

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

GUATEMALA

MI ESCUELA PROGRESA (MY SCHOOL IS MAKING PROGRESS) PROGRAM

(GU-L1023)

LOAN PROPOSAL

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Electronic links	
Required	
Program evaluation strategy	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496539
Plan of MINEDUC activities to release of the initial disbursement	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1513446
Safeguard Policy Filter Report	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1582225
Optional	
Economic viability analysis	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496554
Country Financial Accountability Assessment and Country Procurement Assessment Report (CFAA/CPAR)	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496571
Evaluation of the institutional analysis and risk analysis by the Ministry of Education	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1497108
Actions to improve the quality and efficiency of primary education in Guatemala	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496847
Eligibility criteria of the <i>Mi Escuela Progres</i> a Program	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496868
Execution strategy of the <i>Mi Escuela Progres</i> a Program	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=15849245
Consulting assignment to design the information system	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496531
Elements for effective action in improving learning and the reduction in first cycle repetition in primary school in Guatemala	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1582319
Environmental assessment for constructing and/or upgrading educational infrastructure	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496549
Comprehensive report on the education sector	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496579
Guatemala: Strategic notes on the education sector	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1496514
Consulting assignment for strengthening and expanding intercultural bilingual education in Guatemala	http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=1509907

ABBREVIATIONS

AED	Academy for Educational Development
CFAA/CPAR	Country Financial Accountability Assessment/Country Procurement Assessment Report
DIPLAN	Dirección de Planificación Educativa [Education Planning Division]
GER	Gross enrollment rate
ICEFI	Instituto Centroamericano de Estudios Fiscales [Central American Institute for Fiscal Studies]
IEPs	Institutional educational projects
MINEDUC	Ministry of Education
NER	Net enrollment rate
PDL	Performance-driven loan
SIAF	Integrated Financial Management System
UNICEF	United Nations Children's Fund
USAID	United States Agency for International Development

PROJECT SUMMARY

GUATEMALA MI ESCUELA PROGRESA (MY SCHOOL IS MAKING PROGRESS) PROGRAM (GU-L1023)

Financial Terms and Conditions				
Borrower: Republic of Guatemala Executing agency: Ministry of Education (MINEDUC)			Amortization period:	25 years
			Grace period:	5 years
			Disbursement period:	5 years
Source	Amount (US\$)	%	Interest rate:	Adjustable
IDB (Ordinary Capital)	150,000,000	100	Inspection and supervision fee:	*
Local	-	-	Credit fee:	*
Total	150,000,000	100	Currency:	U.S. dollars from the Single Currency Facility
Project at a glance				
Project objective: <p>To support implementation of the country's education policy, especially at the primary education level, with a view to providing quality education with equity, and with cultural and linguistic relevance. The specific objectives are to: (i) expand the coverage of preprimary education; (ii) improve access and the indicators of internal efficiency (grade-advancement and repetition) in the early grades of primary school; (iii) improve reading, writing, and mathematics learning outcomes in those grade levels; (iv) strengthen intercultural bilingual education at the preprimary and primary levels; (v) restore and upgrade educational infrastructure for preprimary and primary levels; and (vi) improve management in schools covered by the program.</p>				
Special contractual conditions: <p>(i) The independent external consulting firm, or university or research entity, that will conduct the audit to verify the outcomes that trigger program disbursements will be hired; the contracting of this firm will be a condition precedent to the first results-based disbursement (paragraph 2.4); and (ii) the firm that will conduct the external financial/operating audit is to be contracted prior to the first results-based disbursement, or at least 90 days before the close of the first fiscal year of program implementation, whichever occurs first (paragraph 2.6).</p>				
Exceptions to Bank policies: <p>None.</p>				
Procurement: <p>The procurement of works, goods and related services, and consulting services will be carried out in accordance with the Bank's policies (paragraph 2.7)</p>				
Project consistent with country strategy: Yes [X] No []				
Project qualifies as: SEQ [X] PTI [X] Sector [X] Geographic [] Headcount []				

* The credit fee and inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with the applicable provisions of the Bank's policy on lending rate methodology for Ordinary Capital loans. In no case will the credit fee exceed 0.75% or the inspection and supervision fee exceed, in a given six-month period, the amount that would result from applying 1% to the loan amount divided by the number of six-month periods included in the original disbursement period.

I. DESCRIPTION AND MONITORING OF OUTCOMES

A. Background, problems, and rationale

1. The educational system in Guatemala

- 1.1 As illustrated in Table I-1, the Guatemalan school system has three educational levels. Higher education is provided by the University of San Carlos of Guatemala (USAC), the sole public university, and 10 private universities. Technical training is provided by the Technical Training and Productivity Institute (INTECAP), decentralized entity.

Table I-1: Structure of the formal educational system

Level	Cycle	Grade	Age
Preprimary			5 to 6 years
Primary		1st to 6th grade	7 to 12 years
Secondary	Middle school	7th to 9th grade	13 to 15 years
	High school	10th to 11th/13th grade	16 to 17/18 years

- 1.2 The educational system managed by the Ministry of Education (MINEDUC) has around 40,000 schools and 150,000 teachers serving some 3.7 million students (see Table I-2). The largest share of school enrollment is in rural areas, mainly at the preprimary and primary levels; secondary education is offered primarily in urban centers.

Table I-2: Scope of the educational system, 2006

	Enrollment			Schools			Teachers
	Total	Urban	Rural	Total	Urban	Rural	Total
Preprimary	531,380	39%	61%	14,460	26%	74%	21,137
Primary	2,405,041	29%	71%	17,461	19%	81%	77,842
Secondary							
- Middle school	542,995	72%	28%	4,767	60%	40%	31,374
- High school	266,136	93%	7%	2,302	90%	10%	18,363
Total	3,745,552	42%	58%	38,918	31%	69%	148,716

Source: Education Statistics, MINEDUC 2006.

- 1.3 Over the past two decades, Guatemala has been striving to improve the education of its population. This effort has expanded coverage at all educational levels, especially preprimary and primary. While in 1995 only one fifth of children ages 5 to 6 attended preprimary school, by 2006 half of that age group was enrolled in preprimary school (see Table I-3). Presently, 94.5% of children ages 7 to 12 attend primary school—a significant increase over enrollment 10 years ago, when only 75% of that age group attended school. In absolute terms, primary enrollment rose from 1.5 million in 1995 to 2.4 million in 2006, and the number of schools doubled (See Table I-3).

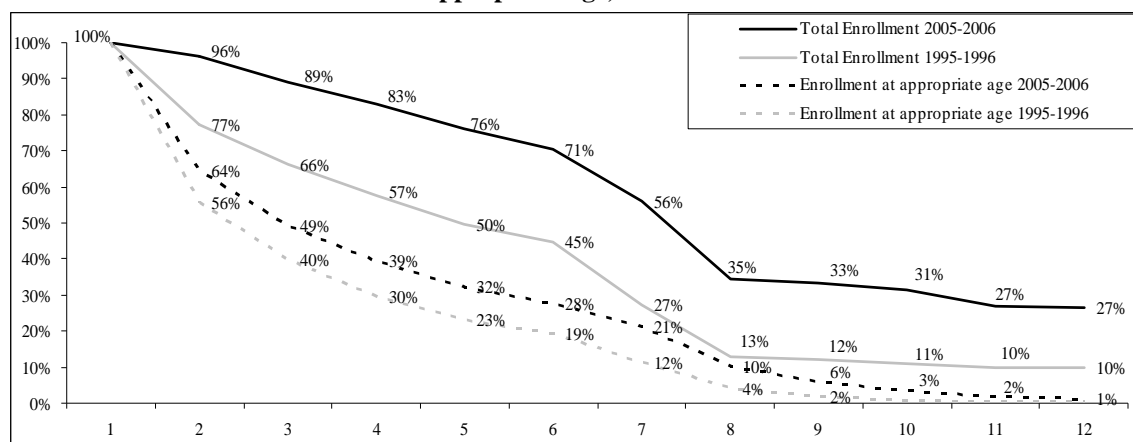
Table I-3: Net and gross school enrollment rate, by level, 1995-2006

Year	Preprimary		Primary		Middle school		High school	
	NER	GER	NER	GER	NER	GER	NER	GER
1995	21.0	34.0	72.1	87.5	20.9	33.0	13.7	18.7
2006	48.1	58.8	94.5	113.6	34.7	57.8	20.0	31.3
Change	130%	73%	31%	30%	66%	75%	46%	68%

Source: Education Statistics, MINEDUC.

