



**USAID** | **GUATEMALA**  
FROM THE AMERICAN PEOPLE

# INCREASING EDUCATION ACCESS, QUALITY, AND EQUITY IN GUATEMALA

Latin American and Caribbean Education Profiles 1999–2004



## **PROFILES OF USAID EDUCATION DEVELOPMENT EFFORTS: INTRODUCTION TO THE SERIES**

This publication is one in a series profiling the recent work of the United States Agency for International Development (USAID) in the education sector in Latin America and the Caribbean (LAC). It is intended for all who are interested in learning more about USAID, international development, and education activities in the LAC region. While USAID currently has offices or development activities in 17 countries throughout the region, its education development efforts are concentrated in eight: the Dominican Republic, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Nicaragua, and Peru.

The purpose of the series is to provide information on how the U.S. government is responding to diverse education needs in these countries through a variety of initiatives—ranging from innovative projects that increase educational access for underserved populations to efforts to foster policy dialogue and better decision-making in the sector. Bringing these initiatives to life typically requires coordination with and participation from a variety of international, national, and local partners.

The publications highlight USAID efforts in these countries during a five year period, 1999–2004. Each profile treats one country and includes a succinct analysis of key problems that limit access to quality education there, defining those challenges within historical, political, and social contexts. The publication outlines USAID's strategies for targeting its education investments, describes specific projects for addressing key issues, and shares lessons learned/best practices to improve future programming.

## **ACKNOWLEDGEMENTS**

The Education Team of the Bureau for Latin America and the Caribbean expresses its gratitude to the dozens of officials at the USAID missions in the Dominican Republic, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Nicaragua, and Peru who gave generously of their time in welcoming the editorial team to the host countries, squiring the team's writers and researchers throughout the missions, furnishing ample information and photographs, and reviewing the documents through successive iterations to ensure that the information herein would not only be factually accurate but also portray the true spirit of the featured missions.



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Education Profiles 1999–2004



Literacy facilitator in village  
of San Juan Ostuncalco,  
Quetzaltenango.

**COVER:** Students on scholarship at Universidad Rafael Landívar,  
Guatemala City.

All images courtesy of U.S. Agency for International Development.

# GUATEMALA AT A GLANCE



## GEOGRAPHY

**Total Population:** 12.7 million (mid-2004 estimate)

**Land Area:** 108,430 sq. km (slightly smaller than Tennessee)

**Capital:** Guatemala City (metropolitan area population: 2.66 million—2003 estimate)

## GOVERNMENT

**Government Type:** Constitutional democratic republic

**Current President:** Oscar Berger, elected to a four-year term in November 2003, inaugurated January 2004

## ECONOMY

**Total Gross Domestic Product:** US\$23.3 billion

**Per Capita Gross National Income:** US\$1,740 (third-most unequal income distribution in the world)

**Population Living on Less Than US\$2 a Day:** 57 percent (21.5 percent lives in extreme poverty [less than US\$1 a day]—2002 estimate)

**Human Development Index:** .652 (compared with .777 LAC regional average—2001 estimate)

**Overall Donor Assistance:** US\$968 million per year (excluding debt relief—2002 estimate)

## HEALTH AND CULTURE

**Median Age:** 18.4 years

**Life Expectancy at Birth:** 66 years

**Annual Population Growth Rate:** 2.8 percent

**Chronic Malnutrition:** 49 percent of children under 5

**Languages:** Spanish 60 percent, Amerindian languages 40 percent (23 officially recognized Amerindian languages, including K'iche', Kaqchikel, Mam, Q'eqchi')

**Official Language:** Spanish

**Ethnic Groups:** Ladino (mestizo Spanish-Indian) 55 percent, indigenous 43 percent, other 2 percent

## EDUCATION

**Compulsory Education:** 8 years (ages 7-14)

**Literacy Rate:** 70.6 percent (female: 63.3 percent/male: 78 percent)

**Primary Completion Rate (Gross):** 63.3 percent (2003 estimate)

**Secondary Completion Rate:** 10.1 percent (female: 11.7 percent/male: 8.8 percent)

**Primary Net Enrollment:** 89.2 percent (2003 estimate)

**Lower Secondary Net Enrollment:** 29 percent (2003 estimate)

**Tertiary Net Enrollment:** 14.3 percent (2000 estimate)

**Public Expenditures on Education Sector:** 2.63 percent of GDP (2003 estimate)

## **GUATEMALA AT A GLANCE**

**GUATEMALA'S PRESIDENT OSCAR BERGER ASSUMED OFFICE IN JANUARY 2004 AND IDENTIFIED BETTER EDUCATION AS AN IMPERATIVE TO REALIZING HIS GOAL OF EMPLOYMENT AND WELL-BEING FOR ALL GUATEMALAN CITIZENS.**

Education has become incrementally more accessible in Guatemala in recent years. But nearly a decade after a 36-year civil war, cultural and economic gaps persist. Only 30 percent of rural students complete third grade, and two thirds of Maya first graders are taught by instructors who neither understand nor speak the children's maternal languages. In addition to lack of access, poor teacher training and insufficient resources plague the system.

From 1997 through 2004, USAID's education program in Guatemala sought to dissolve language and cultural barriers by increasing access to intercultural bilingual education (IBE), to allay geographic disadvantages by improving educational services to rural communities, and to reduce inequities by developing policies sensitive to gender and cultural diversity. The number of children in schools directly affected by USAID basic education programs increased from 266,000 in 1999 to 426,000 in 2003. IBE has proven a cost-effective delivery strategy for educating rural indigenous children in their mother tongues before teaching them further skills in Spanish. Culturally appropriate interactive education materials have also been effective at relatively little cost, even in remote and resource-poor areas. In 2004, USAID/Guatemala shifted its emphasis to policy reform, advocacy and alliance building to promote increased and improved social sector investments.

### **USAID/Guatemala's 2004–2009 Country Strategy:**

- 1) Emphasizes increased and improved social sectors and transparency.**
- 2) Fosters policy dialogue to increase public and private investments in education.**
- 3) Improves the efficiency of expenditures and equity of resource allocation.**
- 4) Expands decentralized services.**

**USAID/GUATEMALA HAS MOVED FROM FACILITATING ON-THE-GROUND PROGRAMS TO FOSTERING A STRONGER OVERALL EDUCATION SECTOR.**

“The quality and relevance of primary and secondary schooling in LAC countries continue to cause concern, as the majority of students attend weak and underfunded schools and fail to acquire basic skills in mathematics, language, and science. Fewer than 30 percent of students in the region complete secondary school, and many of those who do finish lack the skills to compete in the workplace—let alone in an increasingly competitive global economy. USAID programs are improving educational systems by developing innovative pilots and more effective service delivery models, many of which are being expanded by host governments and multi-lateral development banks.”

—Senate Testimony of Adolfo Franco,  
USAID Assistant Administrator for  
the LAC Bureau, March 2004

#### MESSAGE FROM THE DIRECTOR OF USAID/GUATEMALA

“I sincerely believe that our focus on rural basic education in Guatemala is on target. Guatemala has among the lowest human development indicators in the Latin America and Caribbean region. USAID is investing in basic education in Guatemala because we know that education is the keystone to a stable society. Expanded and improved education is inextricably linked to more equitable economic growth, reduced poverty, and strengthened democracy and civil liberties—all of which Guatemala desperately needs. Within the framework of basic education, I believe that our best return on investment is improved and expanded girls’ education. An educated girl is the keystone of development. We have seen the impact of education of girls on critical health indicators such as reduced infant and maternal mortality. I am pleased to say that in the next strategy period USAID will focus on increasing social sector investments to ensure primary education for all children in Guatemala.”

