation of a unit to manage and audit administrative processes (*Unidad de Gestión de Calidad y Auditoría de Procesos* which became a Directorate – *Dirección de Desarrollo y Fortalecimiento Institucional*). This contributed to the improvement of key processes: human resource and administration of personnel, acquisitions, inventories, general internal services, technology, communication and outreach to the public at the central and some departmental levels.
- Progress towards decentralization of MINEDUC included several products: a diagnostic of the organizational structure; plan to restructure the different departments with personnel profiles; the elaboration of a strategic operational plan for the departments; elaboration of a training plan for their personnel; and an elaboration of a plan to strengthen the supervision system.
- Institutionalization of DINFO: This was key in the modernization of MINEDUC. This directorate provides communication and technical support for the different units within the Ministry and develops applications and process data for other departments. By Project completion, it was staffed with 48 well-qualified personnel and it had experienced an upgrade in the communication infrastructure: all 22 departmental offices were connected,

² UNESCO Institute for Statistics database
<http://stats.uis.unesco.org/unesco/TableViewer/document.aspx?ReportId=143&IF>

as well as 93 municipalities and 4 metropolitan offices. It offered internet services, email, anti-virus, and access to several applications through intranet. The Project also supported an upgrade to the hardware and the development of over 60 applications, such as contract administrations related to educational statistics, internal document management, etc.

- Placing of the educational statistics into the Educational Planning Directorate in May 2006.
- Strengthening the Human Resource System: with Project support, it was possible to strengthen the management of the system by better organization, systematization, use of technology and de-concentration of administrative processes related to personnel. These were: hiring, selection, training, reallocation, remuneration, assessment and evaluation and disciplinary processes.
- Infrastructure census of schools using a geo-referenced system.

The main achievements were implemented at the central level, and then trickled down to the departmental level. There was gradual progress towards decentralization. By project completion, some challenges remained: (i) the need to follow up with staff after training to support the consistent application of decentralization policies; (ii) the need to continue the strengthening of DIGEBI to achieve the implementation of bilingual and multi-grade grade policies; and (iii) the need to deepen the improvement of the EMIS to get good quality and reliable data and to support its use for monitoring, providing feedback and decision making.

3.3 Efficiency

An economic analysis was not carried out for this ICR. The Project had an economic analysis on cost-effectiveness of Project-financed activities. The PAD foresaw quantifiable economic benefits deriving from a combination of: (i) higher coverage and equity through the expansion of PRONADE; (ii) the provision of scholarships to needy female students; and (iii) improving the efficiency and quality of primary education through the provision of teaching inputs (textbooks and training). The benefits would be measured by the increase in productivity of those who complete primary education, as measured by the increase in their earning potential.

Though an economic analysis was not performed, there are several facts that could point to the achievement of positive economic benefits from Project interventions. Enrollment rates for pre-primary and primary education increased, with support from Project resources during the implementation period. Existing evidence shows that preschool attendance increases preparedness of children for first grade, particularly where repetition rates are historically higher, and contributes to better educational attainment. Repetition rates for 6th grade in rural schools slightly improved between 2004 and 2007. Though the slight improvement cannot be attributed only to PRONADE, the fact that between 2004 and 2007 PRONADE schools were open in remote rural areas and students with less level of preparedness entered the system without deterioration in overall repetition rates points out to positive benefits for the education system achieved through Project interventions. PRONADE schools had a higher number of school days (180 days) than regular schools and were less affected by teacher strikes. It could be assumed that, relative to regular schools, students were getting more educational services by dollar spent in the PRONADE schools.

The social impact of the Project is expected to be positive. The Project continued to support the provision of educational services to a group of children who traditionally lacked access to schooling. By improving enrollment in rural areas, mostly in indigenous ones, the Project

contributed to improving equity and, presumably, to closing the gap in terms of access between rural, indigenous populations and urban ones. The creation and functioning of the COEDUCAs contributed to create social capital, to empower the parents and their communities and to enhance accountability within the school community, as shown by the evaluation of the school management modalities supported by the Project (see Annex 9).

The financial burden of the Project was manageable during the life of the Project. The Government's counterpart funds reached US\$25.71 million, compared to US\$20.34 million estimated at appraisal. The disbursement of counterpart funds was done over a period of 5.5 years. The Project has generated recurrent costs for the country's budget due to the salaries of the new PRONADE teachers. The country's education budget will absorb the cost of the new positions during the course of 2009 and was already gradually absorbing the cost of the temporary contracts signed with the PRONADE teachers as they were being transformed to regular teachers and inserted into the system.

Project/Component Cost

Component 1: Universalization of Primary Education was estimated to cost US\$40.28 million. By Project completion, it had spent 73 percent of the appraisal estimate while it surpassed achieved all of the component targets. Part of the reason was the decision to finance the girls' scholarships with national resources after the first year of implementation. Resources from this component were reallocated to institutional strengthening activities.

Component 2: Improving the quality of education was estimated to cost US\$25.43 million. By Project completion the actual cost of this component reached 124 percent of the estimate. This is consistent with the output indicators, which shows the purchased and distribution of greater quantities of education materials and books than anticipated, as well as many more teachers trained.

Component 3: Cultural Diversity and Pluralism resulted in utilization of 82 percent of the estimated costs, while meeting all established targets.

Component 4: Decentralization and Modernization of MINEDUC was estimated to cost US\$13.87 million. By Project completion it had cost 173 percent of the appraisal estimate. This is consistent with the emphasis placed by the incoming administration on the institutional strengthening aspects of the Project, and the achievements under this component not originally specified in the PAD (human resource system, DINFO, etc) as explained in section 1.7.

3.4 Justification of Overall Outcome Rating

Rating: *Satisfactory*

The relevance of the Project's development objective was high at the time of preparation and remains high today. Project activities responded to the needs of the Guatemalan education system and were consistent with the CAS.

The Project's overall outcome rating is *Satisfactory*. The Project achieved most of the targets set out in the PAD. Project interventions, through the provision of inputs and training, contributed to improve the situation and context in primary schools in rural areas. The Project increased access to education for many children who lived in rural areas lacking educational services. The Project supported the strengthening of the institutional capabilities of MINEDUC, through improved and accredited administrative processes and information systems.

The quality improvement activities achieved the targets set in the PAD, providing outputs that were important to lay a foundation for future accomplishments in teaching and learning. The PAD did not propose indicators that could have been used to measure achievements in quality and efficiency, such as primary completion rates or the results of learning outcomes evaluations that could be attributed to the Project. Areas for improvement were identified during the ICR mission, such as the distribution of learning materials, their use in classrooms, and the application in the classroom of the content of the training given to teachers.

The Project contributed to the implementation of the national curriculum and to the preparation of a pre-school curriculum, which was not originally envisaged during preparation. The Loan financed classroom libraries, with textbooks in Spanish and Mayan languages that were distributed to children who did not previously have educational materials. All multi-grade and bilingual schools received the educational materials developed with Project support. School furniture for multi-grade schools was financed as well.

3.5 Overarching Themes, Other Outcomes and Impacts

(a) Poverty Impacts, Gender Aspects, and Social Development

The Project focused its interventions in rural, isolated and indigenous areas, targeting indigenous children and their communities. It placed emphasis on increasing access to school for rural and indigenous girls. During Project implementation, as mentioned in Section 3.2, more than 90,000 children living in indigenous and rural communities enrolled in PRONADE schools and more than 265,000 girls in these communities were recipients of scholarships, which allowed them to attend and stay in primary schools. Furthermore, the institutionalization of the scholarship program and the better definition of selection criteria benefited not only rural girls but all scholarship recipients during the implementation period. These achievements contributed to improve equity and to close the gap between urban and rural children, as well as between boys and girls.

Additionally, parents hired 3,061 teachers to work in the indigenous communities where many of them were from and they were trained to work with their COEDUCAs. The fact that teachers were selected by parents was positive. Parents felt more comfortable sending the girls to school as they perceived that the children would be better treated. Apart from the PRONADE teachers, all teachers working in multi-grade schools received training.

The creation of the COEDUCAs was positive for the communities. Parent members received training, they were given the responsibility of hiring and firing teachers and increased accountability. Parent participation in many aspects of school management was positive, providing key support to schools with very little resources. Parent involvement contributed to hold teachers accountable for their work, in remote communities, which likely contributed to sustain, if not improve, the main education indicators.

(b) Institutional Change/Strengthening

The Project put forth significant efforts to strengthen, modernize and change MINEDUC to facilitate the better provision of educational services.

- The Project dedicated two components to activities geared to improve the institutional capacity of MINEDUC and MCS. Output indicators were included to monitor the progress towards this goal.
- The most remarkable accomplishments in terms of institutional strengthening were achieved in MINEDUC. The 2002 administration's strong focus on modernizing MINEDUC was fruitful and it brought a reorganization of MINEDUC that led to improved functions in the following areas:
 - I. General Directorate for Information Systems
 - II. Evaluation System
 - III. Planning, including education statistics
 - IV. Human resource management
 - V. PROCESS ISO 9000 for key functions and
 - VI. Decentralization with 5 departments
- Databases in MINEDUC were integrated with Project support. By Project completion, there was a unified information system, with some shortcomings but much improved.
- MCS' strategic framework was enhanced and its information and communication infrastructure was improved.
- Communities were strengthened under PRONADE. Parents received training on administrative matters related to the creation of the school and its management. Though members of COEDUCAs rotated, they remained close to the schools, helping new parents as members of the COEDUCAs. The COEDUCAs were transformed into *Juntas Escolares* by Project completion.

Decentralization of functions to Departments was initiated during implementation. MINEDUC envisages the continuation of this process, further expanding the decentralization of functions to the remaining Departments in the coming years.

(c) Other Unintended Outcomes and Impacts (positive or negative)

- Design of a strategy for pre-primary education since most multi-grade schools included pre-school children.
- Finalization and implementation of the CNB. MINEDUC also developed a curriculum for pre-primary with support from the Bank, Canada and other international actors.

3.6 Summary of Findings of Beneficiary Survey and/or Stakeholder Workshops

N/A

4. Assessment of Risk to Development Outcome

ICR Rating: *High*

The assessment of risk to the achievements of the Project is rated as *high*. The main risk comes from the changes regarding PRONADE. The decision to institutionalize the program has positive effects (such as the continuation of the schools created under PRONADE, the conversion of the status of teachers) and corroborates the commitment of the new authorities to increasing enrollment in primary education in rural and indigenous areas. Nevertheless, given: (i) how recent these changes have been; (ii) the fact that there was no evaluation of PRONADE by Project completion; and (iii) the changes are still being implemented, it is too early to assess the impact of this decision on Project achievements and the education system as a whole. It would be advisable to follow up in the coming months, on the following topics in rural schools, particularly PRONADE ones:

- Evolution of coverage in rural and indigenous areas
- Retention of girls in pre-primary and primary schools given that parents will no longer be in charge of hiring teachers
- Number of school days during the school year
- Teacher attendance
- Accountability of schools at local level
- Community participation in school management and decentralization of education at the local and school levels.

Furthermore, there have been delays paying teachers working on PRONADE schools during the last few months during which contracts were done month to month, until the conversion of the teachers' status was to be concluded.

Institutionally, MINEDUC has been strengthened in terms of administrative, management, and information capacity under the Project, which would be beneficial to support the achievements under the Project. MCS experienced an improvement in terms of institutional capacity and it would be expected that this would contribute to promote multicultural programs.

The ICR team believes that there are greater difficulties in translating the achievements under the quality component into improvements in the quality of learning. There are challenges ahead to deepen the improvements in multi-grade methodologies, in achieving a systematic use of the learning materials in the classrooms and in bringing to the classrooms the content of teacher training provided under the Project.

The achievements in multicultural education should be further supported in the future, in order to sustain them. Though the Project supported strengthening DIGEBI, sustainability of these gains will require political and financial commitment in the future.

5. Assessment of Bank and Borrower Performance

5.1 Bank Performance

(a) Bank Performance in Ensuring Quality at Entry

Rating: *Satisfactory*

The Bank team worked closely with the Borrower during the design of the Project, jointly identifying key issues, defining the strategy on how best to address these issues, and designing the interventions to be supported by the Project. The Bank and the Borrower had been working together on the implementation of several projects, in particular the education reform project, under implementation at the time of preparation. That Project was supporting the implementation of the PRONADE program as the main vehicle to expand access to education in rural and indigenous areas. The Bank sought to establish strong support for the program from the Borrower. The team met with members of Congress, the Ministry of Finance, SEGEPLAN and the Ministry of Education to raise concerns over the budget support for PRONADE. The preparation benefited from the participation of a seasoned group of experts, with experience in other countries in and outside of the region.

(b) Quality of Supervision

Rating: *Satisfactory*

The Bank's supervision is rated *Satisfactory* as well. The Bank team was helpful and worked closely with the incoming administrations, both in 2002 and in 2007, to ensure a smooth transition and an adequate connection between the development objectives for the Project and the strategic and sectoral priorities of the incoming administrations.