1.4 In addition to better coverage, educational progress indicators in primary school also showed improvement. Estimates based on an analysis of the flow in primary education showed gains in the rate of students attending different grades of primary school at the appropriate age; improvements were also noted in the percentage of children advancing to the next grade level in primary school (see Figure I-1). While a decade ago only 45% of students who enrolled in first grade finished sixth grade, today 71% complete primary school.

Figure I-1: Grade-advancement, by total enrollment and appropriate age, 2006 and 1996

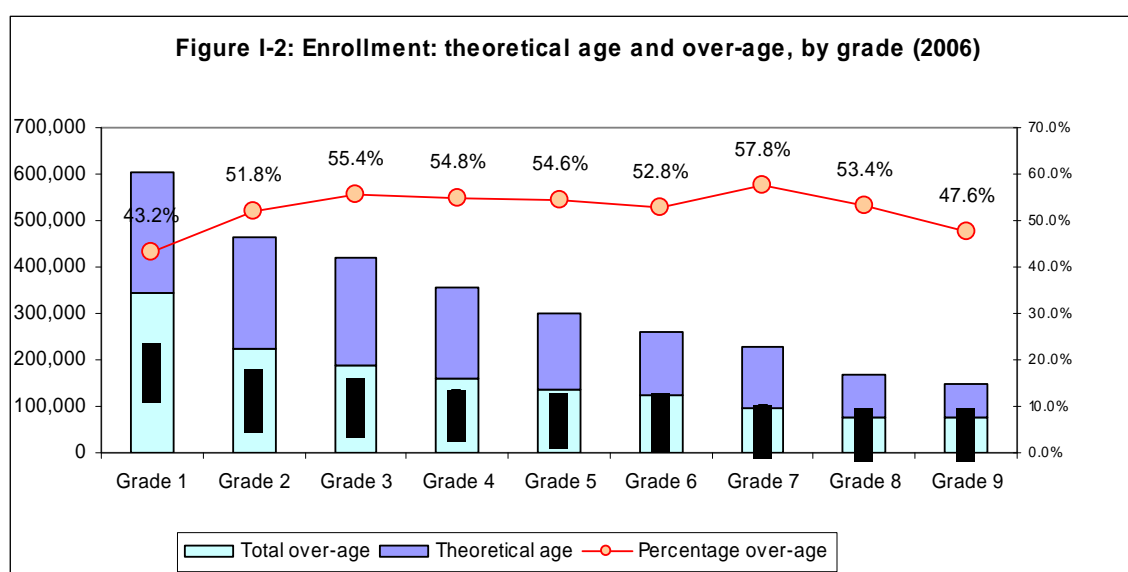


Source: Prepared by authors based on Ministry of Education data.

1.5 In addition, during the past decade, intercultural bilingual education was strengthened in preprimary and primary schools. By 2006 there were approximately 6,500 indigenous primary school teachers and 960 indigenous preprimary school teachers working in some 1,900 schools and serving approximately 230,000 indigenous children. This sustained effort to improve education was financed through significant increases in public spending in education, from 1.6% of gross domestic product (GDP) in 1996 to 2.8% of GDP in 2006, representing 28.5% of total public spending.

2. Challenges in preprimary and primary education

- 1.6 ***Increase coverage at the preprimary level.*** As mentioned in paragraph 1.3, preprimary education coverage has grown but remains insufficient: 67% of five-year olds (260,000) and 21% of six-year olds (79,000) do not attend school. Improvements in preprimary education coverage would help reduce late enrollment in primary school, and have a positive impact on both the rate of advancement in the first cycle of primary school (1st to 3rd grades) and learning outcomes.
- 1.7 ***Improve internal efficiency rates at the primary level.*** The principal challenge in primary education is internal inefficiency, reflected primarily in high repetition, over-age, and drop-out rates. Primary schools receive all school-age children but are still incapable of retaining them for the entire cycle. As seen in Figure I-2, over-age levels are high and recurrent throughout the primary school cycle. Of every 100 children attending first grade, 43 are over-age either because they had to repeat the grade (25% of first graders are repeaters) or because they entered the system late. For the remaining grades of primary school, the average over-age rate is 55%.



Source: Prepared by authors based on Ministry of Education statistics.

- 1.8 Late entry into first grade is higher among the poor and indigenous populations. While 92% of non-poor children enter first grade between the ages of 6 and 7, only 77% and 66% respectively, of the poor and the extremely poor do so. The contrast between ethnic groups is similar: although 87% of non-indigenous children enroll in primary school between the ages of 6 and 7, only 73% of indigenous children do. The dropout rate in primary school is high, especially among the poorest population and indigenous groups. A child in the poorest quintile has only a 30% likelihood of completing primary school. Indigenous boys (and even more so girls) begin school later and drop out earlier. Primary school is where most dropouts occur.
- 1.9 Inefficiencies in primary school have enormous costs for the system. On average, each student spends 1.84 years in primary per school grade passed (in rural areas

the average is 4 years; in urban areas it is 1.28). These high repetition and dropout rates yield low indicators of progress. Of every 100 students that enter first grade, 70 complete sixth grade but only 28 do so without having repeated a grade. In rural areas these indicators are even worse: only 54 complete the primary cycle and only 23 do so in six years.

- 1.10 ***Improve reading, writing, and mathematics outcomes.*** The results of primary school tests show serious weaknesses in learning. Most students are not able to master basic reading and mathematics: in the 2006 tests, 75% of third graders tested below the minimum achievement level. In the sixth grade, test results showed that only two out of every five students understand what they read, indicating that primary schools are not delivering the core competencies children need to be successful in subsequent educational cycles.
- 1.11 ***School infrastructure.*** Only 53% of public schools have the minimum conditions needed for adequate teaching. This situation is more acute in rural areas and among indigenous populations. MINEDUC, with Bank support, recently processed a School Infrastructure Census containing georeferenced information on the state of school buildings and prepared a National School Infrastructure Plan with a ten-year horizon. According to the plan's estimates, the country needs nearly US\$400 million to address school infrastructure needs, not including what is needed for extending coverage. It is estimated that, in the 125 municipios covered by the Plan de Solidaridad (Solidarity Plan), around 3,600 preprimary and primary schools are completely unsuitable for teaching and 900 are seriously overcrowded. An estimated US\$175 million is needed to upgrade these schools to good condition.