—Glenn E. Anders

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# PART I

## BACKGROUND AND OVERVIEW

### EDUCATION CONDITIONS IN GUATEMALA

In the past decade, and particularly since the 1996 Peace Accords,<sup>1</sup> the Government of Guatemala (GOG) has made notable progress in extending education to improve opportunities for the country's future generations. The new administration of President Oscar Berger, who took office in January 2004, has identified social investment—including education—as one of his pillars<sup>2</sup> contributing to the national goal of employment and well-being for all Guatemalan citizens. While this political commitment is key to future progress, the nation's education system is still characterized by insufficient coverage, poor quality, centralized decision-making, little accounta-

bility, urban concentration of resources, and ethnic and gender inequities. With some of the worst education statistics in the region, Guatemala faces enormous challenges.<sup>3</sup>

Net primary school enrollment has risen substantially, from 72.0 percent in 1991 to 89.2 percent in 2003, though nearly two million children (ages 5–18) still do not attend school. Few children are enrolled at the preschool (43 percent), junior high (28 percent), and high school (16 percent) levels. Deficiencies in educational quality, related to poor teacher preparation and insufficient resources, lead 76 percent of all rural children who enter first grade to drop out before completing primary school, which ends at sixth grade. This situation is exacerbated by poor health conditions, child malnourishment, and child labor, since many poor children must contribute to their family's income. Almost half of all

<sup>1</sup> One of the longest and seemingly most intractable civil wars in Latin America was brought to an end by the signing of the Peace Accords between the Guatemalan government and the *Unidad Revolucionaria Nacional Guatemalteca* in December 1996.

<sup>2</sup> The other pillars consist of improving conditions for 1) production, 2) security, and 3) environmental sustainability.

<sup>3</sup> For an excellent overview (in Spanish) of educational progress in Guatemala, see the Partnership for Educational Revitalization in the Americas 2002 national "report card" at [www.preal.cl/prog\\_educativo/RCGuatem.pdf](http://www.preal.cl/prog_educativo/RCGuatem.pdf).



Students engaged in literacy training, central San Juan Ostuncalco, Quetzaltenango.

students fail first grade; these children are more likely to fail again and eventually drop out.

At all levels of schooling, the poor—particularly girls and rural indigenous children of both genders—have less access to basic education. These gender and cultural gaps are most pronounced by comparing the average education levels of urban, nonindigenous males (8.0 years) with rural, indigenous females (1.2 years). Two thirds of Maya first graders are taught by teachers who neither understand nor speak the children's maternal languages, and only 19 percent of primary students have access to intercultural bilingual education.

Though 60 percent of urban students will complete third grade, only 30 percent of rural students will do so. Sixth grade completion has minimally improved, and only 1 of 10 children who enters 1st grade is promoted to the 10th grade. This legacy persists throughout life, since primary education is insufficient preparation for modern jobs in the globalized economy, and the average rural worker has been schooled for only 2.1 years. Workforce competition will only intensify in the future, with passage of the Central American Free Trade Agreement.

The USAID/Measuring Educational Indicators and Results (MEDIR) project estimates the public financing needed to address Guatemala's education problems is more than double the current levels.<sup>4</sup> In 2002, GOG education sector expenditures accounted for only 2.6 percent of gross domestic product, far behind the investment

needed for universal coverage and well below the levels of other governments in the region. Moreover, a large portion of existing scarce resources was wasted in 2002, with 21.2 percent of the Ministry of Education budget spent on first grade inefficiency, and 42.4 percent on overall inefficiency at the primary level.

Guatemala lacks mobilized constituencies capable of influencing government education policy and resource allocation decisions, however, interest and commitment to education reform are emerging among government authorities, civil society organizations, and opinion leaders. This mobilization is a strategic area to which USAID/Guatemala will now dedicate more attention.

## USAID REGIONAL STRATEGY

In response to dramatically reduced region-wide funding levels—from \$190 million in 1990 to \$52.7 million in 2004—USAID education programming in Latin America and the Caribbean (LAC) has shifted from large national programs to smaller, targeted geographic areas and an emphasis on policy dialogue. Bilateral mission education activities are based on four overarching regional objectives: improved *access*, *equity*, *efficiency*, and *quality*. The LAC Regional Education Program, based in USAID/Washington, supports initiatives under the Summit of the Americas,<sup>5</sup> the promotion of education reform in

<sup>4</sup> USAID/MEDIR. 2003. *Educación en Guatemala, Situación y desafíos: Retos para alcanzar educación para todos*. CD-ROM.

<sup>5</sup> For background information on the Summit of the Americas, see [www.usaid.gov/regions/lac/summit.html](http://www.usaid.gov/regions/lac/summit.html), [usinfo.state.gov/regional/ar/summit/](http://usinfo.state.gov/regional/ar/summit/), and [www.americasnet.net](http://www.americasnet.net).

the region, and the Intermediate Results of 1) improved environment for education reform, 2) improved skills of teachers and administrators, and 3) improved relevance and skills of workforce.

The four education programs in El Salvador, Guatemala, Honduras, and Nicaragua now operate under the framework of the Central America and Mexico (CAM) Regional Strategy. The CAM strategy directs bilateral and regional USAID investment toward three performance arenas—just and democratic governance, economic freedom, and investment in people—closely aligned with Millennium Challenge Account<sup>6</sup> goals. As a result, USAID education activities in Central America are now centered on achieving:

- Improved access, quality, and efficiency of basic education.
- Increased and more effective decentralized investments in education.
- Increased and more efficient expenditures by ministries of education.
- The establishment of private sector alliances.
- Greater community involvement in education.
- Innovative approaches to increasing and improving educational opportunities.

## USAID/GUATEMALA: HISTORY AND STRATEGIES IN EDUCATION

The U.S. government has been active in Guatemala's education sector since the first cooperative agreement was established with the GOG in 1954. USAID is currently the largest bilateral education donor. Activities over the past five years have been guided by two USAID Country Strategies—the first from 1997 through 2004 (extended to coincide with the GOG's Peace Calendar), and the latest from 2004 through 2009.

The previous strategy supported the commitments to education reform presented in the 1996 Peace Accords, with particular attention to the indigenous population who suffered most during the nation's 36-year civil war. USAID activities were organized under the Strategic Objective "a better educated rural society," with the tenet that increased access to quality educational services in rural indigenous areas would provide children with greater opportunity for eventual economic, social, and political participation.

The strategy concentrated on key elements of educational quality, access, efficiency, and equity, with special emphasis on multi/interculturalism and gender equity. Projects were concentrated in three areas: 1) increased access to intercultural bilingual education (IBE) in the Quiché department,



**Young woman writing in literacy notebook, San Juan Ostuncalco.**

<sup>6</sup>The Millennium Challenge Account is a Bush administration initiative to increase assistance to those developing countries whose governments rule justly, encourage economic freedom, and invest in their people. For more on this initiative, see [www.mca.gov](http://www.mca.gov), [www.usaid.gov/mca](http://www.usaid.gov/mca), and [www.whitehouse.gov/infocus/developingnations/millennium.html](http://www.whitehouse.gov/infocus/developingnations/millennium.html).



**Graduation ceremony,  
Universidad Rafael Landívar.**

2) greater educational services for rural communities, and 3) development of policies sensitive to gender and cultural issues.

The 2004–2009 Guatemala Country Strategy is narrower, reflecting the end of Economic Support Funds<sup>7</sup> for the peace process. The overall resources available for education are lower, with 2004 funding (\$2.6 million) only 29 percent of the total 1999 level. Development Assistance (DA) funding<sup>8</sup> has remained relatively constant over this period, except for a one-year near doubling of DA funding (awarded in recognition of good performance) in 2003.