The team carried out intense supervision, with missions and follow up from headquarters in the early stages of the Project, until it was finally approved by the Guatemalan Congress and implementation could start. The Bank maintained a constant dialogue with the Borrower, trying to provide as much support as possible to enable the Project to move forward. The staff in the field office provided timely support to the headquarter team and facilitated a fluid dialogue with the Borrower.

During Project supervision, there were three different team leaders. The transition from one to the next did not seem to cause delays in implementation. Team leaders were proactive and worked closely with the Borrower to identify annual operational priorities and how to implement them, contributing to achieve a high level of implementation from early on in the Project. These efforts possibly contributed to making up the substantial delay in the startup of implementation.

The team visited schools and met with stakeholders. Overall, the team supported the Borrower in achieving good implementation of project activities, providing technical assistance and advice in the revision of terms of reference for training activities and evaluation of the Project components.

(c) Justification of Rating for Overall Bank Performance

Rating: *Satisfactory*

The overall Bank performance is rated as *Satisfactory* based on the following:

- Solid Project preparation, based on good quality sector work, with close collaboration with the Borrower
- Extensive, timely and accurate support from the task manager, based in the country
- Frequent and well staffed missions during supervision and follow up on issues identified during supervision missions
- Good fiduciary technical assistance
- Visits to schools and meetings with stakeholders, to identify key bottlenecks to implementation faced by the schools and communities.

5.2 Borrower Performance

(a) Government Performance

Rating: *Satisfactory*

The Government's performance during preparation and implementation is rated as *satisfactory*, with some qualifications. There were three different administrations during the life of the Project. In general, the three administrations showed commitment to the PDOs and worked closely with the Bank to approve and implement the Project. During preparation, there were concerns over the budget cuts for PRONADE in Congress. The strong commitment expressed by the Government for PRONADE during the preparation phase was crucial to achieving a sound and consistent design.

Though there was good continuity and support for the main goals of the Project, the incoming administration in 2008 decided to institutionalize PRONADE and to integrate the program into the regular educational system to provide services to rural and isolated communities. The Government assigned the functions of the former PRONADE unit to different departments in MINEDUC, which are in charge of all type of schools, not just PRONADE schools. As mentioned in section 2.5, it re-classified PRONADE teachers, changing the budget line to finance their contracts and it opened a competitive process to select and hire former PRONADE teachers as regular teachers. The Government gave DIGEPSA the responsibility for community participation, which PRONADE held previously. The qualification to the satisfactory rating is based on the Government's decision not to carry out a separate evaluation of the PRONADE program upon Project completion. While PRONADE had been mainstreamed into MINEDUC, which could bring positive effects by eliminating the perception of PRONADE as a separate program, it has prevented the assessment of its impact, which would allow the Government to extract useful lessons for the future.

(b) Implementing Agency or Agencies Performance

Rating: *Satisfactory*

The Project was implemented by MINEDUC and MCS. Each of them had a PCU. Overall, MINEDUC's implementation performance is rated as *satisfactory*. MINEDUC was able to implement the Project's main activities reaching, and in most cases surpassing, its targets. MINEDUC directorates were very involved in preparing the Project. Its technical staff conceptualized the Project, which was a continuation of the on-going project, with the help of experts and consultants from other countries in the region

Project implementation was the responsibility of the PCU, which managed the daily operations and liaised with the technical units of the Ministry, while coordinating the operational and fiduciary aspects of the Project. By Project completion, just a core group of staff remained, and

the capacity had been streamlined into the MINEDUC's technical units. While there was some turnover of staff, which is normal when there are changes of administration, there was a good degree of continuity among key staff during implementation.

Regarding fiduciary matters, procurement and financial management were mostly satisfactory. Procurement was rated as moderately satisfactory in two ISRs. As mentioned in section 2.4, the PCU addressed the issues pointed out by the Bank and the 2008 independent post review recommended upgrading this rating to satisfactory. Financial management was rated satisfactory at all times. Audit reports were presented on time and they did not present qualifications.

(c) Justification of Rating for Overall Borrower Performance

Rating: *Satisfactory*

The overall Borrower performance is rated as *Satisfactory*:

- Borrower ownership and commitment during preparation
- Commitment to the PDOs by three different administrations
- Despite the initial delay, Borrower's ability to implement the Project in an adequate period of time, with full disbursement of the resources, meeting or surpassing the PAD targets
- Availability of counterpart funds throughout implementation
- Development of the EMIS and use of the educational data to inform decisions

6. Lessons Learned

Design

Pilot experiences facilitate implementation. The Project based its design on lessons from previously implemented projects and on the pilot experience of PRONADE. Once the Project was approved, PRONADE activities moved quickly, achieving the established targets earlier than planned.

Choosing the right indicators is important for monitoring progress during the life of the Project and for assessing impact at closing. The Borrower and the Bank agreed on a set of indicators to monitor the progress of Project activities. The indicators to measure the achievement of PDOs were output indicators. While these indicators are helpful to monitor tangible implementation progress, they are not necessarily good proxies for measuring certain development objectives.

Importance of including measures to mitigate political changes and risks associated with a Project that supported a different employment standard for a group of public servants, in this case teachers. The Project did not include a strategy to ensure formal participation of different stakeholders. The participation of stakeholders has the potential of protecting certain project activities from political and economic instabilities, as well as reducing opposition from specific groups.

Implementation

Changes in education policy should be expected when there is a change in government, especially if innovations are tested through projects. In the case of Guatemala – as is the case in other countries - the incoming administrations adjusted the Project to their sector policy priorities.

As such, projects should be designed with sufficient flexibility to adapt to changing strategies and priorities, when those are considered technically appropriate.

Importance of closely monitoring the expansion and maturation of the community-based education models. Community-based education models are born outside of the bureaucracies of the ministries of education and the ministries have adopted them gradually and in different ways depending upon each country's experience. The experience of institutionalization of the main models in Central America (PROHECO, EDUCO and PRONADE) has been different. The fact that PRONADE was the result of a government agreement, but not created by a law, risked its status making it rather simple for the model to be changed and/or eliminated..

Dialogue and understanding with teachers unions is crucial to the survival of the community-based education programs. Though in all countries the community-based programs have brought conflict with the unions (due to different hiring methods, salaries, teacher status, etc), commitment by the government and good and longstanding dialogue with the unions can help overcome the conflicts related to teacher status.

In multi-ethnic and multi-cultural countries, education is not only a technical-pedagogical matter, the sociological realities play a defining role on how to move forward. While there is widespread consensus among experts that teaching and learning in a native community language is critical to successful learning achievements in the first years of education, parents in Guatemalan indigenous communities requested that their children be taught in Spanish, since it was perceived as the way to overcome exclusion. In many instances, as expressed by teachers in the schools visited during the ICR mission, parents were not convinced of the critical importance of teaching children reading and writing in their native indigenous language.

Education reforms should not be linear. In the process of reforming the education sector, it is advisable to simultaneously tackle several issues. In the case of Guatemala, MINEDUC focused on modernizing the Ministry and completing reforms at the central level. This choice allowed substantial institutional progress while diminishing the focus on other areas of the Project. Improvements to the multi-grade model started later on during implementation, thus there were cohorts of students who could have benefited from these activities if they would have been initiated simultaneously.

Focusing on improving the quality of bilingual education is essential to improve the overall quality of the education system. For Guatemala, improving the quality of teaching and learning in bilingual schools is the only way to eventually improve the quality of the whole education system. This means strengthening DIGEBI to be able to implement a strategy for bilingual education, and provide quality training for its teachers with timely distribution of adapted textbooks and learning materials. During the Project, the preparation of textbooks and guides in Mayan languages took long and opportunities were missed. It is important to provide training to teachers in the native language in which they are supposed to teach. Together with this, MINEDUC's should accompany teachers during and after training, which is crucial to help teachers adapt the new methodologies to the classroom. It is key for teachers to teach in their native language. As it is now, there is simultaneous translation in the classroom, thus difficulties of comprehension abound and reading and writing are delayed.

Need to work with parents to keep the children in schools. The involvement of parents in selecting and hiring the teachers contributed to bringing children to school and keeping them there. Parents knew and therefore trusted the teachers and felt their children were cared for, which contributed to reducing dropouts.

Need to improve teacher preparation to improve the quality of education. To achieve results and improve the quality of teaching and learning in the classrooms, there is a need to tackle teacher preparation and not only training. The teachers in Guatemala are graduates from high school and not from universities. There is a need to better prepare them to increase the quality of teaching contents and methodologies. Though there are *escuelas normales* to train teachers in multi-grade in Guatemala, these should be improved. Analysis of the profile of multi-grade grade teachers is needed to create better programs for teacher education.

Importance of providing inputs simultaneously to achieve sought goals. In order to improve the quality of education, the different project inputs should be provided in a coordinated and timely manner. Teachers received their training, but in some cases the educational materials had not arrived or they arrived late or in other cases they were not the correct ones, or all of the books in the packages did not arrive. This was detrimental to the impact the training could have had in the classroom.

Classifying schools can help to improve the quality of education. A good classification of schools as monolingual, bilingual and/or multi-grade can help to place the school under the appropriate unit within the Ministry of Education; it can help provide the correct textbooks and materials to the teachers and students. In the case of Guatemala, it was observed that there is a serious discrepancy between the profile information listed for schools in the information system and the actual school type. The books found in the schools were not the right ones for the school profile and the linguistic reality of the teachers and students was very different than the one reflected in the system's classification.

7. Comments on Issues Raised by Borrower/Implementing Agencies/Partners

(a) Borrower/implementing agencies

The Borrower provided few comments to the draft ICR. In general, they expressed their agreement with the content and information included in the ICR. They recognized the ICR presents the achievements of the Project and its contribution to the Guatemala Education System. These comments were taken into consideration to improve the quality of the document.

The Borrower provided its contribution to the ICR, which is included in Annex 7 in English and the original one in Spanish is in the Project's files.

Summary of Borrower's Contribution:

This Project was a continuation of the Basic Education Reform Project (IBRD-4167-GU), which supported MINEDUC'S efforts to achieve universal access to basic education, to improve the equity, quality and cultural diversity of education, especially in rural indigenous areas of Guatemala, and to decentralize and modernize the administrative system of education.

The project experienced some changes to its original design. Additional activities were added to some subcomponents, resulting in a redistribution of Loan resources among several components.

The goals of coverage in rural primary education through PRONADE doubled. This was achieved by the creation of PRONADE schools, the payment of teachers' salaries, and the provision of teaching and learning materials, achieving the goals set in the Annual Operational Plans. The

targets set for the scholarship program for rural girls were also surpassed. Of the 50,000 initially planned, 14,000 were financed with Project resources, while the rest were paid with national funds.

The project surpassed its targets during the implementation period 2002-2007, concentrating most of its interventions in the years 2005-2006 and achieving high financial execution (99.99%). Both aspects were essential to move closer to achieving the Millennium Goal of improving primary completion rates by the year 2015. The Project contributed to increasing coverage in rural areas (with an emphasis on reaching indigenous girls), improving the quality and equity of primary education, especially EBI, and using innovative educational technologies. The Project also made gains in optimizing inter-institutional coordination among the ministries in carrying out projects and joint actions, and in modernizing and decentralizing the management of the education system.

The main lessons learned are:

PRONADE as a transitional solution to increase coverage. The National Community-managed Program for Educational Development has been a vehicle to expand coverage, however, the teachers unions and other groups in civil society do not agree with this modality because they perceive the program as lacking social and civil coverage for teachers. Once this Program is no longer in operation, these aspects need to be taken into consideration as to how they affect program sustainability.

The scholarships are designed to compensate families, not to directly aid the children. The scholarships have resulted in immediate compensations to the families to make up for the opportunity cost of not sending their children to work, especially girls, which gives parents an incentive to send them school.

The changes of Government every 4 years affect, delay, or modify the achievements and implementation of Projects under way. The original design of the IBRD 7052 Project had to be renegotiated during its execution with at least two different administrations of differing political orientation. Future projects should thus consider this variable and have an alternate strategy that minimizes delays and adjustment processes that affect the normal development of a project.

A growing and sustained support for EBI should be maintained to make it successful. All administrations, regardless of their political orientation, have backed the implementation of the EBI pedagogical model. However, this support has not always translated into the institutional support, skilled human resources, and budget needed to address educational demand with relevance and quality. Government efforts should continue to support EBI to ensure that this modality becomes a program supported at the national level and provides the best alternative to address the needs of indigenous communities with relevance and quality.

Need to consider a flexible EBI. It is generally accepted that the Intercultural Bilingual Education taught in an indigenous language (L1) in the first grades is the best choice to achieve better comprehension of the Spanish language (L2) in indigenous communities. However, parents also have the constitutional right to choose the education given to their children. It is a fact that several indigenous communities disagree and formally oppose the teaching of their native tongue to their children, requesting instead that they are taught in Spanish and English, as well.

Investment in technology is highly productive and a key factor in modernization. The experience of MINEDUC in strengthening the technological processes of the institution demonstrated the importance of having an adequate strategy for the use of technology as a key

support to any process of institutional modernization. Investments in the infrastructure of telecommunications, computers, and the development of applications had a significant impact not only on the delivery of services to internal and external clients, but on all the sub-systems of work that operate within MINEDUC: human resources, internal communications, client services, training, etc.