3. Lessons learned for improving quality and efficiency in primary education

- 1.12 The causes of the problems in preprimary and primary education in Guatemala are many and have been laid out in a number of recent studies.¹ Many are associated with the situation of poverty of the majority of the population. Others are related to the characteristics of the country's public education system, such as the low level of teacher training, especially for those serving rural or indigenous schools; the low percentage of bilingual rural teachers serving a primarily indigenous population; lack of support and advisory services for teachers in the classroom; inadequate supply of teaching and educational materials; and the school system's incentive structure hinders accountability and does not foster a focus on the children's

¹ See: Alvarez, H. and Schiefelbein, E., [Informe Integrado del Sector Educación: Informe Final](#) [Integrated Report on the Education Sector: Final Report], IDB 2007; [Nota sobre Educación en Guatemala](#) [Note on Education in Guatemala], IDB 2008; Central American Institute for Fiscal Studies (ICEFI) and AED/USAID Guatemala, [Más y mejor educación en Guatemala \(2008-2021\) ¿Cuánto nos cuesta?](#) [More and Better Education in Guatemala (2008-2021) How much does it cost us?] ICEFI and AED/USAID 2007; Rubio, F., [Educación bilingüe en Guatemala: situación y desafíos](#) [Bilingual education in Guatemala: situation and challenges], World Bank-Intercultural Bilingual Education Training Program (PROEIB) 2004.

academic achievement. Many of these problems are structural in nature and difficult to resolve because of their historical, institutional, or political economy roots (education legislation, relations with unions, etc.), or because they require long-term solutions that the country is currently working to reach agreement on (such as teacher training, increasing the number of bilingual teachers).

- 1.13 To address some of the aforementioned problems, and specifically to improve reading, writing, and mathematical competencies, and grade advancement at the primary school level in both monolingual and bilingual schools, MINEDUC has been implementing interventions in certain municipios, in some cases with support from international organizations. These operations include *Salvemos Primer Grado* (Save First Grade); the UNICEF-financed *Nueva Escuela Unitaria* [New One Room/One Teacher School] (NEU) and *Nueva Escuela Bilingüe* [New Bilingual School] (NEUBI); teacher training centers of excellence (CETT); and a USAID-financed project on access to intercultural bilingual education.
- 1.14 These interventions share pedagogical principles that place children at the center of the educational process, respect their pace of learning, recognize their capacity to learn, and adapt classroom activities and curricula to their geographical and cultural settings. Common factors characterizing these interventions include: (i) classroom work is adapted to the characteristics and needs of young children, including their need for respectful emotional treatment in order to develop their capacities; (ii) they focus on building literacy and basic mathematical skills; (iii) they include procedures and criteria for evaluation and grade-advancement that increase opportunities for a successful school experience without the failure of repeating a grade or dropping out; and (iv) they promote family and community involvement. The interventions provide intensive in-class teacher training; include support for teachers until they are able to incorporate what they have learned into their classroom practice; include school supplies and textbooks; and monitor children's academic progress on an individual and ongoing basis. All the interventions require continuity and adequate periods of time.
- 1.15 These interventions received positive evaluations, which led MINEDUC to use the lessons learned to design a strategy for improving the first cycle of primary education in schools serving poor populations ([evaluation of these experiences](#)). The evaluations were performed on a sample of beneficiaries against control groups, or by comparing schools in similar circumstances, with and without the intervention. The principal findings indicate that the interventions have been effective: they improve reading, writing, and mathematics competencies; they increase the length of time children stay in school; they have introduced favorable changes in teachers' classroom management; and they have forged better links between school and communities.

4. The Bank's strategy with Guatemala

- 1.16 The new Government of Guatemala and the Bank have agreed on an agenda that supports the social sector, with emphasis on the following priorities: (i) structuring

the social safety net to have better coordination and targeting of social programs; (ii) designing and financing a program of conditional cash transfers to promote an increase in the demand for education and health services by the most vulnerable populations, and to ensure adequate nutrition levels; (iii) developing a food and nutritional surveillance system and early warning system to design preventive policies; (iv) furthering efforts to expand health service coverage; and (v) expanding education coverage and improving the quality of teaching for Guatemala's most disadvantaged population.

5. Program strategy

- 1.17 Bearing in mind the current situation and the challenges of the educational system, agreement was reached with country authorities to design an operation, within the framework of the current administration's education policy, to help solve the main problems affecting the first cycle of primary education (1st through 3rd grades). The emphasis is on increasing access and grade advancement, improving learning outcomes, strengthening intercultural bilingual education, and upgrading school facilities.
- 1.18 As needs are immense and resources are limited, program actions will target schools in the 125 municipios covered by the Solidarity Plan, where education problems are the most acute. The neediest schools in these municipios will be eligible for school infrastructure support; the schools in the 45 municipios covered by the first stage of the Solidarity Plan will be eligible for interventions to improve learning outcomes and the cultural relevance of primary education. Around 70% of program beneficiaries are expected to be indigenous children. The program will be supplemented by similar interventions in the primary education sector (currently in the design and negotiation process) being promoted by the German Agency for Technical Cooperation (GTZ)/KfW, USAID, and the World Bank.
- 1.19 ***Improve internal efficiency and learning outcomes in the first cycle of primary education.*** Taking into account the lessons learned from the interventions described in Section 3, MINEDUC designed a set of actions to improve, in beneficiary schools, learning outcomes in reading, writing, and mathematics, and yearly grade advancement in first, second, and third grades. These actions are based on three pillars: a pedagogical intervention; a system for student evaluation and grade-advancement; and improving school management.
- 1.20 The pedagogical intervention is based on the teaching of literacy and basic mathematical skills; its outcomes are envisaged as the overarching objective of the entire first cycle of primary education. Its actions include: direct teacher training, specialists' visits to schools to provide pedagogical assistance, provision of educational resources (manuals, textbooks, school supplies), creation of teaching circles to reinforce training, and strategies for supporting students who are behind. Depending on the communities' sociolinguistic and cultural characteristics, the interventions will include components to strengthen intercultural understanding, and to improve teaching in indigenous languages for the program's teachers and

students, as well as the appointment or professional development of teachers who speak the language of the communities.

- 1.21 The evaluation system articulates teacher-managed educational, census, biannual, and nominal evaluations and includes an early warning mechanism to identify students that need more intensive support. School management changes will be geared to appointing the most experienced teachers to the first grades, increasing the flexibility of the school schedule and the use of classroom time and space, providing organizational support for one-room or multigrade schools, and setting up a computerized unit to monitor student learning and schooling.
- 1.22 ***Upgrade school infrastructure.*** The purpose of the school infrastructure interventions is to restore, upgrade, and expand preprimary and primary schools, beginning with schools or areas that have the greatest needs, according to the National Education Infrastructure Investment Plan. Preprimary and primary school facilities needing expansion, repairs, and more space in order to reduce overcrowding will be addressed in part. A good share of the investments will benefit the indigenous population in the targeted municipios. Efforts will be made to fully articulate actions to improve teaching with those to upgrade infrastructure.
- 1.23 This program is consistent with another Bank operation currently in the design stage (Social Safety Net, GU-L1017), which aims to support the government's social strategy, implement conditional cash transfers (Programa Mi Familia Progresando/My Family Progresses Program), and ensure effective social services.

B. Objectives, components, and cost

- 1.24 The core objective of the operation is to support implementation of the country's education policy, especially at the primary education level, in order to provide quality education with equity, and with cultural and linguistic relevance. The specific objectives are to: (i) improve the coverage of preprimary education; (ii) improve access and the indicators of internal efficiency (grade advancement and repetition) in the early grades of primary school; (iii) increase learning outcomes in reading, writing, and mathematics in those grades; (iv) strengthen intercultural bilingual education in preprimary and primary grades; (v) restore and upgrade school infrastructure for preprimary and primary grades; and (vi) improve management in the schools covered by the program.