In the face of reduced funding, USAID has sought ways to tighten its belt. Responding to the new CAM Regional Strategy—which calls on USAID missions to move from service delivery to policy reform efforts—education assistance in Guatemala will now emphasize increased and improved social sector investments and transparency. Policy dialogue will be directed at 1) increasing public and private investments in education, 2) improving the efficiency of expenditures and equity of resource allocation, and 3) expanding the decentralization of services. Mission efforts will be concentrated at the national level to help the GOG deliver effective educational services (emphasizing improvements in the quality and efficiency of basic education) and improve its legislation, policies, and strategies toward an accountability-based education system.

Promoting effective advocacy, policy dialogue/reform, and key stakeholder alliances will be essential to mobilizing more resources for improved education access, particularly in poor, rural indigenous areas. USAID assistance will also be used to leverage private sector and local funds for expanding basic education services and to increase the active participation of civil society in decision-making and management. USAID/Guatemala has thus redefined its primary objective from facilitating on-the-ground service delivery and pilot and demonstration projects to fostering a stronger environment for the education sector as a whole.

## OVERVIEW

Part 2 of this report profiles four of USAID/Guatemala's many projects. A list of suggested reading about other USAID projects in Guatemala—as well as more about the four projects featured herein—appears at the end of this publication.

The *Proyecto Acceso a la Educación Bilingüe Intercultural* (or PAEBI) addresses the most significant obstacle to Maya children's success in school—the lack of academic instruction in their native languages. The project teaches students to master the basic language skills of understanding, speaking, reading, and writing in their first language—a proficiency that launches them toward mastering the same skills in Spanish. *Proyecto Enlace Quiché* has sought to preserve and invigorate the

<sup>7</sup>The Economic Support Fund is an appropriation account for funding economic assistance to countries based on considerations of special economic, political, or security needs and U.S. interests.

<sup>8</sup>Under chapters 1 and 10 of the Foreign Assistance Act, DA is designed primarily to promote economic growth and equitable distribution of its benefits.

Maya cultural and linguistic heritage of the Quiché region while empowering rural communities to move into the modernized, information-based world. If you can't measure your achievements, you don't know what they are; thus the *MEDIR* project (named for the Spanish word meaning "to measure") has monitored and evaluated the performance of bilingual schools throughout 14 of Guatemala's 22 departments. *Edumaya* has sought to increase scholarship programs to indigenous students. Finally, the *Centers of Excellence for Teacher Training (CETT)* Program is improving reading instruction in grades 1–3.

Part 3 spells out the impact of USAID education activities in Guatemala over the past five years, such as the 60 percent increase in the number of Guate-

malan children benefiting from USAID basic education programs. It lists 12 lessons learned from the various USAID/Guatemala projects, explaining (among many other things) that the creation of learning environments requires collaboration from all key actors (including students), that intercultural bilingual education increases enrollment and student achievement, and that teacher training programs whose methodologies will benefit the teachers themselves are the programs whose principles will survive when teachers return to the classroom. The section concludes with an overview of what USAID plans to achieve in Guatemala by 2008 through concentrating on social sector investments, transparency, and educational accountability.

#### MESSAGE FROM USAID/GUATEMALA EDUCATION OFFICER

**“We have accepted the monumental challenge of supporting Guatemala’s implementation of the 1996 Peace Accords that mandate improved and expanded access to education for rural indigenous peoples. The national statistics, as disconcerting as they are, blur the real education story in Guatemala, where more than 75 percent of rural indigenous women are illiterate, where only 1 out of every 3 rural indigenous children goes to school, and where fewer than 2 of every 10 rural indigenous children who enter primary school graduate from sixth grade. USAID has been a trailblazer in the education sector. USAID has led the donor response to ensure quality primary education for all children, to reduce the significant gender and ethnic gap, to improve passing and retention rates, and to increase both public and private sector commitment to fundamental areas such as bilingual and girls’ education. It is imperative that we continue to support this critical sector that so profoundly affects all other areas of development.”**

**—Julia Becker Richards**



# PART 2

## ACTIVITY PROFILES

### **PAEBI**

ACCESS TO INTERCULTURAL BILINGUAL EDUCATION

### **PROYECTO ENLACE QUICHÉ**

IMPROVING INTERCULTURAL BILINGUAL EDUCATION  
THROUGH INFORMATION COMMUNICATION TECHNOLOGY

### **MEDIR**

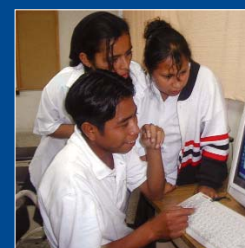
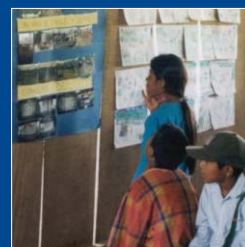
MEASURING EDUCATIONAL INDICATORS AND RESULTS

### **EDUMAYA**

UNIVERSITY SCHOLARSHIPS, COMMUNITY MODELS OF  
EDUCATION, AND ADULT LITERACY

### **REGIONAL PROJECTS**

CENTERS OF EXCELLENCE FOR TEACHER TRAINING





**Students in Access to Intercultural Bilingual Education Project, rural Quiché.**

# PAEBI

## **PROYECTO ACCESO A LA EDUCACIÓN BILINGÜE INTERCULTURAL ACCESS TO INTERCULTURAL BILINGUAL EDUCATION PROJECT**

**Implemented by World Learning with Save the Children**

**Dates: April 1999 to March 2005**

**Funding: \$10,186,564**

### **WHAT EDUCATION PROBLEMS MUST BE ADDRESSED?**

Development challenges in the rural department of Quiché are substantial, with 96 percent of the population living in conditions of poverty. The overall illiteracy rate in Quiché is 60.4 percent (70.7 percent for women), compared with the national average of 29 percent. Most children begin school unable to speak or understand Spanish—the country's official language, which is used in schools. Other challenges include high primary school dropout, poorly qualified teachers, and a severe shortage of materials. Additionally, few sixth grade graduates continue their studies because they lack access. Junior high school net enrollment is 28 percent.

### **WHAT IS USAID DOING TO RESPOND?**

PAEBI responds to the need to improve the quality of education in Quiché, where most people speak either K'iche' or Ixil as their first language. The project is implemented in cooperation with the Ministry's General Directorate for Intercultural Bilingual Education and national non-governmental organizations (NGOs).

Several strategies are used to facilitate the learning process: teacher training to better prepare them for work in a bilingual environment; development of culturally appropriate educational materials; promotion of parent/community participation in education and school management; development of an appropriate methodology for pre-school children; helping foster better intercultural bilingual education (IBE) policies and program coordination; and increasing public awareness regarding the importance of IBE.

### **WHAT IS THE OBJECTIVE OF THE PROGRAM?**

The overall goal is to build a better educated rural population, with emphasis on the Quiché department. PAEBI's principal objective is to improve the quality and equity of educational services at the pre-primary and primary levels, while also diminishing schools' failure rates (absenteeism, desertion, and repetition) through increased access to quality intercultural bilingual education. Activities are undertaken throughout Quiché, with special attention on 300 model and pilot school communities—all aimed at improving children's learning.

## WHAT ACTIVITIES ARE INVOLVED?

Training is based on a “cascade” method, whereby technical coordinators train field workers, who then replicate the sessions in communities. The following strategies were based on field research and tested in the school communities:

- Train teachers, directors, Ministry of Education (MOE) administrators, parents, and teacher trainees in innovative pedagogical strategies.
- Design and produce IBE modules, lessons, and materials relevant to Maya students and communities.
- Increase community participation in educational decision-making processes, promoting women’s leadership and parent participation in school committees.
- Pilot a set of low-cost and easy-to-apply classroom strategies designed to reduce first grade student absenteeism, repetition, and failure and to increase learning and school success.