In terms of the Ministry of Education and Bank's performance, the government's contribution considers that MINEDUC's performance noteworthy in the management, administration and financing of the Project, showing high levels of efficiency and fulfillment of its commitments in terms of counterpart funds. The inter-institutional relationship between the World Bank and the Ministry of Education throughout the life of the Project was very constructive, productive, and proactive, creating an environment conducive to the establishment of a positive relationship, which allowed for successful Project management and the attainment of Project objectives. The Bank maintained constant presence through different Field Missions and through meetings with MINEDUC management, technical personnel, and consultants.

(b) Cofinanciers

N/A

(c) Other partners and stakeholders

N/A

Annex 1. Project Costs and Financing

(a) Project Cost by Component (in USD Million equivalent)

Components	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Universalization of Primary Education	40.28	29.60	73.5%
Improving Quality of Education	25.43	31.67	124.5%
Cultural Diversity and Pluralism	2.30	1.90	82.6%
Decentralization and Modernization of MINEDUC	13.87	24.07	173.5%
Total Project Costs	81.88	87.24	106.5%
Front-end fee	0.62	0.62	100%
Total Financing Required	82.50	87.86	106.5%

(b) Financing

Source of Funds	Type of Cofinancing	Appraisal Estimate (USD millions)	Actual/Latest Estimate (USD millions)	Percentage of Appraisal
Borrower		20.34	25.71	126%
International Bank for Reconstruction and Development		62.16	62.14	100%

Annex 2. Outputs by Component

Component 1 - Universalization of Primary Education (Actual cost: US\$29.60 million versus US\$40.28 million).

This component achieved its objectives of increasing coverage and equity through the expansion and consolidation of the PRONADE schools (National Community-managed Program for Educational Development). This component supported the Government's efforts towards universal access to primary education.

Subcomponent A: Expansion of enrollment capacity of primary schools in rural areas and marginalized communities through the PRONADE program.

The Guatemalan National Community-driven Program for Educational Development (PRONADE) began in 1992 as a strategy to increase access in rural and remote areas. It evolved from a small, innovative pilot program in 19 rural communities to a nationwide program enrolling close to 400,000 children in 2007. This represented 17% of the primary enrollment of the country. In 2007, almost 25% of primary schools in the country were PRONADE schools: 4,683 PRONADE Schools and 15,209 Official System Primary Schools. The program was institutionalized in January 2008. The government taking office in 2008 absorbed the PRONADE schools into the regular system. Annex 10 provides more information on PRONADE and its achievements.

This subcomponent supported the expansion of PRONADE schools as the strategy to increase coverage in rural and indigenous areas. It surpassed all of the targets set in the PAD, in most cases by mid-term review. The table below shows the main outputs of this sub-component:

Output Indicators	Targets	Actual
Increase in coverage in rural primary schools - PRONADE	40,000	90,381
New PRONADE schools created	1,300	1,302
School supplies to new students (Bolsas de útiles escolares)	40,000	90,381
Teachers hired	2,000	3,061
Teaching materials (Valijas didácticas)	2,000	3,061
Learning materials for students already in schools	1.200,000	1.200,000
PRONADE teachers trained	2,000	2,000
COEDUCAS created in new PRONADE schools	1,300	1,302
Evaluation of PRONADE (pilot)	1	1
COEDUCAS trained, in new schools	1,300	1,302
Communities with itinerant teacher	12	36
Students benefited by itinerant teachers	180	445
Secondary schools open with Telesecundaria 1°,2°,3° Bás.	8	8

There was an evaluation of PRONADE carried out around the time of the mid-term review of the initial pilot experience. The analysis undertaken at the time showed that the PRONADE schools were being open in the areas targeted by the Project, rural and mostly indigenous parts of Guatemala. Since at mid-term review the program had already surpassed and doubled its targets, it concentrated on improving the quality of the PRONADE schools and on progressively institutionalizing the program within MINEDUC. There was not a final evaluation of the PRONADE program at Project completion.

The PRONADE program was very effective at reducing the gaps in primary enrollment between urban and rural areas in Guatemala. Moreover, the program proved to be successful in the following specific areas³:

- Effective school days in the PRONADE system were equal or closer to the official requirement of 180 days. By contrast, children in the official system were in school for an estimated average of 110 days;
- The program boosted the enrollment rate for children aged 7-10. It also increased enrollment for 11 and 12 year olds, who were susceptible to dropping out;
- The monetary cost for the family was considerably lower than in the official system (before the free enrollment in schools approved by the government in 2008);
- The Primary Education net enrollment rate increased from 85.43% in 2000 to 95% in 2007; and
- The PRONADE program disproportionately benefited poor, hard-to-access, low-density, indigenous areas where supply of primary education services was previously lacking.

PRONADE underwent changes during 2008. The current government administration announced a strategy to institutionalize the PRONADE program as an integral part of MINEDUC. MINEDUC announced the conversion of all PRONADE positions (identified as budgetary code 029) into regular civil service teacher positions (identified as budgetary code 011). MINEDUC called for approximately 14,000 additional 011-type contracts during the calendar year 2009. This process was competitive. There was no assurance that all of the PRONADE teachers were to be converted to 011-type contract. The process was to be completed by the second half of 2009. The current government administration did not hire the ISEs for school year 2008 but instead allocated their functions to the regional education supervisors. Functions that were previously assumed by the PRONADE unit in MINEDUC were reallocated to other units within the Ministry.

Subcomponent B: Provision of scholarships for children of poor, rural families. This subcomponent achieved its objectives and targets. The main outputs of this subcomponent are shown below.

³ Esquivel F. 2007. *Propuesta de Reconversión para PRONADE.*

Output indicators	Target	Actual
Scholarships for indigenous girls	50,000	265,666
Training on scholarship management for COEDUCAs	4,000	4,000
Development and use of a scholarship database	1	1
Elaboration of a Scholarship Manual	1	1
Annual Evaluation of the Program's effectiveness	4	4

During the first year of implementation, Project resources financed around 14,000 scholarships for girls in indigenous and rural areas. After that year, MINEDUC opted to include this scholarship program within the general scholarship program managed in MINEDUC and financed with national budget resources. The Project then concentrated its support on the development of the database and the criteria for awarding the scholarships. By Project completion, the scholarship program for girls was institutionalized within MINEDUC and financed by budget resources.

The Project contributed to establish a solid management of the scholarship program by MINEDUC. This is significant when taken into account that MINEDUC was to manage the scholarship program for girls for the first time in 2001.

Component 2 – Improving the Quality of Education (Actual cost: US\$31.67 million versus US\$25.43 million in the PAD). This component focused on improving the quality and efficiency of primary education. It had three sub-components: (i) strengthening multi-grade grade strategies and bilingual education, primarily in rural communities; (ii) provision of educational materials (textbooks and student guides) for monolingual and bilingual children; and (iii) training of teachers in multi-grade grade methodologies as well as in content areas and development of curricula for bilingual schools.

The component was successful in achieving the targets it set for its main sub-components as shown in the table below.

Output Indicators	Target	Actual
Textbooks on general Culture and Math (709,800 children benefited). Textbooks in Spanish and Mayan languages for 1 st to 6 th grades “ <i>Tejiendo Nuestro Futuro</i> ”	1,419,600	7,982,211
Multi-grade grade schools with libraries	3,300	3,300
Multi-grade grade schools with learning boxes (<i>cajas lógicas</i>)	3,300	3,300
Multi-grade grade schools with learning corners (<i>rincones de aprendizaje</i>)	3,140	7,170
Multi-grade grade schools with new furniture	3,300	4,950
Students benefited with new school furniture	163,883	249,850
Revisions and design of learning guides	54	105
Students receiving learning guides	163,883	943,216
Design of modules bilingual and monolingual	14	49
Contextualization of modules in four Mayan languages	4	4
New teachers trained on Multi-grade grade teaching methodology in regular and PRONADE schools	3,300	14,200
Resource teachers trained in regular Multi-grade grade and	1,010	1,010

PRONADE schools		
Teachers trained in reading and writing in ABC Spanish	6,842	6,842
Elaboration of baseline for learning achievements for reading, writing and math for primary student in multi-grade grade schools	1	1
Printing of Learning Guides (self-learning)	2,414,990	2,414,990
Re-printing of Learning Guides 2008	2,780,284	2,780,284
Number of schools participation in the “ <i>Escuelas Demostrativas del Futuro</i> ” Program (not PAD target)	100	549

The activities around the multi-grade grade schools experienced delays during the first two years of implementation. Initially, there were organizational issues around the PCU and the operationalization of the activities within MINEDUC. From 2005 on, the Borrower and the Bank team placed strong emphasis on developing the activities under each of the sub-components.

In the case of sub-component A, the project succeeded in providing classroom libraries and furniture for bilingual and monolingual multi-grade grade schools to support better implementation of the multi-grade grade model. It also supported the revision of the existing student workbooks and teacher guides, their printing and distribution for monolingual multi-grade grade schools, under DIGECABE responsibility. For bilingual, multi-grade grade schools, the Project supported the development, acquisition and distribution of teacher guides and student workbooks. Out of the 3,300 schools benefited, 1,170 were bilingual schools under DIGEBI’s responsibility.

Under Sub-component B, the Project supported revision of the existing textbooks, to better reflect the new curriculum. It supported the acquisition of textbooks and educational materials for multi-grade grade bilingual and monolingual schools. The Project supported the design, printing and distribution of textbooks in two subjects (math and culture) in the 4 main Mayan languages, covering around 85 percent of the indigenous populations.

Regarding the bilingual multi-grade grade materials, though there was significant progress achievement of all of the aims did not occur. Out of the package for 2nd to 6th grade and for pre-primary and six grade (guides to learn to read and write), which aimed to be 52 different guides and 16 modules for teacher training, the actual product was somehow reduced: 2 modules for training teachers and 12 guides translated to Mayan languages for 2nd and 3rd grade. A set of modules (“*Dame la Mano*”) for pre-primary were distributed in 12 linguistic communities. There were six decentralized projects implementing EBI in six departments in multi-grade grade schools (in Alta Verapaz, Baja Verapaz, Chimaltenango, Sololá, Quetzaltenango and Totonicapán). These sub-projects covered approximately 1,043 teachers, 22,300 students in 272 schools in 45 municipalities.

The main achievements under this component were to acknowledge that the multi-grade grade education in Guatemala is largely an indigenous area; all multi-grade grade schools were equipped and received materials; there were guides produced in the main 4 Mayan languages. This was lead by the DIGEBI. There were still some shortcomings such as not linking the linguistic profile with the materials distributed in the schools. This was observed during the visits to schools by the ICR team.

Under subcomponent C teachers were trained in multi-grade grade methodologies both in monolingual and bilingual schools in 2007. The Project provided technical assistance to develop a program to train trainers. In 2003 and 2004, a group of 4 consultants was hired within DIGEBI and a total of 150 teachers were trained in interactive groups in Quetzaltenango, Chimaltenango and Quiche, in the use and creation of educational materials and in the use of the native language.

The teacher training was positive, though there were shortcomings as well: teachers were trained in the use of the multi-grade grade methodology in Spanish and not in the Mayan language. There were no ISEs who could deliver the training in the Mayan language.

DIGEBI was not able to absorb all that was produced by the multi-grade grade activities under the Project and there has not been much follow-up by DIGEBI and DIGECADE. DIGEBI hired consultants to translate and adapt the multi-grade grade educational materials to the Mayan languages for pre-primary and 1st, 2nd and 3rd grades.

Under this component there was training of 10,276 teachers for first grade in all official schools. Under the program “*Salvemos el primer grado*,” teachers were to be used in active teaching methodologies to make better use of educational materials, combined with assessments of learning at this grade and follow up as the students move up to higher grades.

Component 3 – Cultural Diversity and Pluralism (Actual cost: US\$1.90 million versus US\$2.3 million in the PAD). It would support the institutional strengthening of MCS to coordinate more effectively with MINEDUC and other government agencies. It included three sub-components: (i) institutional strengthening of MCS including the establishment of a Policy and Planning unit and the preparation of a National Cultural Development Plan, in coordination with MINEDUC and other agencies; (ii) de-concentration of the MCS cultural education services to the municipal level; and (iii) development of the National Cultural Resources Information System (NCRIS) to include the modernization of the existing MCS cultural resources information system, provision of information to museums and libraries and the establishment of a cultural resources database on the diverse ethnic and linguistic groups of Guatemala.

The main products of this component were:

- The creation of a “Policy and Planning Unit” in MCS, adequately staffed to coordinate with MINEDUC and other institutions;
- The design and implementation of six pilot experiences to decentralize educational services to departments and municipalities.
- Design of a National Information System for Cultural Resources (SNIRC);
- Training workshops for MINEDUC and MCS personnel to better understand and implement policies;
- Development of a Long Term National Plan for Cultural Resources, elaborated in consensus with relevant institutions and stakeholders;
- Implementation of a legal framework for the MCS, and draft Law for Cultural Heritage in Antigua, Law for Intangible Heritage and Law for Public Events;
- Evaluation of the institutional strengthening in MINEDUC and MCS, especially around areas of common work;
- Development and implementation of the Web site for MCS (www.mcd.gob.gt) which provides information on cultural events, current developments and connections to libraries and museums; and
- Development of a database of ethnic cultural resources made accessible on the website.