1. Program structure and lines of action

- 1.25 The program will have two subprograms: (i) upgrading school infrastructure; and (ii) educational quality with cultural and linguistic relevance, and strengthening school management.
- 1.26 ***Upgrading school infrastructure.*** This subprogram will undertake the actions needed to restore school infrastructure for preprimary and primary grades, and increase the coverage of preprimary and primary education in the municipios targeted by the program. It will also finance the construction of eight model integrated schools (preprimary, primary, and secondary) in eight departments of

Guatemala. This subcomponent will include: (i) replacement, extension, and repair of existing primary and preprimary school buildings; (ii) extension of coverage of preprimary education; (iii) extension of coverage of primary education; and (iv) construction of eight model schools. Financing will be provided for the physical works and the outfitting (furniture and equipment) of eligible schools, in line with MINEDUC standards and regulations.

- 1.27 **Educational quality with cultural and linguistic relevance; and strengthening of school management.** This subprogram has two components: (i) *improving grade advancement and learning outcomes in the first cycle of primary school*. Its aim is to improve the rate of grade advancement and students staying in the first three grades of primary school, and to improve reading, writing, and mathematics skills in program-targeted schools. It also includes actions to strengthen intercultural bilingual education in these same schools, focusing on preprimary and primary grades, in order to ensure the cultural and linguistic relevance of the education offered in the different communities; and (ii) *improving school management*. This component aims to strengthen management in beneficiary schools by: financing a “rural bonus” for teachers in rural schools covered by the program; financing Institutional Educational Projects (IEPs) for all school centers; providing specialized training and remuneration for school directors; and creating the position of director of school nuclei or school networks for ungraded or one-room rural schools.
- 1.28 **Targeting.** The program’s efforts will be targeted as follows: (i) restore and upgrade infrastructure in preprimary and primary schools, and build new infrastructure for primary education in the 125 municipios in Stages I and II of the Solidarity Plan; (ii) new preprimary infrastructure in the 45 municipios in Stage I of the Solidarity Plan; (iii) MINEDUC will define new integrated schools for eight departments, based on the findings of its studies; and (iv) the component to increase grade advancement and learning outcomes in primary schools, and actions related to school management (including in preprimary grades, the IEPs, the rural bonus, and strengthening of school management) will benefit schools in the 45 municipios in Stage I of the Solidarity Plan (see [Eligibility Criteria](#)).
- 1.29 **Lending modality.** Agreement was reached with the country to use a performance-driven loan (PDL) for this operation. Both the Ministry of Public Finance and MINEDUC are committed to moving towards gearing the budget and sector activities to the achievement of the targets set out in the education policy. Although this type of loan has not been implemented before in Guatemala, the environment is considered favorable for its use in this operation. First, a Country Financial Accountability Assessment and Country Procurement Assessment Report CFAA/CPAR carried out by the IDB and the World Bank favorably assessed the country’s public sector financial management system and reports improvements in the government procurement system. Second, a consulting service commissioned to examine MINEDUC’s institutional, financial, and procurement management capacities pointed out the following strengths: (i) MINEDUC’s administrative

processes have received ISO 9000 certification; (ii) its financial and procurement areas were recently upgraded and are in a position to manage external resources without the need for specialized operating units; and (iii) its budgetary and resource control mechanisms are consistent with both the Integrated Financial Management System (SIAF) used in the public sector, and the system of accounts of the Office of the Comptroller of Accounts. Third, MINEDUC's education information system includes effective processes and information that will enable fine tuning of the interventions, and provision of timely information for monitoring intermediate indicators and outcome indicators for program disbursements, which is crucial for PDLs.

2. Main indicators

- 1.30 Table I-3 shows the outcome indicators for the operation. [Annex I](#) contains the matrix of intermediate and outcome indicators for the program. [Annex II](#) contains a description of the indicators, along with their definitions, formulas, and sources of information.

Table I-3: Matrix of program outcome indicators

Indicator	Baseline	End result
Coverage		
Net coverage rate of preprimary education (ages 5 and 6) in the 45 targeted municípios	0.39	0.65
Age-appropriate enrollment rate (age 7 and under) in primary school in the 45 targeted municípios	0.85	0.89
Internal efficiency, quality, and cultural relevance		
Annual grade-advancement rate from 1st grade in schools in the 45 targeted municípios	0.63	0.8
Annual grade-advancement rate from 2nd grade in schools in the 45 targeted municípios	0.74	0.8
Annual grade-advancement rate from 3rd grade in schools in the 45 targeted municípios	0.79	0.8
Dropout rate from 1st grade in schools in the 45 targeted municípios	0.08	0.05
Dropout rate from 2nd grade in schools in the 45 targeted municípios	0.05	0.03
Dropout rate from 3rd grade in schools in the 45 targeted municípios	0.05	0.03
% achievement in the tests of core competencies in reading, writing, and mathematics in 1st and 3rd grades in the 45 targeted municípios	To be established in Oct. 2008	5% improvement
% of teachers with command of the community's language working in the first three grades of primary school in the targeted municípios	To be established in Oct. 2008	50% improvement
School management		
Number of actual days of class in schools in the 45 targeted municípios	To be established in Oct. 2008	10% improvement

- 1.31 Increases in coverage will be measured using the net coverage rate of preprimary education and the enrollment rate of children in first grade. Internal efficiency gains will be measured with the year-on-year grade-advancement and dropout rates. Changes in these rates will ensure that a larger percentage of students remain in school and complete the entire primary cycle. Improvements in quality and cultural relevance will be measured by examining the scores of students in first to third

grades on reading, writing, and mathematics tests given in Spanish and indigenous languages. The indicator for actual days of class per year will be used to measure changes in school management. The combined impact of these indicators will be reflected in the medium term in improvements in the equity of educational opportunities for the poorest segments of the population and indigenous groups in the country.

3. Cost and financing

- 1.32 The cost of the operation is US\$150 million, to be financed by the Bank. Table I-4 below summarizes the estimated costs.

Table I-4: Estimated (and indicative) cost of program interventions (US\$)

Category	IDB
School infrastructure	105,000,000
Replace and repair infrastructure in existing preprimary and primary buildings and outfit with school furniture	60,000,000
Expand facilities to increase coverage of preprimary education and outfit with school furniture	25,000,000
Expand facilities to increase coverage of primary education and outfit with school furniture	10,000,000
Build eight model schools	10,000,000
Educational quality and school management with cultural and linguistic relevance	36,000,000
Improve grade-advancement and learning outcomes in the first cycle of primary school	25,000,000
Strengthen school management	11,000,000
Administration, supervision, evaluation, and financial costs	9,000,000
Total	150,000,000

II. FINANCING STRUCTURE AND RISKS

A. Eligible financing, disbursement schedule, and advance payment

- 2.1 The program will finance a set of activities and interventions aimed at achieving the program's intermediate and final outcomes, and its core objectives. The items eligible for financing are described below.
- 2.2 **Educational infrastructure:** construction, replacement, reconstruction, expansion, and repair of school infrastructure and basic equipment. **Educational equipment and supplies:** outfitting of schools with furniture, computers, and other supplies and equipment needed for learning. **Education and training:** training of teachers, parents, and directors; payment of trainers and educational facilitators; travel expenses; expenditures for seminars, workshops, quality circles, and teacher

training, all within the framework of the interventions to improve reading, writing, and basic mathematics competencies in Spanish or in the country's indigenous languages, for the first cycle of primary school, or for enrichment training of bilingual preprimary and primary teachers in their mother tongue. **Educational textbooks and supplies:** production of educational materials (in Spanish or indigenous languages); printing, purchase, and distribution of educational inputs, educational materials, classroom libraries, school libraries, and textbooks. **Technical assistance; educational and achievement tests:** monitoring and support for developing program interventions; development of educational tests for beneficiary students; technical assistance for designing achievement tests in reading, writing, and mathematics; purchase of equipment and software for conducting educational and achievement tests; technical assistance for developing educational materials for the subjects covered in the first cycle of primary education in indigenous schools; and technical assistance for the system to monitor the program's intermediate and final indicators. **Consulting services:** consulting services and research related to program objectives (including external evaluations, verification of intermediate and outcome indicators, and audits). **Rural bonus:** payment of incentives for teachers and directors within the framework of the rural bonus. **Funds for Institutional Educational Projects (IEPs):** transfer of resources to schools for IEPs and for addressing specific needs in order to achieve program targets. **Communications and awareness-raising:** dissemination and outreach in schools, communities, and the mass media. **Administration and supervision:** monitoring, audit, tracking, internal evaluation, national and international per diems, operating and administrative expenses, loan finance charges.