- Improve IBE-related educational policy on departmental, regional, and national levels.

## WHAT HAS BEEN ACCOMPLISHED?

The project has produced radio programs in Spanish, K’iche’, and Ixil—as well as seven issues of the bilingual teachers’ magazine *Ri Qatzij*—to inform the school community about IBE experiences, best practices, and successful instructional techniques. It produced two videos to promote IBE, to be used as a methodological tool to train bilingual teachers. PAEBI designed an educational software package for first through third graders to make Mayan language instruction interactive and entertaining. The package was chosen among 800 multimedia projects for the United Nations World Summit Award for best e-content and creativity.<sup>9</sup>

As a result of PAEBI, teachers’ attitudes and classroom practices have improved. Women are participating more in the education process. Preschool education is more robust. Parents are active participants in their children’s learning both in school and at home.

The project has worked with more than 600 parent committees to fortify their educational decision-making and with 4,000 leaders and 21,000 parents to increase their awareness in IBE. Parents’ participation is evident by their concern for increased student retention and promotion, improved understanding of the need for IBE, monitoring of teachers’ performance, awareness of parents’ and teachers’ rights and responsibilities, and organization of parents’ associations.

More than 1,500 primary and preschool teachers, principals, and MOE technical assistants and supervisors have been trained in IBE practices through university-accredited diploma programs. Nearly 8,300 teachers have been trained through short courses in IBE- and educational quality-related topics. Preschool teachers have been trained in and are actively using an integrated methodology and materials centered on traditional Maya stories and cultural lore. More than 850 women have received training in school management and ways to support their children’s education at home. Almost 600 women participate in literacy training programs. These activities have increased women’s participation in school organizations and improved the support they provide their children with schoolwork.

Promotion rates have increased significantly (from 51 percent to 66 percent in the first year) in the 51 rural schools selected to pilot *Salvemos Primer Grado* (Save First Grade). Teachers now have tools to help ensure accountability in the classroom. Trained in the use of classroom management and hands-on educational materials, they now are much better able to incorporate the children’s home language in their instruction.

<sup>9</sup> World Learning for International Development, 2004. *The Current* (Winter), 7.



Students in rural Quiché learning through information technology.

# PROYECTO ENLACE QUICHÉ

## QUICHÉ NETWORKING PROJECT IMPROVING INTERCULTURAL BILINGUAL EDUCATION THROUGH INFORMATION COMMUNICATION TECHNOLOGY

Implemented by the Academy for Educational Development under LearnLink (phase 1);  
Education Development Center with AED under Dot-EDU (phase 2)

Dates: January 2000 to February 2002; June 2002 to February 2004

Funding: \$1,000,381; \$999,956

### WHAT EDUCATION PROBLEMS WERE ADDRESSED?

Home to 23 indigenous Maya, Xinca, and Garífuna cultures, Guatemala is multiethnic, multicultural, and multilingual. Though many students start school with little knowledge of Spanish, fewer than 20 percent of schools offer bilingual education. This mismatch is particularly pronounced in the Quiché department, where 86 percent of inhabitants are indigenous and represent at least nine distinct linguistic groups. The challenge was to ensure that educational policy and planning were in line with the country's multilingual and culturally pluralistic configuration, particularly in those areas most affected by years of armed conflict and social exclusion.

### WHAT DID USAID DO TO RESPOND?

To address multicultural differences while simultaneously teaching skills that open opportunities in the global marketplace, USAID supported a pilot

project that was meant to determine, test, and demonstrate ways in which information and communication technologies (ICTs) can support IBE.

### WHAT WAS THE OBJECTIVE OF THE PROGRAM?

The purpose of Enlace Quiché in Guatemala was to contribute to the peace process by helping build a better educated rural society through strengthening access to quality IBE in Quiché. The overarching aspiration was to preserve and invigorate the Maya cultural and linguistic heritage of the Quiché region while empowering rural communities to move into the modernized, information-based world. The project objective was to strengthen the training of intercultural, bilingual educators through the use of ICTs. It provided both physical and technological infrastructure to teachers and communities to improve the quality of education through training and curriculum development. Instruction was strengthened in Mayan language literacy and cultural concepts—as well as first- and second-language learning—to bridge the gap between home and school.

## WHAT ACTIVITIES WERE INVOLVED?

The main components during the project's first phase (under USAID/LearnLink) and second phase (under USAID/Dot-EDU) were:

- Preparing culturally sensitive learning materials in K'iche' and Ixil and ICT educational materials in seven Mayan languages.
- Providing in-service teachers with access to ICT tools to produce early childhood development materials and training future teachers in bilingual instruction methods through the application of innovative multi-media software.
- Extending ICT access to rural indigenous communities and improved access to IBE and educational technologies for teachers and community members through the establishment of 12 fully operational Bilingual Education Technology Centers of Excellence (CETEBIs), complete with technical support.
- Establishing and equipping CETEBIs with interactive learning software in schools in Quiché.
- Increased dialogue and support from the MOE for the integration of bilingual education technology at the local, regional, and national levels.
- Professional development of educators and improved educational quality through teacher training in computer technology, bilingual materials creation and production, and Maya culture and language, as well as establishment of a virtual bilingual educator network.

## WHAT HAS BEEN ACCOMPLISHED?

The project has sparked tremendous interest throughout Guatemala in the uses of technology. Many leaders in the bilingual education movement now endorse the need for ICTs, and there is growing interest in applying ICTs as tools to achieve social and educational goals. A total of 1,954 students, teachers, parents, and partners were trained during phase 2.

Enlace Quiché fostered production of local materials through a host of strategies. It built capacity in partner institutions (such as the Mayan Languages Academy of Guatemala) to create their own interactive digital materials. It worked with teachers and students to create print and digital materials in CETEBIs. In all, 14 CD-ROMs, four storybooks, two teacher training guides, and various training materials were created during both phases of the project. A CD-ROM, designed for grades K–3, presents interactive Maya cultural scenes that allow students to strengthen their native language use. The World Summit on the Information Society recognized the program (developed in partnership with PAEBI) as one of the top digital contents in the world, bringing “a new dimension to bilingual intercultural education.”

Mini-CETEBIs were opened in 16 rural elementary schools. This was done as a joint project (see the aforementioned PAEBI project) to enable newly trained teachers to apply their computer skills with students from grades K–6. The mini-CETEBIs were granted to the parent groups who oversee the functioning of the schools. Fully equipped CETEBIs were established in 12 teacher training schools for students in pre-service education programs and are open to the public after school hours. Initially supported by USAID project funds, the centers are now financially and administratively independent based on income from user fees.

As a sustainability strategy, Enlace Quiché evolved from a USAID-funded project to an independent Guatemalan NGO in 2003. The mission of Asociación Ajb'atz' Enlace Quiché is to reach the full potential of human capacity through the use of ICTs adapted to the local culture. The group is building on Enlace Quiché's momentum and expanding in new areas.



**Student and MEDIR evaluator at project in rural Quiché.**

# MEDIR

## MEASURING EDUCATIONAL INDICATORS AND RESULTS

Implemented by American Institutes for Research with Juárez and Associates (phase 1); Juárez and Associates (phases 2 and 3)

Dates: June 1998 to May 2003; July 2003 to November 2004; May 2004 to March 2005

Funding: \$1,632,957; \$859,255; \$750,000

### WHAT EDUCATION PROBLEMS MUST BE ADDRESSED?

The catalyst for the project was a demonstrated need to build the capacity of the education community in monitoring and evaluation (M&E) and applied research, thereby providing the basis for analyzing elements that affect the performance and quality of the Guatemalan education system and, in particular, IBE.