Component 4 – Decentralization and Modernization (Actual cost: US\$24.07 million versus US\$13.87 million in the PAD). This component was to support: (i) improving the managerial and administrative capacity of the Ministry of Education, decentralization to the departmental and local levels, with a special emphasis on the General Directorate for Bilingual Education (DIGEBI); (ii) training of community associations (COEDUCAs) to manage and organize PRONADE schools; and (iii) continued development and updating of an Education Management Information System (EMIS).

This component was successful in achieving the targets established in the PAD and in most cases, surpassing them.

Subcomponent A – Strengthening of MINEDUC’s management capacity at the local, departmental and central levels. The Project successfully supported the continued improvement of the management and administrative processes system at the central, departmental and local levels. The scope and achievements of this subcomponent were clearly marked by the administration that took office in 2004. The focus was strongly placed on strengthening capacity at the central level, progressively moving to decentralized levels. The following activities were achieved under this subcomponent:

- Strengthening of DIGEBI: the PAD aimed to strengthen DIGEBI at all levels and in all areas to respond to its responsibilities in the management of the multilingual-multicultural education program. A Strategic Plan for DIGEBI was produced with support of the Project, though efforts to strengthen the unit have not translated into significant action forward. However, DIGEBI was improved over the life of the Project. Before 2003, DIGEBI worked with regular grade schools and not with multi-grade grade schools. The schools under this directorate were handled without a multi-grade grade focus. By Project closing, there was a multi-grade grade unit within DIGEBI and its personnel had been trained. Nevertheless, while progress was achieved at the central level, there has been less progress at the departmental level and with parents.
- Improvements in DINFO: the PAD sought to achieve improvements in the education management information system. The Project contributed to decentralize education database management to the departmental level, providing equipment to four departmental and some municipal offices. The Project provided technical assistance to improve data collection instruments, analysis and software. DINFO provides technical support and communication services, applications development and data processing. All of these services have been certified under ISO 9000. The directorate has been adequately staffed with a total of 48 qualified people. The communication infrastructure has improved significantly: there are 22 departmental directorates and 93 municipalities connected to the central level; a video conference office at central level was established; and networks were improved--an estimated number of 2,474 users connected to the network evenly divided between the central and decentralized levels. They have developed more than 60 applications on the web (for contract administration, education statistics, etc). The management of education statistics has been moved to the Directorate of Planning (DIPLAN). The unit has been institutionalized and financed by the budget since 2006 and has increasingly seen its allocation augmented.
- Strengthening the human resource system: the Project contributed to develop an integrated human resource system, which addressed the weaknesses identified in the system. It contributed to modernize the legal framework and processes regarding hiring,

training, administration, reallocation, payments, assessments and disciplinary actions. An electronic system for human resources was put in place (substituting manual processing) called e-SIRH, and this allowed integration with other areas of MINEDUC. Ten modules were developed, as well as a pilot program to audit the salaries of 4,000 teachers and 1,000 schools. Electronic conversion of 76,000 files managed by the *Junta Calificadora de Personal* was carried out in addition to the modernization of the *Junta Calificadora de Personal*, with improvements to their physical infrastructure and equipment. Lastly, the functions of the *Junta Calificadora* were decentralized to the departmental directorates and a study to restructure MINEDUC's staff and salary structure was elaborated. Progress has been significant and there are actions identified to continue developing more modules.

- Strengthening of the policy, planning, and evaluation functions of MINEDUC. The Project supported the following accomplishments:
 - (a) Institutionalization of the Quality Management Unit at the central level, which became the Directorate for Development and Institutional Strengthening (DIDEFI). This unit focused on strengthening the internal processes at MINEDUC's central level and in five Departmental Directorates (*Quetzaltenango, Baja Verapaz, Retalhuleu, Sacatepequez and El Progreso*). It achieved the accreditation of these management processes in the ISO 9000, internationally recognized as a standard of quality. The main processes to be accredited were: human resources, acquisitions, inventories, budget execution, legal opinions, and services to the public, among others. The main implications of this improvement were: (1) greater efficiency and efficacy across MINEDUC; (2) development of a culture focused on prevention of problems and on continued improvements; and (3) the development of a platform that will allow the continued improvement of internal processes at all levels.
 - (b) Progress towards better coordination with departmental directorates.
 - (c) Training of administrative personnel at the central and departmental levels: a wide training process of all administrative personnel at the central and departmental levels and of 12,000 teachers of pre-primary and primary as well as supervisors was carried out. The training focused on attitudinal changes and was called: "Talleres sobre 21 claves para el éxito."
 - (d) Creation of the Directorate for Education Evaluation and Research (DIGEDUCA): the project contributed to the conversion of the existing information system SINEIE into a directorate, created in 2007 (government agreement 377- 2007). The Project supported hiring personnel and carrying out some evaluations. Since 2006, DIGEDUCA has carried out several evaluations each year that allow comparisons: sample based evaluations for 3rd and 6th grades in primary, evaluations of teachers aspiring to bilingual positions and teacher assessment (evaluación de graduados, studying those who will become teachers).
 - (e) Rehabilitation of the existing MINEDUC building and construction of a new block of offices in Guatemala City.

Subcomponent B – Social Communication Campaigns: the Project contributed to the creation and implementation of eighteen communication campaigns to inform the general public about progress and achievements made in the education sector.

Subcomponent C – Education Management Information System (EMIS). This subcomponent supported the improvement in the EMIS. By Project completion, there had been significant improvements in the quality of data entered in the system, in the decentralization of data collection and management and in the availability and use of education data generated by the system, using the “business object” tool and MINEDUC’s website. There was improvement in the information system for human resources as mentioned above and in the conversion to electronic management of the above mentioned administrative processes.

Annex 3. Economic and Financial Analysis

N/A

Annex 4. Bank Lending and Implementation Support/Supervision Processes

(a) Task Team members

Names	Title	Unit	Responsibility/ Specialty
Lending			
Carlos Rojas	Sr. Education Specialist	LCSHE	Task Team Leader
Shelton Davis	Sector Manager, Social Development	LCSEO	Indigenous Populations and Social Assessment
Angela Demas	Operations Analyst	LCSHD	Project Preparation
Maria Lucy Giraldo	Sr. Procurement Specialist	LCSPT	Procurement Assesment
Reynaldo Pastor/Marta Molares-Halberg	Senior Counsel	LEGLA	Legal
Manuel Vargas	Financial Management Specialist	LCSFM	Financial Assessment
Julia B. Nannucci	Team Assistant	LCSHD	Project Preparation and Processing
Madalena Dos Santos	Peer Reviewer	LCSHE	Community-Based Education Programs
Paul Murphy	Peer Reviewer	LCSHE	Education
Suhas Parandekar	Education Economist	LCSHE	Economic and Financial Analysis
Maria Elena Anderson	Consultant	LCSHE	Community Participation
Darlyn Meza	Consultant	LCSHE	Community Participation and School-Based Management
Henry Forero	Consultant	LCSHE	Information Systems
Luis Enrique Lopez	Consultant	LCSHE	
Supervision/ICR			
Carlos Rojas	Sr. Education Specialist – TTL during preparation until 2003	LCSHE	TTL
Joel Reyes	Institutional Development Specialist – TTL from 2003 until 2008	LCSHE	TTL
Christel Vermeersch	Sr. Education Specialist – TTL from 2008 until January 2009	LCSHE	Monitoring and Evaluation, EMIS and TTL
Martha Laverde	Sr. Education Specialist – TTL for ICR preparation	LCSHE	TTL for ICR
Angela Demas	Operations Officer	LCSHE	Co-TTL
Manuel Vargas	Sr. Financial Management Specialist	LCSFM	Financial Management
Luis R. Prada Villalobos	Sr. Procurement Specialist	LCSPT	Procurement
Enrique Antonio Roman	Financial Management Specialist	LCSFM	Financial

			Management
Ramiro Nunez	Information Officer	LCSIS	Information Systems
Monica Lehnhoff	Procurement Analyst	LCSPT	Procurement
Henry Forero Ramirez	Senior Information Officer	ISGEG	Information Systems
Julia B. Nannucci	Language Program Assistant	LCSHE	
Darlyn Meza	Consultant	Consultant	Community Participation
Alberto Abello Vives	Consultant	LCSHE	Cultural and Development
Irma Yolanda Avila Argueta	Consultant	LCCGT	Education
Elda Zulema Cabrera de Fuentes	Consultant	LCSHE	Pedagogical Models
Juan Luis Cordova Guirola	Consultant	LCCGT	Project Implementation
M. Rosa Puech	Consultant	LCSHE	ICR Primary Author
Francisco Esquivel	Consultant	LCSHE	Education Indicators
Evangelina Holvino	Consultant	LCSHE	Institutional Strengthening
Alberto Pimentel Mata	Consultant	LCCGT	Operations Assistant
Zoila Angelica Salgado	Consultant	LCSHE	Curriculum and Materials Development
Jose A. Simon Sucuc	Consultant	LCSHE	Intercultural and Bilingual Education
Maria L. Tulic	Consultant	LCSHE	Curriculum
Denise Vaillant	Consultant	LCSHE	Teacher Training

(b) Staff Time and Cost

Stage of Project Cycle	Staff Time and Cost (Bank Budget Only)	
	No. of staff weeks	USD Thousands (including travel and consultant costs)
Lending		
FY02	5	80.34
FY03	26	173.18
Total:	31	253.52
Supervision/ICR		
FY03		48.45
FY04	24	120.14
FY05	18	94.14
FY06	19	151.62
FY07	36	176.87
FY08	18	68.68
FY09	17	36.20
Total:	126	696.10

Annex 5. Beneficiary Survey Results

N/A

Annex 6. Stakeholder Workshop Report and Results

N/A

Annex 7. Summary of Borrower's ICR and/or Comments on Draft ICR

Original version in Spanish in Project files

This Project was a continuation of the Basic Education Reform Project (IBRD-4167-GU), which supported MINEDUC'S efforts to achieve universal access to basic education, to improve the equity, quality and cultural diversity of education, especially in rural indigenous areas of Guatemala, and to decentralize and modernize the administrative system of education.

I. Changes to Project Components

The project experienced some changes to its original design. Additional activities were added to some subcomponents, which resulted in a redistribution of Loan resources among several components. The main changes are described below.

Component I: Coverage and Equity: Scholarships for rural and indigenous girls were transferred to the Scholarship Unit within MINEDUC, which manages scholarships financed with different resources.

Component II: Improving the Quality of Education: (i) A pilot program to teach secondary students through video-supported education (*Telesecundaria*) was designed in 2005, to be implemented in eight community-managed schools in Quetzaltenango and Totonicapán; (ii) implementation in 2007 of 6 pilot EBI subprojects for decentralization to the departments of Sololá, Quetzaltenango, Totonicapán, Chimaltenango, Alta Verapaz, Baja Verapaz; and (iii) implementation of a strategy to *Save the First Grade* (2004) by applying new methodologies of teaching and learning for Communication, Language and Mathematics. The purpose was to improve learning and retention rates, reacting to the results of the 2004 evaluation of the National Evaluation Program for Educational Achievement–PRONERE, which showed major learning deficiencies among rural students.

Component III: Cultural Diversity and Pluralism

Subcomponent “A” Planning and Inter-institutional Governmental Coordination: The implementation of the Program for the Management of Cultural Development was considered effective ; long run consolidation of the sustainability of the National Cultural Development Plan by means of decentralizing the operation of the Cultural Development Units to the local level; and the achievement of Guatemala assuming the leadership in the implementation of the Cultural Strategic Plan of Central America.

Subcomponent “B” Decentralization of Cultural Educational Services. Development of joint pilot projects in 2007 (which consisted of classroom art projects, choirs, bands and orchestras) and implementation of a methodology to design educational art projects, in order to consolidate the coordination of the NMDC and MINEDUC within the framework of the National Long-term Plan for Cultural Development and the National Arts Education System.

Subcomponent “C” National Cultural Information System: Development of the virtual internet portal of the Ministry of Culture and Sports–NMDC- of the National Information System of Cultural Resources, and promotion of access by different relevant actors; dissemination of educational documentaries; publishing of the policy of the NMDC; publication of research carried out by the Socio-cultural National Research Council and of the Department of Informatics of the NMDC.