- 2.3 The program will be implemented over a five-year period. With the exception of the initial disbursement, disbursements will be tied to fulfillment of intermediate and outcome targets. The program will include an initial disbursement of 20% of the loan, and five results-based disbursements. The initial disbursement will be released when the conditions precedent have been fulfilled, and will be discounted gradually from the subsequent five disbursements (see Table II-1).

Table II-1: Tentative disbursement plan (US\$ million)

Source	Initial disbursement payment	Disbursements					Total
		I	II	III	IV	V	
IDB	30.0	30.0	30.0	30.0	30.0	30%	100%
%	-	20%	20%	20%	20%	20%	100%
% repayment of initial disbursement	-	5%	5%	5%	5%	80%	100%

B. Audit of intermediate and final outcomes

- 2.4 The program includes a system for monitoring and evaluating its intermediate and final indicators, which is based on the experience and existing resources of the

Education Planning Division (DIPLAN).² The system includes a results matrix, baselines of the indicators, information sources, information flows, and the parties responsible for collecting the information. The audit to verify achievement of the outcomes that trigger program disbursements (except the initial advance payment) will be conducted by an independent external consulting firm, or a university or research entity with recognized technical expertise, which will review and assess the quality, accuracy, reliability, and relevance of data produced by the monitoring and evaluation system, and for confirming achievement of intermediate and final outcomes. Specifically, the firm or institution will: (i) assess the quality of data for the monitoring and evaluation system reported to the Bank as justification for disbursement; (ii) determine the level of achievement of the agreed targets for the intermediate outcome indicators; and (iii) recommend whether the Bank should proceed with the respective disbursement. **The hiring of the firm or institution will be a condition precedent to the first results-based disbursement.**

- 2.5 In addition, external financial and operational audits will be performed to ensure that program resources are allocated to the eligible categories of expenditure, in accordance with the procurement procedures agreed upon. The reports providing supporting documentation on justifying and verifying disbursements will be kept available for an ex post evaluation of the program, should the government or the Bank consider one necessary.
- 2.6 **External financial and operational audit.** The executing agency will hire a firm of independent auditors that will be selected in accordance with document AF-200. The audit will be performed in line with Bank standards (documents AF-100 and AF-300). The executing agency will submit to the Bank audited financial statements for the program within 120 days after the close of each fiscal year. In addition, it will submit, with the disbursement request for each tranche, an audit report that covers: (i) monitoring of procurement procedures; and (ii) eligibility and validity of expenditures in accordance with the program's criteria. **The audit firm will be hired prior to the first results-based disbursement, or at least 90 days before the close of the first fiscal year of project implementation, whichever occurs first.**

C. Procurement

- 2.7 At the borrower's request, the procurement will be carried out in accordance with the applicable Bank policies on works and goods and related services (document GN-2349-7) and on consulting services (document GN-2350-7). The types of procurement and ceilings are shown in Table II-2. An independent assessment determined that MINEDUC's Procurement Division uses procedures and practices

² See Bismarck Pineda, [Consultoría Diseño del Sistema de Información del Programa GU-L1017](#) [Consulting assignment to design the program information system, GU-L1017].

that have received ISO 9000 certification, and its staff has received training for managing the program's procurements.³

Table II-2
Procurement ceilings for the program (US\$000s)

Works			Goods			Consultants (short list national consultants)
ICB	NCB	Three proposals	ICB	NCB	Shopping	
>1,500	150-1,500	<150	>150	25-150	<25	<200

D. Social and environmental safeguards

- 2.8 In accordance with the Environment and Safeguards Compliance Policy (OP-703), this operation only needs to apply policy directive B.13; moreover, it does not require classification. School infrastructure activities should be implemented in accordance with MINEDUC's existing regulations to mitigate possible environmental impacts. Due to the nature of the works (for the most part small schools), impacts are considered moderate.⁴

E. Fiduciary risk

- 2.9 *Institutional capacity and fiduciary risk.* In recent years, MINEDUC has undertaken efforts to strengthen its administrative areas, which has created conditions that make execution of the program by its institutional bodies feasible. These efforts include: (i) mechanisms established in the Planning Secretariat for aligning and harmonizing processes to execute funds from international or multilateral support agencies; (ii) a process of institutional reform based on the ISO 9000 quality management system, which is nearing completion; (iii) the government accounting system (SIAF) is operating at the central level and in MINEDUC, and at the deconcentrated level, which ensures transparent financial management focused on accountability; and (iv) procurement procedures have been upgraded (see paragraph 2.7). The assessment of MINEDUC's institutional and procurement management capacity, conducted as part of the design stage of this operation, determined that fiduciary risks were low (see note on p. 3).

F. Other risks

- 2.10 The school infrastructure subprogram includes a large number of (small) works in rural or remote areas. To prevent possible delays, MINEDUC is exploring the possibility of including various options for transferring resources to the communities for the purpose of implementing the works. This strategy has had very

³ See A. Calderón, [Informe de Consultoría de Análisis Institucional](#). [Consulting Report on Institutional Analysis].

⁴ See preliminary report: [Evaluación ambiental para infraestructura educativa](#) [Environmental assessment for education infrastructure].

positive results in other education programs in the country and elsewhere in the region. Also, in view of troubling precedents with bidding processes for textbooks being cancelled or declared void, MINEDUC is examining strategies used in other countries to deliver resources to schools for purchasing the educational materials they need.

III. IMPLEMENTATION AND ACTION PLAN

A. Summary of implementation arrangement

- 3.1 The program will be implemented by the Ministry of Education, which will appoint, by ministerial agreement, a steering committee responsible for the operation. The steering committee will be made up of the four vice ministers and the minister, who will chair the committee. The vice minister of education, with responsibility for monitoring and controlling quality, will serve as executive coordinator of the program. Two technical coordinators, one for each subprogram, will report to the executive coordinator. The technical coordinators will be hired according to the terms of reference agreed by mutual consent between MINEDUC and the Bank. A technical team made up of professionals specialized in the subject matter of each component will support the technical coordinators and will assist the executing units at the central and department levels. (For further details, see [core elements of the implementation arrangement](#).) The program's Operating Regulations will specify the processes, responsibilities, flow charts, and specific activities for execution.