### WHAT IS USAID DOING TO RESPOND?

MEDIR was designed to provide USAID and its governmental and NGO partners with useful information about the state of the Guatemalan education sector and lessons learned related to the impact of USAID-Ministry of Education activities. The project directly supports USAID's efforts to improve IBE in the Quiché department and other rural indigenous departments and to promote better education policies and strategies in Guatemala.

### WHAT IS THE OBJECTIVE OF THE PROGRAM?

The overall goals of MEDIR (in Spanish, "to measure") are to 1) strengthen local capacity for carry-

ing out applied research and M&E activities in education, and 2) monitor the performance of bilingual schools. Activities are designed to improve and expand the dialogue on educational quality for underserved populations, to encourage positive changes in classroom practice, and to foster educational policies that will lead to better student performance.

### WHAT ACTIVITIES ARE INVOLVED?

The first phase of MEDIR<sup>10</sup> led a five-year effort to build the capacity of national, regional, and local administrators, teachers, researchers, and other key stakeholders to assess individual and system performance in delivering bilingual education to Mayan children. Phase I strengthened key organizations, especially the MOE's Directorate for Bilingual Intercultural Education (DIGEBI). While MEDIR's geographic emphases are Quiché and other departments in which DIGEBI works, its capacity-building and policy dialogue work has reached national levels.

<sup>10</sup> Under the Improving Educational Quality II Project.

Major actions from 1998 to 2003 included:

- Evaluating bilingual and bicultural education services offered in Quiché; using the M&E work as a pilot to replicate in other departments in which DIGEBI works.
- Helping bilingual educators collect data on IBE school characteristics and performance indicators; developing tools to measure education quality.
- Strengthening the methodological capacity of IBE investigators and evaluators; developing a national IBE monitoring system.
- Analyzing key statistical information; disseminating evaluation and research findings for different audiences within the education community.
- Producing and disseminating a CD-ROM and PowerPoint presentation, "Education for All: Will We Arrive Where We Want to Go?" The policy dialogue tool contains presentations designed for different audiences: educators, researchers, NGO leaders, media, private sector leaders, elected government officials. Each presentation is accompanied by speakers' notes.

Under the second and third phases<sup>11</sup> of MEDIR (2003–2005), USAID is implementing education policy reform

activities that support ongoing national dialogue, advocacy, and constituency building processes. This in turn builds on the project's M&E and dissemination strengths. MEDIR incorporates many mutually reinforcing components: reliable data and information generation; evidence-based policy analysis; and information, education, and communication strategies to broadly disseminate data and information. Operations research includes 1) the determinants of first grade failure in rural schools, 2) the effectiveness of the MOE's education decentralization strategies at the community level, 3) learning achievement of boys and girls in first and third grade, and 4) teachers' proficiencies in basic skill areas.

## WHAT HAS BEEN ACCOMPLISHED?

MEDIR has been a crucial information resource for a wide range of entities involved in the education reform process, promoting both understanding of and support for gender equity and IBE efforts in Guatemala. The project has fostered a heightened respect for the importance and application of research. It also has made an invaluable contribution to the coverage and quality of education services, particularly to underserved populations.

A salient accomplishment is the creation of a national M&E system to analyze bilingual education indicators. This system now operates in 14 of Guatemala's 22 departments.

Public awareness of key education reform issues has increased, thanks to MEDIR's social communication efforts. The project has also successfully converted public resistance to support on critical approaches to improving education indicators (e.g., IBE, gender equity, community/parent involvement in school management). Moreover, organizations and leaders are now proponents of education reform approaches they once opposed. One tangible example of increased support for education reform was the effective use of the data by commercial leaders to persuade the National Advertising Council to direct a national 20-year campaign on education as the first priority in Guatemala.

<sup>11</sup> The current phase is funded by USAID's Office of Women in Development.



Edumaya scholarship students.

# EDUMAYA

## UNIVERSITY SCHOLARSHIPS, COMMUNITY MODELS OF EDUCATION, AND ADULT LITERACY

Implemented by Universidad Rafael Landívar (URL)

Dates: December 1997 to December 2004

Funding: \$14,067,000

### WHAT EDUCATION PROBLEMS WERE ADDRESSED?

Guatemala's prolonged civil war displaced or made refugees of more than a million people. Once the war ended, tens of thousands returned to Guatemala to reestablish their lives. The Peace Accords mandated that education and training programs be implemented to redress inequities, especially for disenfranchised populations, and provide the foundation for broad-based social, political, and economic participation.

### WHAT DID USAID DO TO RESPOND?

USAID's education strategy under its Special Peace Objective supported the commitments to education reform presented in the Peace Accords on the Rights and Identity of Indigenous Peoples and the Accord on Socioeconomic Aspects and the Agrarian Situation. Activities were specifically designed to contribute to the major expansion of educational coverage mandated by the Accords, to raise the quality of education, and to increase the capacity of the Ministry of Education.

### WHAT WAS THE OBJECTIVE OF THE PROGRAM?

The overall goal was to provide greater access to education services for rural communities in the Peace Zone.<sup>12</sup> Scholarship students representing the country's 24 ethnolinguistic groups have participated in 36 different university degree programs at URL campuses throughout the country. Though the original target was to prepare 500 university graduates, more than 1,200 indigenous men and women completed university degree programs. Edumaya complements various other scholarship programs supported by USAID/Guatemala.

### WHAT ACTIVITIES WERE INVOLVED?

- Promotion of community models of schooling.
- Training of community promoters to become certified pre-primary and primary bilingual education teachers.
- University scholarships for indigenous men and women to study in academic fields needed for the

<sup>12</sup> After the Peace Accords, areas of the country that had suffered the greatest impact from the armed conflict were collectively renamed the Peace Zone.

implementation of Peace Accords mandates.

- Outreach and leadership skills training for the program graduates to further their social, cultural, economic, and political participation at local and national levels.
- Implementation of a literacy component based on integrated community literacy (ICL) methodology developed under the USAID-sponsored *Comunidades Mayas Alfabetizadas*<sup>13</sup> (or COMAL) program. The literacy packages incorporated strategies to foster low desertion and high promotion rates for youth and adult participants, especially women. Highly participatory and based on participants' experiences, ICL uses learner-generated materials and provides learners with basic reading, writing, and math skills concurrently with empowerment, leadership, and community development skills. Literacy and numeracy skills are taught in the learner's maternal language at the same time as oral Spanish skills. Once proficiency is gained in Spanish, the learner's second language, the reading and math skills are taught in that language. The ICL materials for initial and follow-on literacy instruction are written in K'iche', Ixil, and Spanish and include a training

video for facilitators. The integrated community literacy model is a welcomed approach to literacy training in this post-conflict society where not only rural indigenous youth but also adults—especially women—can get educational services to which they have never had access.

## WHAT HAS BEEN ACCOMPLISHED?

Edumaya has opened access to higher education for members of 19 indigenous ethnic groups and is attending to their socioeconomic needs. More than 1,200 teachers have been trained through a university-accredited diploma program in IBE. Fifty adult education technicians have participated in a university-accredited bilingual literacy diploma program. Through Edumaya, USAID is also helping expand educational access and improve the quality of education in returned refugee and other remote communities by providing training for 380 community education promoters to receive certification as rural primary and preschool teachers. In more than 500 rural communities located in postconflict areas, teachers have received training to introduce to their schools innovative education models that have demonstrated more effective community involvement and increased student leadership. As a result, 65,000 indigenous boys and girls have access to a better education.