Component IV: Decentralization and Modernization

- (a) Strengthening of the administrative management of the School Boards and of PRONADE (2005), supporting decentralization of MINEDUC. In 2007 school management is promoted, as well as PRONADE school boards;
- (b) Program for Quality Management (2005) in order to implement a SGC based on the standard ISO 9001:2000 at the central level and in DDE's, and to achieve international certification. In 2006, a process map was created detailing 25 procedures in 20 units at the central level and in 5 Departmental Bureaus;
- (c) Support for the New Management Model (2005), to achieve attitudinal change and raise awareness among regular staff at the central level, departmental bureaus of education, and 1st and 2nd grade teaching staff. Reorganization of the functional structure of the area of general management and its linkage to the administrative and technical support areas. In 2006, a Change Team is created in order to coordinate and monitor the reengineering and ministerial restructuring in coordination with the program for Quality Management;
- (d) Support for a group of selected schools "Schools of the Future" (2005), through the use of technology. In 2006, this program was extended to rural multi-grade schools in Alta Verapaz, Suchitepéquez, Santa Rosa, Quiché, and Petén;
- (e) Expansion of the program (2005) to strengthen the areas of management (equipment), institutional reputation, and inter-institutional coordination;
- (f) Implementation of a "Geo Referential System of Educational Intelligence" (2006);
- (g) Coordination of the National System for Evaluation and Educational Information (2006) to generate information on student performance;
- (h) Modernization of the Human Resources Management System (2006): this entailed updating personnel data, deconcentration of file analysis, evaluation processes, decentralization of payroll digitalization of new personnel files, decentralization of the information system and processes in the DDE, etc.

II. Principal Achievements of the Project by Component

Component I: Coverage and Equity: The goals of coverage in rural primary education through PRONADE doubled. This was achieved by the creation of PRONADE schools, the payment of teachers' salaries, and the provision of teaching and learning materials, achieving the goals set in the Annual Operational Plans, as shown below:

Achievements of the Component Coverage and Equity, without scholarships

Performance Indicators	Goal	Achieved	% progress
Increase rural primary coverage through PRONADE	40,000	90,381	226.0%
New PRONADE schools	1,300	1,302	100.1%
School supplies to new students	40,000	90,381	226.0%
Hired teachers	2,000	3,061	153.1%
Teaching suitcases to new teachers	2,000	3,061	153.1%
School supplies, existing students	1,200.000	1,200.000	100.0%
Teachers trained - PRONADE	2,000	2,000	100.0%
COEDUCAs formed, new schools	1,300	1,302	100.1%
Evaluation of PRONADE (report)	1	1	100.0%
COEDUCAs trained, new schools	1,300	1,302	100.1%
Communities with itinerant teacher	12	36	300.0%
Beneficiary children of itinerant teachers	180	445	247.2%
Open centers Telesecondary 1°,2°,3° Basic	8	8	100.0%

The targets set for the scholarship program for rural girls were also surpassed. Of the 50,000 initially planned, 14,000 were financed with Project resources while the rest were paid with national funds.

Achievements of the Component Coverage and Equity, Scholarships

Performance indicators	Goal	Achieved	% progress
Scholarships for indigenous girls	50,000	289,333	578.7%
Training COEDUCAs in scholarship management	4,000	4,000	100.0%
Implementation of Scholarships Database	1	1	100.0%
Creation of a Scholarship Manual	1	1	100.0%
Evaluation of the annual effectiveness of the scholarship program	4	4	100.0%

Component II: to Improve the Efficiency and Quality of Education: Regarding the quality of the teaching-learning process, there were significant improvements in the PRONADE program and in the pedagogical methods for the primary schools, in the bilingual and intercultural education, and the multi-grade schools as shown below.

Achievements of the Component Efficiency and Quality of Education

Performance indicators	Goal	Achieved	% progress
Culture and Mathematics Books (beneficiaries 709,800 children) Weaving Our Future 1st-6 th grades in Spanish and Mayan languages	1,419,600	7,982,211	500.6
Multi-grade schools with libraries	3,300	3,300	100.0
Multi-grade schools with logic frameworks for learning	3,300	3,300	100.0
Multi-grade schools with learning corners	3,140	7,170	228.3
Multi-grade schools with new school furniture	3,300	4,950	150.0
Children that benefiting from new school furniture	163,883	249,850	152.5
Revisions and design of self learning guides	54	105	194.4
Children benefiting from self learning guides	163,883	943,216	575.5
Design of bilingual and monolingual modules	14	49	350.0
Module contextualization in majority Mayan languages	4	4	100.0
New teachers trained in Multi-grade Regular System and PRONADE methodologies	3,300	14,200	400.3
Technical personnel trained in Multi-grade Regular System and PRONADE	1,010	1,010	100.0
Educators trained in reading and writing in Spanish	6,842	6,842	100.0
Preparation of the baseline of Multi-grade elementary students' performance in writing and mathematics	1	1	100.0
Printing of Self learning Guides	2,414,990	2,414,990	100.0
Reprint of Self learning Guides 2008	2,780,284	2,780,284	100.0
Schools set up as "Schools of the Future"	100	549	549.0

The "Schools of the Future" Program was implemented in a group of selected schools, introducing technology to enrich the teaching and learning process. The number of these schools increased to 549, located in 203 municipalities, with 6762 trained teachers and 3,372 delivered computers, benefiting 150,460 students. These schools were to be financed by national budget resources before Project completion

Component III: Cultural Diversity and Pluralism: This component supported the strategic coordinated work of the Ministry of Education and the Ministry of Culture and Sports. This collaboration was institutionalized by Project completion. The main achievements were the following:

Achievements of the Component Cultural Diversity and Pluralism

Performance indicators	Goal	Achieved	% progress
Establishment of a Unit of Policy and Planning of the NMDC that systematically cooperates with MINEDUC and other agencies of government, institutions of civil society and the private sector	1	1	100.0
Design and implementation of 4 pilot programs decentralizing the educational services of NMDC	4	6	150.0
Design of the National Cultural Resources Information System (SNIRC)	1	1	100.0
Training workshops to strengthen technical personnel of NMDC-MINEDUC to improve understanding of policies	12	12	100.0
Long-term National Cultural Development Plan formulated, by consensus, multi-institutionally	1	1	100.0
Implementation of legal and regulatory framework of the NMDC			
. Cultural Assets of Antigua Law (as a draft)	1	1/3	66.6
. Intangible Cultural Patrimony Law	1	1	100.0
. Public Entertainment Law	1	1	100.0
Assessment of impact of Institution Building of the NMDC and MINEDUC	1	1	100.0
Implementation of NMDC's web portal with cultural information and connections to Museums and Libraries	1	1	100.0
Creation of database of the cultural resources of the country's ethnic-linguistic groups, accessible online	1	1	100.0

The portal of the Ministry of Culture and Sports, and its Web page (www.mcd.gob.gt), includes information on educational and cultural matters on Archeology and Anthropology, cultural goods, art, biographies, reference centers, historical centers, customs and traditions, sports and recreation, museums, publications, National Cultural Development Plan, etc.; and links to other websites of cultural centers such as the National Theater, the Guatemalan-American Institute of Culture, Four Degrees Northern, and Cultural Center El Sitio, and with cultural journals (Algarero, Tzolkin, and others).

Component IV: Decentralization and Modernization of MINEDUC: This component contributed several reforms and innovations both at the central and the departmental levels, as well as the construction of a main Office Building, identified as Phase II, that gave the Ministry of Education a new internal and external image and notably improved its operation, efficiency and administrative effectiveness.

Achievements of the Component Decentralization and Modernization of MINEDUC

Performance indicators	Achieved
Strengthening of DIGEBI	Design of DIGEBI's Strategic plan.
Training on Attitudinal Change	The training to administrative personnel of the organization was carried out at all levels, as well as the training to 12,000 educators of primary and pre-primary education.
Quality Management System	Administrative processes of the central level and 5 Departmental Bureaus of the Ministry of Education certified under the standard ISO:9001:2000.
Social Media Campaigns	18 social media campaigns were designed, prepared, and implemented with the objective of disseminating the actions and achievements carried out during the several stages of the Project.
Human Resources	<p>A Comprehensive Human Resources Information System was developed implemented (10 modules: Post management and wages; recruitment and selection; controls of personnel actions; disciplinary files; salary scales; training; performance evaluation and integration of the list system)</p> <p>A pilot program for the audit of 4,000 educators in 1,000 educational establishments.</p> <p>Digitalization and digitations of 76,000 files of the Examining Personnel Board.</p> <p>Modernization of the Examining Board of Personnel, with improvements to capital works and furniture.</p> <p>The administrative functions of the Examining Board of Personnel were decentralized to the Departmental Directorates of Education.</p> <p>Study of post restructuring and wages of the Ministry of Education.</p>
Educational Management Information System	The Information and Automation System of the administrative processes both at the central and departmental levels was strengthened, through Intranet.
National Evaluation System	One of MINEDUC's most important achievements was the establishment of an Evaluation System of School Performance at the national level of student degree candidates, 3rd and 6 th graders and the evaluation of educators.
MINEDUC's building, Phase II	MINEDUC's building was designed, constructed and equipped.

As a result of the process of reengineering, a new organization chart, and a new Internal Organic By-law were put in place as of August 2007 (Governmental Agreement 377-2007), which resulted in several reforms, including the unification of the scattered functions of purchasing and finance into two regulatory entities: Director of Purchases and Acquisitions–DIDECO - and Director of the Financing Unit–DIDEFI.

The new building housing three independent bodies and four levels was constructed and is in use. The building was designed using 21st century architectural guidelines and standards, while maintaining the feel of a 20th century building. The building is home to the technical and administrative arms of: PRONADE, DIGEEX, DICADE, School Management, DIGEBI, Library, Archive of the Ministry, Conference Rooms, and Safety. In addition, the building has two basement parking lots with space for 144 vehicles. This investment has represented for the Ministry of Education a significant cost reduction because it allows them to stop renting offices for the Directorates.

The “Educational Management Information System” subcomponent achieved the following results: (i) the quality of data entry was improved and decentralized; (ii) statistics are available and presentable using the Business Objects tool on the ministry’s webpage; (iii) the administrative processes of the Information and Automation System was strengthened at both the central and departmental levels through the use of Intranet.; and (iv) in the management of Human Resources, a subsystem of accessible information is available at departmental headquarters and with salary scales already transferred from the Ministry of Finance.

The ISO Quality Management subcomponent obtained quality assurance such that MINEDUC became the first Governmental Institution to certify its management system at the national level and in five Departmental Bureaus of Education (Quetzaltenango, Retalhuleu, Baja Verapaz, Sacatepéquez and El Progreso) under the requirements of the Standard ISO 9001:2000, which in turn is accredited by two international entities. Thus, the Ministry is the only Central American Institution accredited under the English scheme UKAS and the North American scheme ANAB.

III. Impact and Sustainability of the Project

The project surpassed its targets during the implementation period 2002-2007, concentrating most of its interventions in the years 2005-2006 and achieving high financial execution (99.993%). Both aspects were essential to move closer to achieving the Millennium Goal of improving primary completion rates by the year 2015. The Project contributed to increasing coverage in rural areas (with an emphasis on reaching indigenous girls), improving the quality and equity of primary education, especially EBI, and using innovative educational technologies. The project also made gains in optimizing inter-institutional coordination among the ministries in carrying out projects and joint actions, and in modernizing and decentralizing the management of the education system.

The case studies carried out on quality and efficiency interventions, as well as the testimonies of educators, directors, supervisors, administrative employees, parents and, in some cases students, attest to the positive impact of the project on improving the quality of teaching and learning, in both the life of beneficiaries, and in the communities.

MINEDUC now has a modern, decentralized, and de-concentrated management system. This benefits both internal and external users who can access and use new applications and technology as tools for monitoring the education system, providing feedback, preparing reports and making decisions.

In a country like Guatemala, where the demand for education far exceeds the supply, especially in bilingual and intercultural primary education, the positive impact achieved by the Project is linked to specific Government actions aimed at the institutional sustainability of activities financed by the `regular` budget.

The sustainability of a project is normally defined by the need to make a transfer of responsibilities for the execution of given actions for which there is expected to be a degree of functional or operational continuity. In terms of projects with more than one executing or financing body it can imply at least two things: i) the execution of activities must be delineated to a permanent implementing agency and be given some initial and ii) continuity of actions and processes needs to be agreed upon and achieved so that the final objectives of an action are reached. By Project completion, concrete actions were established towards achieving sustainability of project interventions and an enabling environment in order to continue to build on the interventions carried out.

Some key factors that contributed to the successful execution of the four components of the project were the significant increase in national financing for girls' scholarships, the intercultural bilingual education activities and the gradual fulfillment of the commitments of the Peace Agreements.

With regard to Component I, having surpassed its targets, its performance indicators show an impact of project activities on efficiency and on the increase in coverage in rural areas. The Project contributed to diminishing child labor through granting more than 289,333 scholarships to indigenous girls. This had a favorable multiplier effect on the girls' families and the rural communities in which they lived; the project thus changed the living conditions of these populations.

More than 1,300 communities benefited from the Project with the creation of schools that brought employment opportunities to the communities, through the hiring of teachers. This contributed to improve the socioeconomic status of these populations. Parents received training on school management, which contributed to build capacity and enhance competencies in the communities that will foster the sustainability of these achievements in the rural education system.

In Component II, the strengthening of the multi-grade school model, EBI multi-grade through the provision of inputs and training achieved a quantitative and qualitative positive impact that has contributed to an improvement in the learning, education and in the quality of life in rural areas.