B. Summary of the monitoring and evaluation arrangement

- 3.2 The package of monitoring and evaluation actions consists of: (i) *monitoring of program activities*: to produce periodic (semiannual) descriptive reports for the authorities responsible for the program (technical coordinators, executive coordinator, steering committee) on the progress in implementing the multiyear and annual work plans for each subprogram; monitoring will be the responsibility of the Vice-Ministry of Design and Quality Control; (ii) *internal program evaluation*: to ascertain the relationship between activities under way and the progress made to achieve the program's intermediate and outcome indicators, with an eye to making recommendations to those responsible for execution; internal evaluation comes under the responsibility of the Education Planning Division (DIPLAN); and (iii) *evaluation to measure the expected impact of the program* vis-à-vis its core objectives (increased coverage, greater internal efficiency and impact on remaining in school and completing the cycle, better quality and cultural relevance, changes in the educational indicators of indigenous children, and changes in educational equity indicators attributable to all of the above). The evaluation will be quasi experimental and involve a treatment group and a control group. The baseline will be drawn up during the first six months of program execution, and will be the responsibility of DIPLAN. The latter will draw up the terms of reference for the

evaluation and monitoring.⁵ **The contracting of the external firm or entity to conduct the impact assessment will be a condition precedent to the first results-based disbursement.**

C. Design activities after approval of the operation

- 3.3 Although the core elements have been agreed to with MINEDUC, the following interventions need to be consolidated and aspects of their implementation still need to be spelled out: (i) language and mathematics tests for the first cycle of primary school, in Spanish and in Mayan languages; (ii) administration and control mechanisms for the rural bonus for teachers; (iii) duties, salaries, and mechanisms for selecting and filling the new position of school director; and (iv) organization of school networks, based on geographic proximity, teaching load, and the sociolinguistic and sociocultural characteristics of the communities. MINEDUC is expected to have finished implementing them before the end of 2008. Program execution will begin in January 2009.

⁵ Further details on the program's evaluation strategy are available in the program evaluation.

**Mi Escuela Progresá (My School is Making Progress) Program
(GU-L1023)**

Matrix of Outcomes and Intermediate Indicators

	Source	Baseline	Disbursements				
			I	II	III	IV	V
Outcome indicators							
Coverage							
Net coverage rate of preprimary education (ages 5 and 6) in the 45 targeted municipios	MINEDUC	0.39					0.65
Age-appropriate enrollment rate (age 7 and under) in primary school in the 45 targeted municipios	MINEDUC	0.85					0.89
Internal efficiency, quality, and cultural relevance							
Rate of annual advancement from 1st grade in schools in the 45 targeted municipios	MINEDUC	0.63					0.8
Rate of annual advancement from 2nd grade in schools in the 45 targeted municipios	MINEDUC	0.74					0.8
Rate of annual advancement from 3rd grade in schools in the 45 targeted municipios	MINEDUC	0.79					0.8
Dropout rate from 1st grade in schools in the 45 targeted municipios	MINEDUC	0.08					0.05
Dropout rate from 2nd grade in schools in the 45 targeted municipios	MINEDUC	0.05					0.03
Dropout rate from 3rd grade in schools in the 45 targeted municipios	MINEDUC	0.05					0.03
Percentage achievement in tests in Spanish of core competencies in reading, writing, and mathematics in the 1st grade in the 45 targeted municipios (1)	MINEDUC	To be established in Oct. 08					5% improvement
Percentage achievement in tests in Spanish of core competencies in reading, writing, and mathematics in the 3rd grade in the 45 targeted municipios	MINEDUC	To be established in Oct. 08					5% improvement
Percentage achievement in tests in the Mayan language of core competencies in reading, writing, and mathematics in the 1st grade in the 45 targeted municipios	MINEDUC	To be established in Oct. 08					5% improvement
Percentage achievement in tests in the Mayan language of core competencies in reading, writing, and mathematics in the 3rd grade in the 45 targeted municipios	MINEDUC	To be established in Oct. 08					5% improvement
Percentage of teachers with command of the community's language working in the first three primary grades in the 45 targeted municipios	MINEDUC	To be established in Oct. 08					50% improvement
School management							
Number of actual days of class in the primary schools of the 45 targeted municipios	MINEDUC	To be established in Oct. 08					10% improvement
Intermediate indicators							
Coverage							
Number of classrooms built and outfitted with school furniture for the preprimary level in the 45 targeted municipios, with at least 60% of these classrooms servicing indigenous students (cumulative)	MINEDUC		250	500	750	1,000	1,250
Number of teachers teaching at the preprimary level in the 45 targeted municipios, with at least 60% having a bilingual background (cumulative)	MINEDUC	1,234	1,400	1,650	1,900	2,150	2,400
Number of preprimary and primary schools repaired and outfitted with school furniture in the 125 targeted municipios, with indigenous students attending at least 60% of these schools (cumulative)	MINEDUC		200	400	600	800	1,000
Number of classrooms built and outfitted with school furniture for primary level with indigenous students in the 125 targeted municipios (cumulative)	MINEDUC		70	140	210	280	350
Model schools built				4	6	7	8
Internal efficiency, quality, and cultural relevance							
Number of first-cycle teachers receiving training and support for reading, writing, and mathematics in the 45 targeted municipios, with students receiving school textbooks in their own language (cumulative)	MINEDUC		3,000	9,000	11,000		
Percentage of first-cycle teachers with a bilingual background according to baseline estimate receiving training and support for reading, writing, and mathematics with a bilingual approach in the 45 targeted municipios	MINEDUC	To be established in Oct. 08	60	80	100		
Number of monolingual and bilingual schools with school libraries in the 45 targeted municipios (cumulative)	MINEDUC		870	2,700	3,200		
Periodic educational evaluations of language and mathematics in the first three grades of schools in the 45 targeted municipios	MINEDUC		developed	implemented	implemented	implemented	
Program monitoring system operating	MINEDUC		operating				
Communications strategy operating	MINEDUC		operating				

	Source	Baseline	Disbursements				
			I	II	III	IV	V
Reading, writing, and mathematics tests conducted in monolingual and bilingual format for 1st and 3rd grades in schools in the 45 targeted municipios	MINEDUC		test given	test given	test given	test given	
Publication of the results of reading, writing, and mathematics tests at the primary level	MINEDUC			results published	results published	results published	
School management							
Number of school networks created for rural and ungraded schools operating with a director in the 45 targeted municipios (cumulative)	MINEDUC		130	270	400	540	
MINEDUC education information system linked to staff roster and education statistics	MINEDUC			updated			
Number of school networks with teachers receiving the rural bonus in the 45 targeted municipios (cumulative)	MINEDUC		130	270	400	540	
System for monitoring teacher attendance and fulfillment of the school calendar	MINEDUC		designed	implemented	operating	operating	
School network with IEP basic component developed and implemented in the 45 targeted municipios (cumulative)	MINEDUC		130	270	400	540	
Impact assessment of program	MINEDUC		contracted			Preliminary progress report	

(1) The percentage increase in achievement in the reading, writing, and mathematics tests for 1st and 3rd grades was estimated on the basis of improvements observed in programs already implemented in the country (Centers of Excellence for Teacher Training, One Room/One Teacher Schools, and Save First Grade) and MINEDUC estimates.

MI ESCUELA PROGRESA (MY SCHOOL IS MAKING PROGRESS) PROGRAM (GU-L1023)

DESCRIPTION OF FINAL AND INTERMEDIATE INDICATORS

I. FINAL INDICATORS

Coverage

- a) **Net coverage rate of preprimary education (ages 5 and 6) in the 45 targeted municipios**

Definition: Percentage ratio of the number of students ages 5 to 6 enrolled at the preprimary level to the total population of that age group in the 45 targeted municipios.

Sources of information: MINEDUC enrollment census; population projections (based on 2002 Population Census), INE.

Information needed for calculation:

- Enrollment at preprimary level, by age (ages 5 and 6) in the 45 targeted municipios.
- Total population in the age group corresponding to that level (5 and 6 years) in the 45 targeted municipios.

To be calculated by: DIPLAN.

Frequency: Annual.