To date, more than 1,100 indigenous students have graduated from university degree programs—an impressive 75 percent of enrolling students. These graduates have been trained and accredited in a range of subject areas: IBE, social work, health, justice, and business. Graduates represent extremely positive role models, with influence extending to the family level, and with significant potential impacts within the broader community. Edumaya graduates, on an individual basis, will have long-term influence on national-level issues related to social, cultural, political, and economic spheres of life.

Formation of the National Council for Professional Maya University Students—along with four regional associations—represents an institutional structure with significant potential for developing continuing professional development, networking opportunities, lobbying power, and social support. These associations of Edumaya graduates teach leadership skills and foster greater participation of students and alumni in political and social arenas.

Some 40,000 books and texts with 70 new titles in 16 Mayan languages have been developed for and distributed to indigenous youth, instructors for teacher training, and university students. In addition, 16 learner-focused ICL materials have been developed and field-tested in two Mayan languages and Spanish. The ICL model has been applied in priority communities through six NGO-literacy providers and institutionalized within the government's National Adult Literacy Committee. A variety of literacy delivery organizations intend to use the youth and adult literacy materials in their programs nationwide.

<sup>13</sup> USAID project implemented by Save the Children from 1998 through 2002, at a cost of \$6,518,847.

# REGIONAL PROJECTS

## CENTERS OF EXCELLENCE FOR TEACHER TRAINING (CETT)

Implemented in Guatemala by Universidad del Valle

Dates: October 2002 to September 2008<sup>14</sup>

Funding: \$8,497,683 (to date)



Training of parents in Sanarate, El Progreso.

### WHAT EDUCATION PROBLEMS MUST BE ADDRESSED?

Educational achievement indicators for Latin America and the Caribbean (LAC) compare poorly with the world's other regions. In some LAC countries, fewer than 60 percent of children who start school reach the fifth grade, and illiteracy rates remain high. These educational gaps limit the personal, economic, and civic potentials of children and the communities in which they live. On a regional level, the economic competitiveness of Latin America and the Caribbean is severely constrained.

### WHAT IS USAID DOING TO RESPOND?

In view of these regional challenges, President Bush announced a White House initiative at the Summit of the Americas in 2001 to establish three teacher training centers (in Central America and the Dominican Republic,

the Caribbean, and the Andean region of South America) to improve reading instruction in the early primary grades. The Central America and the Dominican Republic (CADR) CETT is led by a consortium of partners in the Dominican Republic, El Salvador, Guatemala, Honduras, Mexico, and Nicaragua. It is estimated that 15,000 teachers and 500,000 students in 1,000 primary schools will have benefited region-wide by 2006.

### WHAT IS THE OBJECTIVE OF THE PROGRAM?

The goal of the initiative is to reduce the high rates of illiteracy and school underachievement in the region by improving reading instruction in grades 1–3. CETT activities are intended to improve the pedagogical skills of teachers and administrators in the region and to enrich early classroom instruction so that students gain competence in reading and writing. To address equity concerns, special emphasis is placed on disadvantaged communities and rural areas.

<sup>14</sup> Anticipated completion date.

## WHAT ACTIVITIES ARE INVOLVED?

There are five major CETT program components: 1) teacher training, 2) creation of teaching and learning materials, 3) production of assessment and diagnostic tools, 4) applied research, and 5) information and communication technology. Partner institutions in each country (except

Nicaragua) are responsible for developing a specific program component, with materials, methodologies, and best practices shared across the consortium within the Central American context. Guatemala's Universidad del Valle is leading the applied research component and the development of diagnostic and assessment tools for the CADR CETT.

## WHAT HAS BEEN ACCOMPLISHED IN GUATEMALA?

CETT has advanced the design, reproduction, distribution, training, and utilization of a wide variety of culturally appropriate training and educational materials for both teachers and students. These materials include tapes, CDs, and printed materials such as lesson plans, modules, and reading and writing booklets.

To date, CETT has trained 1,038 school teachers, 245 administrators, 18 MOE officials, and 14 teacher trainers. A total of 365 schools and 37,600 students have benefited from these trainings. The trainings have included the IBE approach, reading and writing of Mayan languages, teaching methodologies and techniques, practical classroom testing applications, and integrated approaches to reading and writing. A total of 3,800 parents have been trained in CETT methodology, in helping their children develop skills, and in supporting their children's teachers. Libraries and other resources were supplied to classrooms for use by teachers and students during classroom work.

Diagnostic and assessment tools have been developed and are in use. This has allowed for complete school profiles, measurement of pre-reading skills, and identification of learning difficulties and learning styles. Also captured are while language and constructivist approaches, measures of student performance for longitudinal studies, student progress, and teacher self-evaluation.

Fully 65 percent of the CETT trained teachers are performing at a high level, applying new methodologies and guiding children to reading and writing with comprehension. Ninety-five percent of children in these classrooms will be promoted to the second grade. Teachers are working with the remaining 5 percent, ensuring that all are promoted to second grade, far exceeding the national passing rate of 65 percent.



# PART 3

## IMPACTS, LESSONS, AND FUTURE PROSPECTS

### IMPACT OF USAID EDUCATION ACTIVITIES

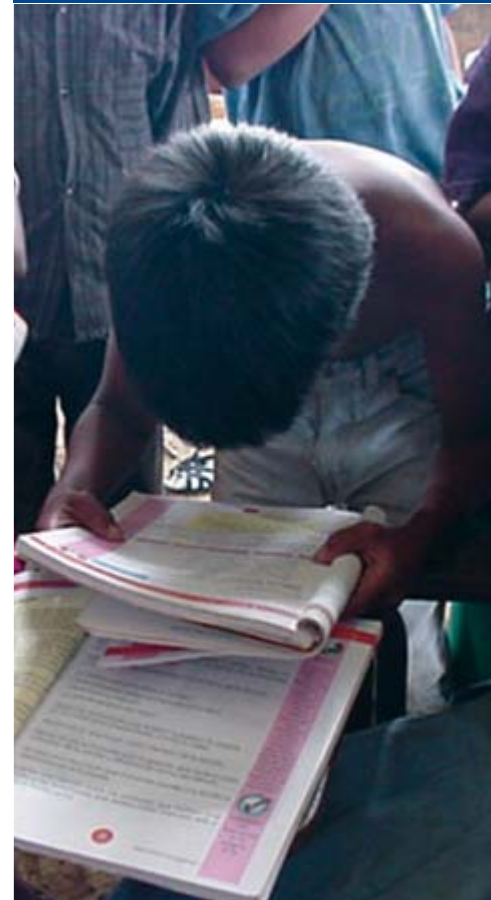
USAID has made a significant impact on the education sector over the past five years, particularly in the geographic areas where activities are centered. Overall, the number of children in schools directly affected by USAID basic education programs (an Agency-wide performance indicator) increased from 266,000 in 1999 to 426,342 in 2003. Major achievements and results are summarized below.

### INCREASED ACCESS TO INTERCULTURAL BILINGUAL PRIMARY EDUCATION IN THE QUICHÉ DEPARTMENT

- More than 150,000 children have benefited from a higher quality education.
- Guatemala's indigenous languages and cultures have been revitalized through the development of a wealth of innovative intercultural bilingual education (IBE) materials in seven languages.