The Multi-grade modality was strengthened through the provision of trainings in "Active Methodology", which was a common key element for the modalities EBI (intercultural bilingual education), EDF (*Escuelas de Futuro*- Schools of the Future) and the PRONADE schools. The modality is being used by all the trained teachers and students. The EBI modality mainly supported with training, texts, libraries, bilingual self-learning guides and other inputs, concentrated on the main 4 Mayan languages (Kiché, Kacqchikel, Queqchi and Mam). The EBI modality was implemented in the first three grades of elementary and has presented varying range of use for both Spanish and Mayan languages: from the intense use of the spoken mother and written tongue, going through bilingual balanced forms, to the use of Spanish as the first language and indigenous language as a second language, according to the unique make up of each classroom. There are cases of EBI schools, however, where Spanish is the main language used due to request of the community. The EDF modality (Schools of the Future), showed very favorable educational performance results for teachers and students.

The pedagogical models Multigrade, Intercultural Bilingual Education, EBI-Multi-grade and Schools of the Future, reveal advances in systematization, conceptualization, theorization and methodological, pedagogical, organizational and operational development. Its implementation has contributed to the improvement of the national educational system, with implications toward the

private sector concerning the National Curriculum and its related aspects, especially training, inputs and evaluation system. Upon comparing these modalities with those of other countries with conditions similar to Guatemala, the elements that have not been incorporated from those are few.

The achievement of Project goals for this component is valid and has been documented. Interventions took place mainly from mid 2006 to September 2007, and the quality of the materials was evaluated as acceptable and pertinent. The case study of the Telesecondary-PRONADE pilot subproject in 8 rural communities of Quetzaltenango and Totonicapán; where 4 of them belong to 4 of the municipalities with the most extreme poverty in the country (Totonicapán, 6°; San Francisco El Alto, 8°; Momostenango, 10°, and Santa María Chiquimula, 11° places; respectively), demonstrated that this methodology would have notably improved Basic Cycle coverage, as was the case of S.M. Chiquimula, where in 2006, 29 students graduated from the basic cycle, while the Instituto del Paraje Xecruz de Telesecundaria-PRONADE in 2007 supported by the pilot project, graduated 10 students (about 1/3 of the previously mentioned graduates). The parents expressed a view that the pilot contributed to improving students' self-esteem, especially among female students, and to increasing access to low cost education. It has acted as a mechanism of social protection for students, their families, and the community.

Component III: Cultural Diversity and Pluralism. All activities under this component were carried out and the objectives and goals for more than half of the activities were surpassed, contributing to long-term cultural enrichment, the building of human capital, the modernization and decentralization of the Ministry of Culture and Sports, and cultural diversity and pluralism. As permanent and visible results, the inter-institutional coordination of the Ministry of Culture and Sports with the MINEDUC must be mentioned, as well as the National Long-term Cultural Development Plan that governs the programs, projects, and budget of the cited NMDC, the successful webpage of this ministry, which shows growing activity in line with the school cycles and which has already reached a significant international audience, and the development of decentralized intercultural pilot programs that generated diversity teaching tools in a non-random fashion.

Evaluation of Component IV: Decentralization and Modernization of the Ministry of Education. Three aspects were evaluated: a) MINEDUC's institution building; b) strengthening of the Intercultural Bilingual Education Directorate and of 6 Educational Departmental offices EBI; and c) the strengthening of school management under COEDUCA and the School Boards.

- (a) **MINEDUC's Institution building:** Institutional strengthening, which included the construction of a new building, encompassed five areas: human resources, communication, informatics and an educational information system, reengineering, and quality ISO. The latter two were related to all five areas and to the remaining administrative and financing functions of the Ministry. The evaluation of the component achievements is very positive, as these attainments have transformed MINEDUC into a qualitatively different institution, with modern systems and processes, automated and de-concentrated, dynamic and efficient.. MINEDUC has reliable information on its personnel, an inventory of infrastructure, a new information system for the education system with recent and accessible statistics available online, a portal with broad information accessible by the educational system and the public, an evaluation system, educational research based on international standards, and a national computer network with extensive backing of personnel. The principal administrative processes at the central level and in the first five departments are operated under ISO standards of quality. The evaluation concludes

that MINEDUC is a paradigm to follow for other governmental institutions in Guatemala.

- (b) **Evaluation of the Institution Building of DIGEBI.** Institution building efforts covered the organization's principal technical, administrative, and financing areas. The evaluation study included a general review of the EBI Latin American model for all the languages from the pre-primary level up to some areas of the diversified secondary level, decentralized in its management and curriculum, with social participation and subject to social control; coordinated with standardizing organs, of linguistic development, and for teaching EBI formation in the university. The evaluation reviews the Guatemalan ideal model of EBI that affirms values and the oral and living transmission in the school area, with contents of own culture, with voice mechanisms and social citizen consensus-building (parents, communities) and political, with contents that strengthen the national unit and the respect for cultural diversity, with contracting and training of master- bilinguals, staff members and indigenous technical personnel, with scholarships and study exchanges, with teaching language in the native tongue of the child, with learning in two or more languages, including ways of learning and teaching the indigenous populations; with EBI monitoring and development of EBI indicators and accompaniment of teachers in the classroom.

The evaluation considers that the institution building of DIGEBI was timely and pertinent to rationalize its processes, the management of intercultural bilingual education and the provision of educational inputs.

The Project supported the strengthening of six authorities of Intercultural Bilingual Education corresponding to the departments of Chimaltenango, Quetzaltenango, Totonicapán, Sololá, Alta Verapaz, and Baja Verapaz through the implementation of six decentralization subprojects, in order to implement EBI in the classroom and to promote the extension and integration of intercultural bilingual education.

- (c) **Evaluation of the Strengthening of School Management.** Finally, the strengthening of the self-managed educational committees (COEDUCAs) for the community-based management schools and of the School Boards (*Juntas Escolares*) was carried out with the support of educational service institutions (ISE). It was thanks to this support that both modalities of school management improved their performance. The evaluation contributes recommendations in order to optimize community participation of the COEDUCA, releasing them from the duty of managing teachers' salaries so that they can concentrate their interventions on management activities.

IV. Lessons Learned

Component I: Coverage and equity

PRONADE as a transitional solution to increase coverage. The National Community-managed Program for Educational Development has been a vehicle to expand coverage, however, the teachers unions and other groups in civil society do not agree with this modality because they perceive the program as lacking social and civil coverage for teachers. Once this Program is no

longer in operation, these aspects need to be taken into consideration as to how they affect program sustainability.

The scholarships are designed to compensate families, not to directly aid the children. The scholarships have resulted in immediate compensations to the families to make up for the opportunity cost of not sending their children to work, especially girls, which gives parents an incentive to send them school.

Component II: Quality and Efficiency

- (a) **The changes of Government every 4 years affect, delay, or modify the achievements and implementation of Projects under way.** The original design of the IBRD 7052 Project had to be renegotiated during its execution with at least two different administrations of differing political orientation, which means that future Projects should consider this variable and have an alternate strategy that minimizes delays and adjustment processes that affect the normal development of a Project.
- (b) **A comprehensive strategy of technical assistance directed to COEDUCAs and School Boards should be articulated.** Project activities were implemented by members of the COEDUCAs and Juntas Escolares, with very low levels of schooling and literacy, which limited their contributions to pedagogical and methodological areas.
- (c) **A growing and sustained support for EBI should be maintained to make it successful.** All administrations, regardless of their political orientation, have backed the implementation of the EBI pedagogical model. However, this support has not always translated into the institutional support, skilled human resources and budget needed to address educational demand with relevance and quality. Government efforts should continue to support EBI to ensure that this modality becomes a program supported at the national level and provides the best alternative to address the needs of indigenous communities with relevance and quality.
- (d) **Need to consider a flexible EBI.** It is generally accepted that the Intercultural Bilingual Education taught in an indigenous language (L1) in the first grades is the best choice to achieve better comprehension of the Spanish language (L2) in indigenous communities. But, parents also have the constitutional right to choose the education given to their children. It is a fact that several indigenous communities disagree and formally oppose the teaching of their native tongue to their children, requesting instead that they are taught in Spanish and English as well.

Component III: Cultural Diversity and Pluralism

Global impacts. It is expected that the cultural projects will provide a significant contribution to the global cultural situation of the country. The cultural projects made valid contributions to the cultural context of the country in the long-term, in terms of cultural enrichment, human capital through the construction of citizenship, the modernization and decentralization of the State and the cultural diversity and pluralism in the country.

Enthusiasm for subcomponent goals. There was strong identification with the goals of the components at all levels of the MCS. Participants were always motivated and put dynamic efforts in achieving the component's goals. It is expected this will favor sustainability and enhance support for the implementation of projects of this nature in the future.

Pilot project of cultural decentralization was highly participatory at the local level. Upon carrying out the pilot experiences at the municipal level, there was success in the presentations with great attendance by participants. They were perceived as great tools to improve national identity. This points out that if these projects were to be sustained, managed and expanded in a programmed form and scheduled adequately, they would compensate the lack of cultural events in the communities, would promote interest in cultural aspects and would be catalysts of interculturalism, diversity and tolerance.

In the component IV Decentralization and Modernization of MINEDUC

(a) Investment in technology is highly productive and a key factor in modernization.

The experience of MINEDUC in strengthening the technological processes of the institution demonstrated the importance of having an adequate strategy for the use of technology as a key support to any process of institutional modernization. Investments in the infrastructure of telecommunications, computers, and the development of applications had a significant impact, not only on the delivery of services to internal and external clients, but on all the sub-systems of work that operate within MINEDUC: human resources, internal communications, client services, training, etc.

(b) Sensitization from the Beginning. As with the reengineering project, the implementation of the Quality Management System had the backing of the top authorities at MINEDUC. However, the program faced the natural resistance to change among middle management of the Ministry and operational personnel. This resistance was overcome through a program of sensitization and intensive training implemented in parallel to the diagnostic phase. The need for an initial sensitization process is a valuable lesson learned for this type of process.

(c) It is important to measure the impact of communication activities and the cultural relevance of campaigns in order to ensure their effectiveness and the achievement of expected results. Every massive media campaign requires high investment volume. It becomes necessary to evaluate the effectiveness achieved by the messages vis-a-vis each audience and to determine the cost-benefit of the investment.

(d) It is necessary to harmonize the decisions regarding EBI with civil society's opinions. Although there was good use of time during the restructuring of EBI, the requests and perceptions of civil society should have been taken into account, to ensure a more cohesive process.

(e) The time horizon of EBI strategies should be long-term. All relevant education stakeholders have agreed that EBI is needed to improve teaching and learning in Guatemala. The process should consider the school as a whole and not just focus on the classrooms. Successful schools should be identified as examples to be visited by teachers and communities.

(f) It is desirable to have EBI experts in Departmental offices as supervisors. The education system has much difficulty providing support and monitoring to schools, due to the lack of resources to finance supervision activities.

V. Recommendations for a Plan of Action

Expansion of Coverage

- The impact evaluation recommended applying flexible criteria to extend EBI. It should consider expanding EBI models to primary levels and to the basic cycle in secondary if requested by the communities.
- Need to increase and budget resources for trainings in Active Methodology in Multi-grade schools and for pedagogical inputs. Teachers apply it insufficiently in the classroom. The training has international recognition and proven efficiency and effectiveness in improving teaching and learning.
- Increase and sustain the resources to qualify and equip many new EDF schools, train teachers, students, and parents, since there is a significant unsatisfied demand, especially because parents tend to require that their children learn to use computers, even in rural areas.
- Continue to extend the Telesecondary modality to new geographical areas and give it priority to be implemented immediately. The Telesecondary program is a good option to meet the growing and highly unsatisfied demand that currently amounts to two-thirds at the national level.

Administration

- Strengthen joint school management, but consider its gradual de-concentration.
- Analyze and redefine the criteria to better define and identify EBI schools to be able to develop better strategies of planning and intervention.
- Provide sustainability and sufficient resources to the areas supported by the Project, regarding Reengineering-Quality ISO, both to maintain the level of modernization by replacing equipment when needed, and introducing improvements to maintain the certification reached, since high internal savings, reduction of costs have been achieved with these interventions, as well as the building of social character.

Finance

- Delegate greater responsibilities in decision-making, as well as budgetary management, to each of the 13 Departments, which have EBI responsibilities, so they assume the responsibility for its implementation and the provision of pedagogical inputs (training, texts, materials, etc.) in each one of its jurisdictions and, gradually, in all the pedagogical modalities.

Performance of the Ministry of Education

The performance of MINEDUC was noteworthy, in the management, administration and financing of the Project, showing high levels of efficiency and fulfillment of its commitments in terms of counterpart funds.

The Ministry of Education expanded the original objectives of the Project and the logical framework, without reducing counterpart funds or eliminating budget line items, and this represented a greater achievement of results and thus a greater impact on educational coverage.

The macro educational issues and their specific subcomponents were inserted to a great extent in the institutionality of the Ministry of Education, ensuring that the original investments are now sustainable in the long run and are part of educational policies, commitments that are assumed beyond the current ministerial and governmental administrations.