Method of calculation:

$$TN_n^t = \frac{I_{n,e}^t}{P_e^t} * 100$$

TN_n^t = Net rate in educational level n (preprimary) and in a school year t.

$I_{n,e}^t$ = Enrollment of school-age population and of the 45 targeted municipios, at educational level n in school year t.

P_e^t = Total school-age population (ages 5 and 6) and population of the 45 targeted municipios, in school year t.

- b) **Age-appropriate enrollment rate (age 7 or under) in primary school in the 45 targeted municipios**

Definition: Percentage ratio of new primary students (defined as students aged 7 in the 1st or 2nd grades) to the total population of that age in the 45 targeted municipios.

Sources of information: MINEDUC enrollment census; population projections (based on 2002 Population Census), INE.

Information needed for calculation:

- Enrollment by age (7 years) and by grade (1st and 2nd) in primary school, in the 45 targeted municipios.
- Total population 7 years of age in the 45 targeted municipios.

To be calculated by: DIPLAN.

Frequency: Annual.

Calculation method:

$$TIN_n^t = \frac{I_{n,e}^t}{P_e^t} * 100$$

TIN_n^t = Rate of net enrollment in educational level n (primary) and in school year t.

$I_{n,e}^t$ = Enrollment of school-age population (7 years) and in the 45 targeted municípios, in the 1st and 2nd grades of educational level n in school year t.

P_e^t = Total school-age population and population in the 45 targeted municípios, in school year t.

Internal efficiency

- a) **Annual grade-advancement rate in 1st, 2nd, and 3rd grades of primary school in schools in the 45 targeted municípios**

Definition: Percentage ratio of students that have advanced in year t in grade g to total students enrolled at the beginning of the same year in the 45 targeted municípios.

Sources of information: MINEDUC enrollment census (initial and final).

Information needed for calculation:

- Enrollment by grade in each of the first three grades of primary school in the 45 targeted municípios.
- Advancement by grade in the 45 targeted municípios.

To be calculated by: DIPLAN.

Frequency: Annual.

Calculation method:

$$TP_{n,g}^t = \frac{PR_{n,g}^t}{I_{n,e}^t} * 100$$

$TP_{n,g}^t$ = Rate of grade-advancement in educational level n (primary), in grade g (1st, 2nd, or 3rd grade), and in a school year t.

$PR_{n,g}^t$ = Number of students advanced in grade g of educational level n, and in school year t in the 45 targeted municípios.

$I_{n,g}^t$ = Number of students enrolled in grade g, of educational level n, and in school year t in the 45 targeted municípios.

- b) **Dropout rate from 1st, 2nd, and 3rd grades in schools in the 45 targeted municípios**

Definition: Proportion of students enrolled at the beginning of the year in a given grade compared to those who dropped out without completing the grade in which they enrolled, in the 45 targeted municípios.

Sources of information: MINEDUC enrollment census (initial and final).

Information needed for calculation:

- Enrollment by grade in each of the first three grades of primary school in the 45 targeted municipios.
- Number of students who dropped out by grade and by year in the 45 targeted municipios

To be calculated by: DIPLAN.

Frequency: Annual.

Calculation formula:

$$TD_{n,g}^t = \frac{D_{n,g}^t}{I_{n,e}^t} * 100$$

$TD_{n,g}^t$ = Dropout rate in educational level n (primary), in grade g (1st, 2nd, or 3rd), and in school year t.

$D_{n,g}^t$ = Number of students that dropped out during the year, enrolled in grade g of educational level n, and in school year t in the 45 targeted municipios.

$I_{n,g}^t$ = Number of students enrolled in grade g, of educational level n, and in school year t in the 45 targeted municipios.

Quality and relevance

- a) **Percentage achievement in tests in Spanish and in the Mayan language of core competencies in reading, writing, and mathematics in 1st and 3rd grades in the 45 targeted municipios**

Definition: Percentage of students achieving satisfactory and excellent results out of total students evaluated (excluding those with undefined responses) in the tests (Spanish or bilingual) for reading, writing, and mathematics in 1st and 3rd grades in the 45 targeted municipios.

Sources of information: Diagnostic assessments by DIGEDUCA.

Information needed for calculation:

- Tabulated results of diagnostic assessments. There are five possible results (unsatisfactory, needs improvement, satisfactory, excellent, and undefined).

To be calculated by: DIPLAN based on DIGEDUCA data.

Frequency: Annual.

Calculation formula:

$$CL_g^t = \frac{\sum_{h=1}^m ACL_g^t}{E_g^t} * 100$$

CL_g^t = Achievement in grade g and in the assessment conducted in year t.

ACL_g^t = Number of students obtaining excellent or satisfactory results, in grade g, and in the assessment conducted in year t in schools in the 45 targeted municípios.

E_g^t = Total number of students assessed (excluding those whose result was “undefined”) in the test given to grade g, and in year t in schools in the 45 targeted municípios.

b) Percentage of teachers with command of the community’s language working in the first three primary grades of indigenous schools in the 45 targeted municípios

Definition: Percentage ratio of teachers in the first three grades in schools serving the indigenous population of targeted municípios who speak at least one of the languages spoken in the community (at the village level) and the total number of teachers in the first three grades of those schools.

Sources of information: Initial statistics and demographic projections (based on 2002 Population Census), INE.

Information needed for calculation:

- Information on teachers’ command of languages, from initial statistics and input into the education information system.
- Links between the public schools in the 45 targeted municípios and the villages.
- Languages spoken in each community (village), according to 2002 National Population Census.

To be calculated by: DIPLAN.

Frequency: Annual.

Calculation formula:

$$PDI^t = \frac{\sum_{h=1}^m DI^t}{TD^t} * 100$$

PDI^t = Percentage of teachers with command of at least one of the languages spoken in the community, working in the first three grades of primary school in the indigenous schools in the prioritized municípios, in year t.

DI^t = Teachers with a command of at least one of the languages spoken in the community, working in the first three grades of primary school in the indigenous schools of the prioritized municípios, in year t.

TD^t = Total number of teachers working in the first three grades of indigenous schools in prioritized municípios in year t.

School management

a) Number of actual days of class in primary schools in the 45 targeted municípios

Definition: Number of days during the school year that students received classes at schools in the 45 targeted municipios. The information is compiled by means of random visits and a representative sampling of visits to the prioritized municipios.

Sources of information: Monitoring and tracking system of teachers' attendance and fulfillment of school schedule.

Information needed for calculation: Actual days of class by school, grade, and section.

To be calculated by: DIPLAN based on DIGEMOCA data.

Frequency: Annual.

II. INTERMEDIATE INDICATORS

Coverage

- a) **Number of classrooms built and outfitted with school furniture for the preprimary level in the 45 targeted municipios, with indigenous students in at least 70% of these classrooms**

Definition: Number of classrooms built and outfitted with school furniture at the preprimary level in the 45 targeted municipios with at least 50% of the indigenous population in at least 70% of these classrooms.

Sources of information: Project monitoring system and demographic projections (based on 2002 Population Census), INE.

Information needed for calculation:

- Number of classrooms built for preprimary level in the targeted municipios.
- Quantity and type of furniture per classroom built.
- Proportion of indigenous population per village attending the school.

Responsible: DIPLAN.

Frequency of information: Semiannual.

- b) **Number of teachers teaching at the preprimary level in the 45 targeted municipios, with at least 60% of these teachers having a bilingual background**

Definition: Number of teachers teaching at the preprimary level in the 45 targeted municipios, with at least 60% of these teachers having a bilingual background (have a command of the community language and are trained teachers and trained to teach in that language).