- Bilingual primary school dropout rates fell by two thirds, with the biggest improvements in pre-school and first grade.
- Net primary enrollment rose from 59 percent in 1997 to 99 percent in 2003, while gross primary enrollment<sup>15</sup> went from 62.0 percent to 121.6 percent over the same period.
- The number of rural girls completing third grade in three years increased from 18.2 percent to 35.4 percent.
- The percentage of teachers demonstrating mastery of IBE skills and methodologies nearly quadrupled, from 14.6 in 1998 to 57.8 in 2003.
- In 1998, only 10 percent of schools under study had school boards and education committees with students' parents participating as members. By 2003 that percentage had risen to 53, and 30,000 parents had been trained on issues related to children's education.

Spring school student, Ixcán, Quiché.



<sup>15</sup> Gross primary enrollment is calculated as the total number of children enrolled in primary school divided by the total primary school age population (7–12). Rates can exceed 100 percent owing to the enrollment of underage (6 years old) and overage (13 and older) children in primary school.



**First graders in Access to Intercultural Bilingual Education Project.**

## **GREATER ACCESS TO EDUCATIONAL SERVICES IN RURAL COMMUNITIES OF THE ZONAPAZ**

- Since 1998, a total of 10,622 one-year (primary and secondary) and 2,136 university scholarships were awarded. More than 1,100 indigenous scholarship recipients graduated from university degree programs.
- Evaluations show that scholarship recipients demonstrate increased productivity, teamwork capacity, and decision-making/problem-solving skills, and most now earn higher salaries. Seventy-five percent of students have assumed leadership positions in local or national-level organizations.

## **IMPLEMENTATION OF EDUCATION POLICIES AND STRATEGIES THAT ENHANCE GENDER EQUITY AND CULTURAL PLURALISM**

- Nineteen key policies and strategies were implemented over the five-year period, furthering education reform for increased educational access, quality, and equity. This included improvements to the pre-primary, primary, and teacher training curriculum and some professional development for 50,000 teachers.
- USAID, through primary and secondary research and analysis, compiled an excellent profile of the current state of education. This profile has facilitated national dialogue on education among governmental, civil society, and

donor entities in the country.

- With USAID assistance, public discussions and forums at the local, departmental, and national level with mayoral, congressional, and presidential candidates were held during the election year. These efforts helped establish education as a priority on all political party platforms, with commitments for increased budgetary resources for education.

## **LESSONS LEARNED/ BEST PRACTICES**

**1.** Intercultural bilingual education is a cost-effective education delivery strategy for educating rural indigenous children of Guatemala. Through IBE, Mayan language-speaking children more readily enroll in school (and at younger ages), they progress to higher primary grades faster, and they stay in school more years. Optimal effectiveness requires community support, parental involvement, well-trained teachers, application of child-centered methods, and direct teaching of Maya culture, values, worldview, history, and mathematics.

**2.** Original interactive educational materials can be created at relatively low cost, even in remote and resource-poor areas.

Neither prior technological skills nor sophisticated infrastructure is needed to implement an effective educational technology activity. However, integrating technology into the curriculum and

teaching practices is a long process and requires making pedagogy rather than technology the center of attention.

**3.** **Minority-language children should learn and develop the four basic language skills (understanding, speaking, reading, and writing) in their first language as a basis for learning a second language.** This also helps in achieving cognitive development, positive self-esteem, and strengthened language/cultural identity. Through the introduction of Spanish as a Second Language, students can become proficient in the four basic skills in both their first and second language by fourth grade.

**4.** **Plans for technology centers should be developed collaboratively by all relevant actors—center managers, staff, teachers, and students.** Schools can cover a significant share of project costs and minimal user fees can meet recurring operating costs and ensure sustainability. But this requires strong school commitment and training in small business management, inventory controls, financial record keeping, and preventive maintenance.

**5.** **Scholarship programs have opened the doors to education** at the primary, lower secondary, and university levels for countless indigenous children, youth, and young adults. But it is the accompanying academic, logistic, and emotional support incorporated in USAID-fund-

ed programs that has led to regular student attendance, reduced dropout rates, and highly acclaimed academic achievement.

**6.** **Policymakers and stakeholders must pay close attention to the practical use of knowledge that emerges from the research on how to improve educational quality.** Findings must be presented and shared in user-friendly formats and environments among teachers, parents, students, community members, and other people typically not involved in such reflections—as well as with Ministry of Education policymakers.

**7.** **Education policy cannot be mandated by donor-funded projects; what projects can do is assist in creating an environment that enables policy change.** An environment that enables policy change is one where all stakeholders—Ministry staff, practitioners, community members, as well as donors—have a say in the policies that are being decided. Regular communication, open dialogue and debate, recognition of the importance of tailoring responses to the local context, and respect for each person's ideas help to ensure that all voices are heard and that new policies reflect local rather than donor needs and concerns.

**8.** **When selecting policy dialogue partners, one must carefully assess the direct interest in the desired policy change.**



Graduation ceremony for primary school teachers of intercultural bilingual education, Petén.

(Is the group a primary stakeholder? What does it have to lose if the policy is not changed? What does it gain if the policy is changed?) Those who are not direct stakeholders will likely be ineffective partners, lacking either the genuine incentives for or commitment needed to stay the course of serious change.

**9.** Civil society organizations that most closely represent the interests of parents and teachers tend to have little capacity for advocacy—and virtually none at all to act at the national level. Training in advocacy strategies and implementation must therefore be aimed at the local or regional level.

**10.** Policy reforms and delivery of quality educational services are intertwined. Actions targeted directly at schools, classrooms, teachers, and children must accompany macro-level policy dialogue and advocacy for improved education quality and efficiency and increased education financing and accountability.

**11.** Gender must surface as a cross-cutting effort in all education efforts—in all project designs, procurements, and evaluations—and be clearly evident throughout project implementation.

**12.** Teacher training programs are most effective when they incorporate methodologies that convince teachers

that the new tactic will benefit them personally, as well as their students and communities. Following the training, teachers should receive the support needed to carry out the new practices. Absent such follow-up, teachers tend to return to their classrooms and continue using materials and approaches that they have always used.

## EDUCATION SECTOR PROSPECTS IN GUATEMALA

Guatemala passed a critical juncture in 2003 by holding the most participatory election in its history. Oscar Berger—a leader of social reform—won the second round of presidential elections and assumed office in January 2004. The new administration enjoys strong support and a mandate to clean up government corruption. Guatemalans are optimistically waiting to see the changes President Berger promised: to rebuild the country, provide better working opportunities, and promote general economic prosperity. While hopes are high for the new government, it faces a variety of difficult challenges. These include fulfilling rising public expectations (such as implementation of the Peace Accords) with low government revenues, operating within tight fiscal constraints, and overcoming the nation's stark gender, ethnic, and rural/urban disparities.

The administration recently published its principal sectoral priorities and guidelines to orient public sector

actions through 2008. Social investment, including education, is one of the four “pillars” contributing to the overarching objective of employment and well-being of the population. The new Minister of Education is concerned with the inefficiencies in educational spending within the MOE and with the lack of transparency and accountability. Five ambitious goals lead the government’s 2004–2007 education plan: 1) universal pre-primary and primary coverage (integrating bilingual and intercultural education), 2) educational quality and classroom reform, 3) community participation, 4) education for competitiveness, and 5) national and cultural identity.

## **FUTURE DIRECTIONS FOR USAID/GUATEMALA**

To help achieve a better educated Guatemala, the USAID Mission will concentrate over the next five years on social sector investments. Because funding is unlikely to increase, and in response to the Central America and Mexico Regional Strategy to move from service delivery to policy reform, the LAC Bureau and the Mission will seek to be cost efficient and have broad-ranging impact by concentrating on policy reform. Policy dialogue in education will aim to increase public investments in the sector; improve accountability of education delivery, manage effective decentralization of services, and increase the quality, efficiency, and equity of government programs. Private sector partnerships will

be promoted to advance these objectives.