The performance of the Ministry of Education is highly satisfactory in the execution and management of this Loan, which is reflected in the physical results obtained that surpassed the established goals, in the management of the same through professional specialists in each branch of the Project and in an efficient use of the financial resources which is reflected in the different Audits to which the Project was subjected throughout its life.

PERFORMANCE OF THE FINANCIAL ENTITY (WORLD BANK)

The inter-institutional relationship between the World Bank and the Ministry of Education were throughout the life of the Project very constructive, productive, and proactive creating an environment conducive to the establishment of a positive relationship, which allowed for successful Project management and the attainment of Project objectives. The Bank maintained constant presence through different Field Missions and through meetings with MINEDUC management, technical personnel and consultants.

The Bank granted clearance for requests in a timely manner and with the technical considerations that each case warranted. Furthermore, the Bank made available to MINEDUC specialized technical assistance when necessary and maintained communication at all times.

The Bank facilitated the necessary adjustments to education strategies, monitoring to ensure that the development objectives of the Project were kept within the Project's logical framework and that new strategies were consistent with this framework as well.

Annex 8. Comments of Cofinanciers and Other Partners/Stakeholders

N/A

Annex 9. List of Supporting Documents

Bank Preparation Documents:

- Terms of Reference for the Pre-appraisal mission, Aide Memoires and Back-to-Office reports. World Bank.
- Terms of Reference for the Appraisal mission, Aide Memoire and Back-to-Office Report. World Bank.
- Project Appraisal Document. World Bank.

Bank and Borrower Project implementation documents:

- Project and Implementation Status Reports (PSRs and ISRs). World Bank.
- Aide Memoires for Bank Supervision missions. World Bank.
- Mid-term Evaluation, November 2005. World Bank.
- Borrower Quarterly Progress Reports, 2002-2008.

Borrower documents:

“Proyecto Universalización de la Educación Básica – BRIF 7052 – GU. Evaluación de Medio Término”. Noviembre 2005. Unidad Coordinadora de Proyectos – UCP. MINEDUC.

“Evaluación de la Calidad y los Insumos de la Modalidades Pedagógicas apoyadas por el Proyecto: Multigrado, Educación Bilingüe y Multigrado Bilingüe, Telesecundaria y Tecnología Educativa en el Sector Rural”. Dr. Angel Reyna. MINEDUC. Guatemala. Junio 2008.

“Estudio de Caso del Proyecto de Telesecundaria en Ocho Comunidades en los Departamentos de Quetzaltenango y Totonicapán”. Lic. Carlos Alfredo Puac. Guatemala. Abril 2008. Ministerio de Educación.

“Definición y Ejecución de la Metodología de Evaluación de Impacto del Componente” Diversidad Cultural y Pluralismo. Evaluación del Componente III DIVERSIDAD CULTURAL Y PLURALISMO”. Guatemala. 2008. MINEDUC.

“Evaluación de Impacto a través de un Estudio de Caso para el Fortalecimiento y Reorganización de la DIGEBI”. Guatemala. Junio 2008. Blanca Estela Colop. MINEDUC.

“Estudio de Caso sobre COEDUCA y Juntas Escolares como Modalidades Innovadoras de Gestión Escolar en Guatemala”. Guatemala. Febrero 2008. Kenq Development Consulting.

Informe de Cierre y Evaluación del Proyecto Universalización de la Educación Básica. Guatemala. 2008 Lic. Msc. Ruben Alberto Cardona.

Bank Documents

Implementation Completion Report No. 27704 – Guatemala Basic Education Reform Project. May 2004.

Annex 10. Assessing the Impact of PRONADE Schools in Guatemala Rural Education

The objective of this annex is to analyze the performance of PRONADE schools compared to schools at the national and rural level. For this purpose, it analyzes levels of coverage by sector (urban-rural), gender, and geographical regions, as well as indicators of student achievement. In order to compare the relative performance of PRONADE schools, the analysis reviews data from third and sixth grades. Data was provided by the MINEDUC through the *Plataforma Integrada de Información Social de Guatemala*. The analysis is complemented with the results of reading and math achievement tests of a sample of schools. Another source for this annex is the case study carried out on the school-based management modalities.

I. General Description of PRONADE Program

Background

The PRONADE community-based school system was the main education model adopted by the Government to increase coverage and improve the quality of the first years of primary education in rural and isolated areas of Guatemala, especially targeting female students. PRONADE started with 19 pilot schools in 1992, and their number increased to 4,683 schools in 2007—representing 25 percent of total primary schools and 33 percent of primary schools in rural areas. PRONADE schools enrolled 456,058 students in 2007, representing 17 percent of total primary education students and 29 percent in rural areas. This model has coexisted with other traditional ones.

Implementation arrangements

PRONADE schools were located in indigenous and rural areas. In principle, the schools were to be located at least three kilometers away from the nearest public primary school. In addition, the community where the PRONADE school was located had at least 25 primary school aged children (7-12 years old).

Communities received financing directly from the MINEDUC to cover teacher salaries, learning materials and school meals. Each community was represented by a Parent School Board (*Comité Educativo de Autogestión Educativa*, COEDUCA) responsible for the school management and teacher hiring. Parents and teachers were given administrative, financial, and pedagogical training by the Education Services Institutions (*Instituciones de Servicios Educativos*, ISEs).

Implementation structure and responsibilities

Unit	Characteristics	Responsible for
MINEDUC	PRONADE unit located in headquarters	<ul style="list-style-type: none"> - Strategic planning, financial management and monitoring and evaluation; - Financing on a per student basis for school materials and meals; - Financing on a per teacher student for teaching and learning materials; - Technical assistance to teachers.
COEDUCA	Locally elected parents and community members	<ul style="list-style-type: none"> - Providing feedback to ISEs (or supervisors) and MoE; - Participating in training courses and being aware of administrative requirements; - Contracting and paying teachers; - Monitoring teacher and student attendance; - Procuring learning materials, school meals and maintenance materials for the school throughout the school year.
ISEs	NGOS hired by MINEDUC to provide assistance to the COEDUCAS	<ul style="list-style-type: none"> - Administrative/financial training and support to COEDUCAs; - Accounting records of schools; - Collecting educational statistics; - Until 2001, providing teacher training on multigrade-grade and bilingual education.

Teachers

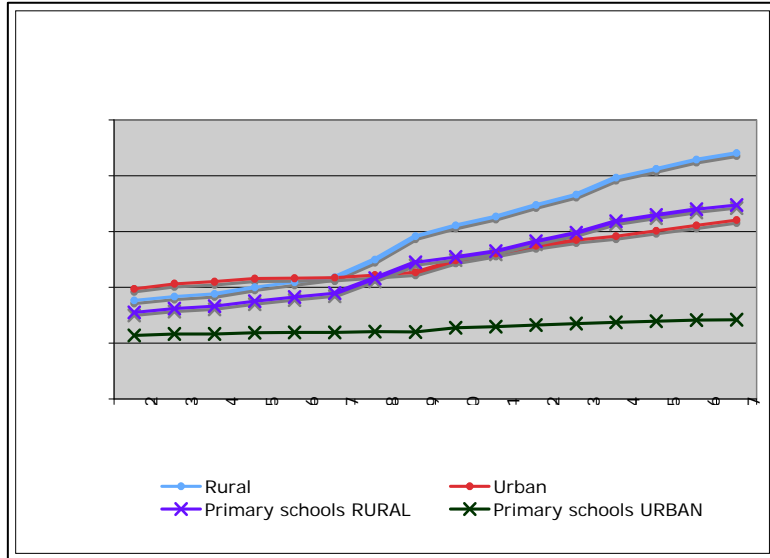
PRONADE teachers were hired under temporary employment contracts, and their salary and benefit structure was different from the official teachers' system. In particular, PRONADE teachers:

- i) Were hired by communities under a one-year renewable contract.
- ii) Received a monthly salary equivalent to a first level official system teacher (grade A, with one to four years of teaching experience), regardless of the years of teaching experience. They received a complementing bonus representing 7% of their annual income. The PRONADE system did not increase teacher salary according to years of experiences, whereas the official teachers' system does at a rate of 25% every 4 years.
- iii) Starting in 2006, they had a private medical expenses insurance service.
- iv) Did not receive formal pension benefits -- supposedly their total compensation had been leveled with the official teachers.

II. Analysis of PRONADE schools relative performance.

Enrollment and efficiency

Net enrollment in Guatemala increased from 85 percent to 95 percent between 2000 and 2007. In a country with a large rural population, Government effort has been directed at increasing enrollment in the rural areas, as indicated in Figure 1. Total enrollment in rural and urban areas was similar in 1992 (around one million students each). By 2007 rural enrollment already accounted for 60 percent of total enrollment. Along with the increase in enrollment, there has been an advance on school efficiency indicators at the national level: grade repetition rate decreased from 14.5 percent in 2000 to 12.2 percent, and the dropout rate from 8.6 to 6.1 in similar period.



A similar trend is observed in primary schools: enrollment in urban areas has increased from approximately 570,000 students in 1992 to 710,000 in 2007 (a 25 percent increase), whereas enrollment in rural areas grew from 776,000 to 1.7 million students in the same period (125 percent). Primary level enrollment in rural areas represented 70 percent of total primary school enrollment in 2007, compared to 52 percent in 1992. Similarly, performance indicators have also improved but the gap between rural and urban sectors has only been slightly reduced. In 1992, the repetition rate in rural primary schools was 18.7 percent and has been reduced to 13.1 in 2007, compared to 12.8 to 7.7 percent in the case of urban areas. In the case of dropout rates, rural schools improved from 10.6 to 7.0 in the same period, while urban schools have kept it around 4.8 percent.

PRONADE has contributed to increasing coverage in rural primary schools by enrolling 90,613 additional students and adding 1,302 schools to the education system. Due to the absence of baseline indicators measuring PRONADE school efficiency indicators or student performance, it is difficult to determine if these schools also contributed to improve education quality in rural areas. Nonetheless, the main argument in this analysis is that PRONADE schools—given that they represent a significant part of rural primary enrollment—had an important role at increasing enrollment in rural areas, while slightly improving or maintaining school efficiency indicators. Given the student population enrolled in PRONADE schools, this is in itself an achievement. Regarding student achievement, lack of long-term comparable data make difficult to assess the impact of PRONADE schools, but data shows that the gap in student achievement between rural and urban areas are still significant.

In order to further this argument, Table 2 compares PRONADE school coverage, repetition and dropout indicators against national indicators shown in Table 1. Three main trends emerge from these indicators: (1) urban schools have lower repetition (in third grade) and dropout rates than rural schools; (2) repetition rates had a very slight decrease between 2004 and 2007, while dropout rates had a small increase; and (3) sixth grade enrollment in rural areas corresponds to less than 60 percent of enrollment in third grade, whereas in the case of urban areas this difference never exceeds 25 percent.

TABLE 1. Coverage and efficiency indicators 2004-2007, total
Third and sixth grade students of primary schools by sector and gender

Students	Third grade				Sixth grade			
	2004	2005	2006	2007	2004	2005	2006	2007
Urban total								
Enrollment	117,367	119,010	121,853	118,956	90,245	93,968	98,781	98,423
Repetition rate	8.1%	7.9%	7.3%	7.8%	1.6%	1.4%	1.4%	1.4%
Dropout rate	2.7%	3.8%	3.9%	4.3%	1.7%	2.5%	2.7%	2.9%
Urban female								
Enrollment	57,091	57,854	58,982	57,822	43,877	45,803	48,359	48,620
Repetition rate	7.2%	6.9%	6.4%	6.7%	1.5%	1.2%	1.1%	1.0%
Dropout rate	2.5%	3.6%	3.7%	3.9%	1.6%	2.5%	2.5%	2.7%
Rural total								
Enrollment	265,743	283,401	299,187	295,848	135,173	149,699	159,982	167,276
Repetition rate	11.6%	11.1%	10.6%	11.8%	1.6%	1.4%	1.4%	1.4%
Dropout rate	5.3%	5.9%	5.8%	6.0%	3.7%	4.5%	4.5%	4.8%
Rural female								
Enrollment	125,744	134,722	142,947	141,696	60,605	67,763	73,510	77,523
Repetition rate	10.8%	10.2%	9.7%	10.7%	1.5%	1.3%	1.2%	1.2%
Dropout rate	5.1%	5.8%	5.5%	5.7%	3.7%	4.6%	4.6%	4.8%

Source: *Plataforma Integrada de Información Social de Guatemala*

In this context, it is worth looking into the performance of PRONADE schools compared to other rural and urban schools Table 2 provides a comparison between PRONADE and other rural primary schools (both added represent the total number of students in rural areas).