Though net primary enrollment in Guatemala has increased dramatically since 1977, the percentage of children completing primary school will not increase unless student flow rates improve, particularly in the early grades where failure and repetition are still too high. USAID will therefore concentrate on increasing primary school completion rates by promoting policies and actions to increase the quality and equity of education, reduce inefficiency (dropout and repetition), and increase children’s readiness for school. These efforts will help bridge the enormous education gaps between rural indigenous highland populations and the rest of the country.

An increase of school boards and other education committees including parents from 10 percent in 1998 to currently above 50 percent is remarkable. But to foster more equitable resource allocation and more cost-effective use of public/private sector funds to achieve broadly shared education goals, USAID will strengthen stakeholders’ capacity to engage in policy dialogue to ensure technically sound, efficient, and transparent investments in the social sector. USAID will also finance analyses and promote best practices that support decentralization of social services.

Technical and financial assistance will be provided to the MOE at central and local levels to develop and implement policy reforms aimed at increasing accountability and improving basic education quality, equity, efficiency, and relevance. The program will finance the development of standards and assess-

**Opening day festivities, Bilingual Technology Center, Joyabaj, Quiché.**



ments and a national system of research and evaluation, teacher and administrator training, curricular reforms, and policies and actions for improving classroom performance—especially in early grades. USAID will support public-private partnerships to help finance and improve education and increase access to basic education services.

Progress will be reflected in the government's greater commitment to social sector investment, since improved allocation of the budget and reduced inefficiencies in public education investment will free up resources

to increase coverage and educational quality. Specifically, USAID anticipates achieving the following macro-level results by 2008, in collaboration with the GOG:

- An increase in public expenditures on education.
- A reduction in the first grade failure rate.
- An improvement in the third grade completion rate.
- An increase in the primary net enrollment rate.

# SUGGESTED READING

## For more on PAEBI, see the following reports/Web sites:

- [www.worldlearning.org](http://www.worldlearning.org).
- *Manual de Participación Comunitaria* (PAEBI. 2002. Guatemala).
- *Guía para la Aplicación de la Escala de Desarrollo del Niño y de la Niña K'iche'; Guías de Materiales para Apoyar la Educación Bilingüe Intercultural; Guías para el Uso de Materiales Didácticos Producidos por PAEBI; Diseños para Capacitar Docentes, Padres y Madres de Familia* (PAEBI. 2004a. Guatemala).
- *Kemow Eta'manik Tejiendo el Aprendizaje* (PAEBI. 2004b).
- *Manual para Promocionar y Fortalecer la Participación de la Mujer dentro del Proceso Educativo de sus Hijos e Hijas* (PAEBI. 2004c).
- *Weaving Our Learning* (Ramirez-de-Arellano, Julio. 2003. CIES Conference Paper. New Orleans, Louisiana).
- *Education Development in Guatemala: Promoting a Strategy for National Change* (Wolff, Laurence. 2003. Washington: Creative Associates International, Inc./Basic Education and Policy Support Activity [BEPS]).
- *Indigenous Education in the Americas: School for International Training* (World Learning, Inc. 2003. Occasional Paper, Issue No. 4. Vermont. Available at [www.sit.edu/publications/docs/ops04.pdf](http://www.sit.edu/publications/docs/ops04.pdf)).

## For more on the Quiche Networking Project, see the following reports and Web sites:

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

## For more on MEDIR, see the following reports:

- *The Status of Primary Education in El Quiche in Relation to Other Departments Served by DIGEBI and to Guatemala as a Whole* (Chesterfield, Ray, Fernando Rubio, and Juarez and Associates. 1998. Report prepared for USAID and MOE. USAID Document PN-ACK-716. Guatemala).
- *Study of Bilingual Education Graduates in Guatemala* (Chesterfield, Ray, Fernando Rubio, and Rigoberto Vasquez. 2003. USAID Document PN-ACU-137).
- *Trends in Bilingual Education in El Quiche: A Five-Year Study* (Juarez and Associates. 2003. Report prepared for USAID and MOE. Guatemala).
- *Educación para Todos* (MEDIR/USAID. 2001. CD ROM presentation. USAID Document PN-ACU-113).
- *Teacher Language Proficiency, Training, and Language Use* (Rubio, Fernando. 2002. Paper presented at the annual meeting of Comparative and International Education Society, Orlando, Florida. USAID Document PN-ACT-153).

- *Monitoring System for DIGEBI Bilingual Intercultural Education* (Rubio, Fernando, Justo Mactzul, and Rigoberto Vasquez. 2002. Also available in Spanish. USAID Document PN-ACT-155).
- *IEQ Case Study: Research for Improving Bilingual Education in Bilingual Settings* (Rubio, Fernando, Rigoberto Vasquez, and Hipólito Hernandez. 2002. in *Pathways to Quality*. IEQ-III/USAID/EGAT. Washington).

## For more on Edumaya, see the following reports and Web sites:

- [www.url.edu.gt/defaultprincipal.htm](http://www.url.edu.gt/defaultprincipal.htm).
- *Evaluation of Edumaya Program and Impact on Its Graduates* (Martin, L., and N. Grimm. 2003. Cleveland, Ohio: K'inál Winik Cultural Center, Cleveland State University).
- *Edumaya Sistematización del Componente de Modelos Innovadores de Educación Comunitaria* (Proyecto Edumaya of USAID/G-CAP. 2004).
- *Edumaya: Diez Historias de Vida* (Proyecto Edumaya of USAID/G-CAP and Universidad Rafael Landívar. 2003. contract No. 520-A-00-98-00013-00. Editorial Serviprensa, S.A. Guatemala).
- *Edumaya: Apoyando el Futuro en el Presente* (USAID and Universidad Rafael Landívar. 2003. DVD produced by the Communications Experience).

## For more information on the Centers of Excellence for Teacher Training, see the following report and Web sites:

- [www.readingforchildren.org](http://www.readingforchildren.org)
- *Centers of Excellence for Teacher Training (CETT): A Summit of the Americas Initiative Information Packet* (Creative Associates International Inc. 2003. Document No. PNACY696 on [www.dec.org](http://www.dec.org)).

## For more on other USAID projects in Guatemala, see the following reports and Web sites:

- *Description and Analysis of the USAID Girls' Education Activity in Guatemala, Morocco, and Peru* (Brush, Lorelei, and Cory Heyman. 2002. USAID Document PN-ACP-189).
- *Informe Evaluación del Programa de Becas para Niñas del Area Rural en Guatemala* (Delfino, M.A. 1999).
- *Empresarios por la Educación* (2003). A proposal in support of education.
- CIEN home page ([www.cien.org.gt](http://www.cien.org.gt)).
- [www.educategirls.com](http://www.educategirls.com).
- EQUIP 2 home page ([www.equip123.net/equip2/index\\_new.html](http://www.equip123.net/equip2/index_new.html))
- [www.empresariosporlaeducacion.org](http://www.empresariosporlaeducacion.org).
- *GEMS Guatemala Country Study* (Juarez and Associates. 2002. Prepared for USAID Contract No. LAG-C-00-99-00042-00. USAID Document PN-ACX-064).



**Contract# HNE-00-00-00038-00 LAC Task Order #26**

**This publication was produced for review by the United States Agency for International Development. It was prepared by Creative Associates International, Inc. and Development Services Group, Inc. The views expressed in this publication do not necessarily reflect the views of the United States Agency for International Development or the United States Government.**

**PN-ADB-976**

**U.S. Agency for International Development**

1300 Pennsylvania Avenue, NW

Washington, DC 20523

Tel: 202-712-0000

Fax: 202-216-3524

**[www.usaid.gov](http://www.usaid.gov)**