TABLE 2. Coverage and performance indicators 2004-2007, PRONADE and other rural schools, third and sixth grade students of rural primary schools

Students	Third grade				Sixth grade			
	2004	2005	2006	2007	2004	2005	2006	2007
PRONADE								
Enrollment	61,543	69,825	72,859	71,209	30,477	33,954	34,186	36,133
Repetition rate	11.9%	10.8%	11.0%	12.8%	1.9%	2.1%	2.2%	1.8%
Dropout rate	5.4%	6.1%	5.6%	5.1%	5.0%	5.6%	5.0%	4.8%
Other rural schools								
Enrollment	204,200	213,576	226,328	224,639	104,696	115,745	125,796	131,143
Repetition rate	11.5%	11.2%	10.5%	11.5%	1.6%	1.2%	1.2%	1.3%
Dropout rate	5.2%	5.8%	5.9%	6.6%	3.2%	4.1%	4.3%	4.8%
PRONADE (female)								
Enrollment	29,276	33,562	34,745	34,218	13,275	14,933	15,431	16,451
Grade repetition rate	11.5%	10.4%	10.8%	12.1%	1.8%	2.0%	2.1%	1.7%
Dropout rate	5.5%	6.2%	5.4%	4.1%	5.3%	5.9%	5.1%	4.9%
Other rural schools (female)								
Enrollment	96,468	101,160	108,202	107,478	47,330	52,830	58,079	61,072
Grade repetition rate	10.6%	10.1%	9.3%	10.3%	1.4%	1.1%	1.0%	1.1%
Dropout rate	4.9%	5.7%	5.5%	6.2%	3.2%	4.2%	4.4%	4.8%

Source: *Plataforma Integrada de Información Social de Guatemala*

- Rural coverage increased from 2004 to 2007 and although PRONADE schools increase its relative participation compared to other schools in rural areas in some cases, the growth trend between both schools is similar.** From 2004 to 2007, PRONADE schools enrolled 9,700 and 5,700 additional students in third and sixth grade respectively, increasing its participation in total rural coverage from 22 to 24 percent in third grade but reducing its participation from 23 to 21 percent in the case of sixth grade students. In the case of female enrollment in rural areas, PRONADE increased its participation from 22 to 24 percent in third grade and reduced its participation in sixth grade from 22 to 20 percent. Therefore, PRONADE had an equally important role as regular rural schools in increasing rural enrollment.
- Grade repetition rates in rural areas for the third and sixth grade have only slightly changed.** From 2004 to 2007, overall primary level repetition rates in rural areas have been reduced from 15.3 to 13.1 percent. However, repetition rates in third and sixth grade have remained almost unchanged (under one percent in rural and urban areas). This suggests that repetition rates in Guatemala are higher in lower grades. This conclusion is similar for both gender groups.
- Dropout rates have slightly improved in the case of PRONADE schools.** PRONADE schools' dropout rates slightly declined between 2004 to 2007 for both male and female students. At the same time, there was an increase in urban schools and rural non-PRONADE ones. However, this reduction was too small to offset the overall increment of dropout rates

in rural areas, which increased from 5.3 to 6.0 percent. Moreover, dropout rates are, on average, higher in rural areas than in urban ones, suggesting that the gap between both areas has not been closed, although it has reduced slightly.

Quality

In the case of student achievement, data available allows comparing math and reading exams from a sample of students from PRONADE, urban and other rural schools, though with some limitations. Comparable data is only available for multi-grade schools for 2006-2007, but data in 2006 allows comparing with other schools in the system. In general, student achievement has been grouped into four categories: (i) failing, (ii) to improve, (iii) successful, and (iv) excellent. Table 3 includes the results of a sample of students at the national level.

TABLE 3. **6th Grade Student Math and Reading Exams** (percentage of total students, 2006)

	Mathematics (12,017 students)	Reading (9,799 students)
Failing	9.2%	17.6%
To Improve	53.0%	50.9%
Successful	32.2%	25.8%
Excellent	5.5%	5.7%

Table 4 shows the assessment results comparing PRONADE students to those of other rural students and to urban students. In 2006, with data available at the national level, PRONADE students achieving successful and excellent in reading totaled 15.6 percent, compared to 23.5 in non-PRONADE rural students and 41.1 percent in urban students. In mathematics PRONADE students had a smaller gap with non-PRONADE rural students but a very large gap with their urban comparison: PRONADE students totaled 25.4 percent in successful and excellent, compared to 29.3 percent in non-PRONADE rural students and 45.3 percent in urban students.

In terms of gender differences, among PRONADE students males and females had similar results in reading tests but males had a stronger performance in mathematics. At the same time, non-PRONADE female students had significantly better results than PRONADE female students: 16.2 percent of PRONADE students totaled successful and excellent in reading, compared to 31.3 percent non-PRONADE students. In mathematics, 20.5 percent achieved successful and excellent, compared to 40.5 percent of non-PRONADE female students. These gaps are much smaller, and sometimes favoring female students, when comparing only non-PRONADE students.

TABLE 4. Student achievement in reading and math test 2006-2007

2006	PRONADE			OTHER SCHOOLS			
	Male	Female	Total rural	Rural	Urban	Male	Female
READING							
Failing	31.1%	30.0%	30.6%	24.4%	9.5%	14.9%	17.4%
To improve	54.0%	53.8%	53.8%	52.1%	49.3%	49.8%	51.3%
Successful	12.8%	14.2%	13.5%	19.6%	31.2%	27.2%	24.9%
Excellent	2.2%	2.0%	2.1%	3.9%	9.9%	8.1%	6.4%
MATH							
Failing	11.4%	22.4%	16.7%	12.9%	5.9%	9.8%	8.3%
To improve	59.0%	57.3%	58.0%	57.8%	48.7%	54.4%	51.2%
Successful	26.6%	17.8%	22.6%	26.0%	37.9%	30.9%	34.2%
Excellent	3.0%	2.5%	2.8%	3.3%	7.4%	5.0%	6.3%

Source: Tests results at the national level 2006.

2007 (multi-grade)	PRONADE			OTHER RURAL SCHOOLS		
	Male	Female	Total rural	Male	Female	Total rural
READING						
Failing	38.2%	29.6%	34.1%	28.3%	21.9%	25.6%
To improve	49.5%	55.1%	52.2%	56.6%	58.8%	57.5%
Successful	11.3%	13.8%	12.5%	12.6%	16.5%	14.3%
Excellent	0.9%	1.5%	1.2%	2.5%	2.7%	2.6%
MATH						
Failing	5.2%	6.6%	5.9%	4.2%	7.3%	5.5%
To improve	43.9%	53.6%	48.5%	39.6%	52.5%	45.0%
Successful	44.8%	32.7%	39.0%	51.5%	36.8%	45.3%
Excellent	6.1%	7.1%	6.6%	4.7%	3.4%	4.2%

Source: Tests results of multi-grade schools 2007.

In the case of 2007 data, available only for multi-grade schools, 13.7 percent of PRONADE students achieved successful and excellent grade, while 16.9 percent of non-PRONADE school students achieved similar grade in reading test. This situation compares to 45.6 percent in math tests in PRONADE schools and 49.5 percent in NO PRONADE schools. Although data does not allow for an accurate comparison (not the same schools or the same students),⁴ PRONADE students in 2007 did better than the previous year in math test: 35.4 percent of students achieved successful and excellent in 2006 compared to 45.6 the following year. The situation is similar when comparing achievement rates between female and male students across years. However, this is not the case in the reading test, where the percentage of students practically not changed. Another observation, with the caveat of the comparison problems, is that the performance gap between PRONADE students and non-PRONADE rural students seem to have been reduced between 2006 and 2007 in the reading assessments, while remaining stagnant in mathematics.

⁴ Achievement tests were performed in a sample of schools, and they include some PRONADE schools. Since the sample was not specifically planned to test PRONADE school students achievement, the analysis selected PRONADE schools among the sample and compared to other schools. Therefore, it may be the case that PRONADE schools within this sample are not strictly comparable.

In general, this result is consistent with those of Valerio and Rojas (2004) who found that average scores for PRONADE students are lower than other public schools in urban and rural areas, but this factor may be explained by the “lower base from which many of the PRONADE students begin, and the relative disadvantaged position of the communities from where the students come.”⁵ A previous study,⁶ using test instruments developed by the UNESCO’s Regional Office in Latin American and the Caribbean (OREALC), found that PRONADE’s students scored lower than other comparable rural schools. Nevertheless, when these results corrected to include student’s background factors, the study found that PRONADE students achieved higher scores in Spanish tests.

Given the above data, including the comparison limitations, one can conclude the following:

- PRONADE clearly contributed to primary school coverage in Guatemala. Given MINED’s criteria for opening such schools, it is safe to assume that PRONADE reached remote areas that had lacked access to schooling before. This is likely the greatest contribution of these schools to Guatemala.
- There is lack of sufficient data to determine if PRONADE schools had an impact on student repetition and dropout rates, as compared to non-PRONADE schools. Available data shows that repetition rates were comparable to non-PRONADE schools in third and sixth grades, while drop-out rates were better among PRONADE students. At the same time, given the student group covered by PRONADE schools, simply maintaining indicators aligned with the national average may be an achievement in itself.
- In terms of student achievement, overall rural student performance is inferior to their urban counterparts. PRONADE students also fare slightly worse than their rural counterparts. Nonetheless, the available data indicates a significant improvement in the area of mathematics and closing the gap with non-PRONADE rural students in the area of reading.

School- based management through the COEDUCAS: an explanation of the PRONADE school performance?

Parents’ school boards in PRONADE schools (COEDUCAS) were an innovative school management modality implemented as part of the project. In a case study carried out in 2008⁷ MINEDUC analyzed the COEDUCA model as well as regular schools (*Juntas Escolares*).

⁵ Valerio, A., and C. Rojas (2004), “Education Decentralization and School Management by Local Communities: The Case of PRONADE” in The World Bank. *Guatemala— Equity and Student Achievement in Primary Education* Volumes I and II, Report No. 22691, Washington, D.C. **quoted in** Di Gropello, Emanuela (2006), “A Comparative analysis of school-based management in Central America, *World Bank Working Paper No 72*, Washington, D.C.

⁶ The World Bank (2004), *Guatemala—Equity and Student Achievement in Primary Education*, Volumes I and II, Report No. 22691, Washington, D.C. **quoted in** Di Gropello, Emanuela (2006), “A Comparative analysis of school-based management in Central America, *World Bank Working Paper No 72*, Washington, D.C.

⁷ *Estudio de Caso sobre COEDUCA y Juntas Escolares como Modalidades Innovadoras de Gestion Escolar en Guatemala*” KenQ Development Consulting. Febrero 2008.

Some of the main characteristics of the Parents' school boards in PRONADE schools (COEDUCAS) were:

- MINEDUC had a contractual relationship with the COEDUCA and the COEDUCA had a contractual relationship with the teachers. The contract defined the rights and obligations of each part. Parents had the responsibility to hire, pay, renew contracts, and fire teachers. Contracts were signed for one year and could be renewed by the COEDUCA.
- Teachers in PRONADE schools did not participate in the COEDUCAs, while teachers in regular schools had representatives in the Junta Escolar, which in principle would give parents greater independence versus teachers.
- In the case of PRONADE schools, supervision was done through the system created under PRONADE. PRONADE developed a well integrated supervision system, which was applied to follow up and support school management and involved all actors (teachers, students, schools and the COEDUCAS). This system was not under the umbrella of the departmental offices while the regular schools, its teachers and Juntas Escolares were supervised by the departmental offices.

School-based management through COEDUCAs brought the following results and lessons:

- COEDUCAS proved to be part of an effective strategy to decentralize resources and competencies from the state to civil society. The strategy was effective to increase access to primary education in rural areas and better focus MINEDUC's resources on the poorer populations.
- MINEDUC delegated all of the functioning aspects of the PRONADE schools to the COEDUCAS. The scope of responsibility of the COEDUCAS was broader than the scope of the *Juntas Escolares* (as indicated above) which managed the financial resources allocated to the schools for support programs.
- Rural communities strengthened its organizational and participation levels as a result of being responsible to manage school matters. There was a qualitative change in the community's organizational arrangements and in the participation arrangements as well. The study found the school boards worked with adequate levels of local democratic participation.
- Parent participation in the school life increased as a result of their involvement participation in the COEDUCAS. This brought two positive effects: a higher number of school days – which reached 180 in the case of PRONADE – and greater flexibility in the school calendar, in some instances, to better adapt to the needs of the community.

- Parents, through the COEDUCAs, have exerted a positive pressure on the teachers, pushing teachers to fulfill their obligations. This was due to their power to hire, pay, renew contracts, and fire teachers⁸.
- Parents demonstrated strong interest in managing the resources decentralized by MINEDUC. This contributed to improve the management of school resources, encouraging greater control on how the resources were spent.
- The main elements of a COEDUCA successful operation were: (i) team work and collaboration between parents, teachers and community members; (ii) participation in training workshops; and (iii) good follow up by the ISE.
- COEDUCAS have created social capital in the communities they worked for a longer period of time and the communities have viewed them as enabling local development.

⁸ *Juntas Escolares* are school boards which were created in regular schools to decentralize some functions to schools. According to the study previously mentioned on school-based management modalities, parents in the *Juntas Escolares* exerted certain pressure on teachers by monitoring teachers' activities through their presence in the schools. This contributed to improve the quality on the service provision.