Sources of information: Human resources system

Information needed for calculation:

- Number of teachers teaching at the preprimary level in the 45 targeted municipios.
- Number of teachers with a command of the community language who are trained teachers and trained to teach in that language, that are teaching at the preprimary level in the 45 targeted municipios.

- **Responsible:** DIPLAN based on DIGECADE data, DIGEBI, and Human Resources Division.

Frequency of information: Semiannual.

- c) **Number of preprimary and primary schools that have been repaired and outfitted with school furniture in the 125 targeted municipios, with indigenous students attending at least 60% of these schools**

Definition: Number of schools with some of the following infrastructure investments: construction of classrooms or other school spaces (restrooms, office, multipurpose rooms), repair, renovation, and/or maintenance of school environments, serving at least 50% of the indigenous population in the targeted municipios.

Sources of information: Project monitoring system and demographic projections (based on 2002 Population Census), INE.

Information needed for calculation:

- Number of beneficiary schools, broken down by type of action (construction, repair, renovation, maintenance).
- Quantity and type of furniture of furniture envisaged.
- Proportion of indigenous population per village attending the school.

Responsible: DIPLAN.

Frequency of information: Semiannual.

- d) **Number of classrooms constructed and outfitted with school furniture for primary school serving indigenous students in the 125 targeted municipios**

Definition: Number of classrooms constructed and outfitted with school furniture at the primary level serving at least 50% of the indigenous population in the 125 targeted municipios.

Sources of information: Project monitoring system; demographic projections (based on 2002 Population Census), INE.

Information needed for calculation:

- Number of classrooms constructed for the preprimary level in targeted municipios.
- Quantity and type of furniture per classroom built.
- Proportion of indigenous population per village attending the school.

To be calculated by: DIPLAN.

Frequency of information: Semiannual.

- e) **Model schools built**

Definition: Number of model schools built nationwide.

Sources of information: Project monitoring system

Information needed for calculation:

- Construction of model schools per year at the national level.

Responsible: DIPLAN.

Frequency of information: Annual.

Internal efficiency, quality, and cultural relevance

- a) **Number of first-cycle teachers in primary schools receiving training and support in reading, writing, and mathematics in the 45 targeted municipios, with the students receiving textbooks in their own languages**

Definition: Number of monolingual teachers serving the first three grades of primary school in the 45 targeted municipios that:

- Receive classroom training, for a total of around 40 hours per year, with a focus on the teaching of initial literacy.
- Receive teaching advisory assistance in the classroom, for an average five visits per year, focusing on ways to support slower learners.
- Joined local teacher circles, meeting an average of four times a year.
- Have students receiving the textbooks in their own languages.

Sources of information: Program monitoring system.

Information needed for calculation:

- Record of first-cycle teachers' participation in training in the 45 targeted municipios, including number of training hours received.
- Number of teaching support visits per first-cycle classroom in the schools in the 45 targeted municipios.
- Number of meetings of local teacher circles in the 45 targeted municipios.
- Number of students that receive school textbooks in their own languages.

Responsible: DIPLAN based on DIGECADE data, DIGEBI, DIGEPSA, and DIGEMOCA.

Frequency of information: Semiannual.

- b) **Percentage of first-cycle teachers with a bilingual background in primary schools (according to baseline estimate) who receive training and support for reading, writing, and mathematics using a bilingual approach in the 45 targeted municipios**

Definition: Percentage of teachers, with a bilingual background (that have a command of the community language and are trained teachers and trained to teach in that language) out of all bilingual teachers that are needed according to baseline estimate, assigned to the first three grades of primary school in the 45 targeted municipios that receive:

- Classroom training, for a total of around 40 hours per year, focused on the teaching of initial literacy, with a bilingual background (that have a command of the community language and are trained teachers and trained to teach in that language).

- Teaching advisory support in the classrooms, for an average five annual visits, focusing on ways to help slower learners.
- Local teacher circles, with some four annual meetings on average.

Sources of information: Program monitoring system and baseline for teachers with a command of the community language.

Information needed for calculation:

- Records of first-cycle teacher participation in training in the 45 targeted municipios, including number of training hours received.
- Number of teaching advisory support visits per first-cycle classroom of schools in the 45 targeted municipios.
- Number of meetings of local teacher circles in the 45 targeted municipios.
- Number of teachers with a bilingual background that are needed, according to calculated baseline.

Responsible: DIPLAN based on DIGECADE data, DIGEBI, and DIGEMOCA.

Frequency of information: Semiannual.

c) **Number of monolingual and bilingual schools with school libraries in the 45 targeted municipios**

Definition: Number of monolingual and bilingual schools that receive school libraries in the 45 targeted municipios. Each library should have an average of 120 books, including children's literature and age-appropriate instructional books.

Sources of information: Program monitoring system.

Information needed for calculation:

- Number of monolingual and bilingual schools that receive libraries as described above.

Responsible: DIPLAN based on DIGECADE data, DIGEBI, DIGEPSA, and DIGEMOCA.

Frequency of information: Semiannual.

d) **Periodic educational evaluations of language and mathematics competencies in the first three grades of schools in the 45 targeted municipios**

Definition: Census, nominal, and annual evaluations of language and mathematics competencies conducted in first three grades of primary school, on predictive components of the students' advancement in initial literacy, integrated into a school curriculum monitoring system.

Sources of information: Program monitoring system

Information needed for calculation:

- Periodic tests

Responsible: DIPLAN based on DIGECADE data, DIGEBI, and DIGEDUCA.

Frequency of information: Beginning and end of school year.

e) **Monitoring system**

Definition: Monitoring system developed and operating that:

- ensures local transparency and prominence of teachers in compiling information, processing, and using learning assessments
- enables year-to-year monitoring of school curriculum and learning
- provides a flow of information and uses computer software to accurately identify achievement level
- facilitates the use of information by teachers, facilitators, monitors, supervisors, core technical team, to characterize the situation and propose improvements for students at their specific achievement levels.

Sources of information: Program monitoring system.

Information needed for calculation:

- Monitoring system developed and operating.

Responsible: DIPLAN based on DIGECADE data, DIGEBI, DIGEDUCA, and DIGEMOCA.

Frequency of information: Annual.

f) **Communications strategy in place**

Definition: Development and implementation of a communications strategy that:

- disseminates an encouraging, mobilizing, and motivating message for different audiences inside and outside the educational system, using different media, channels, and broadcasters, with a strong emphasis on the capacities of boys and girls.
- defines mechanisms and procedures for collecting opinions, information, and the views of people and institutions involved in the process, with a view to adjusting and reorienting the communications strategy.

Sources of information: Program monitoring system.

Information needed for calculation:

- Communications strategy developed and implemented

Responsible: DIPLAN based on DICOMS data, DIGECADE, DIGEBI, DIGEFOSE, and DIGEPSA.

Frequency of information: Annual.

g) **Reading, writing, and mathematics tests conducted in monolingual and bilingual formats for 1st and 3rd grades in schools in the 45 targeted municipios**

Definition: Reading, writing, and mathematics tests conducted in monolingual and bilingual formats for first and third grades, using statistically representative sampling of the 45 targeted municipios.

Sources of information: Program monitoring system

Information needed for calculation:

- DIGEDUCA conducts reading, writing, and mathematics tests in monolingual and bilingual format for first and third grades, with results that are statistically representative of the 45 targeted municipios.

Responsible: DIPLAN based on DIGEDUCA data.

Frequency of information: Annual.

h) Publication of results of reading, writing, and mathematics tests at the primary level

Definition: Publication of the results of the reading, writing, and mathematics tests conducted in monolingual and bilingual format for first and third grades, with a statistically representative sampling of the 45 targeted municipios.

Sources of information: Program monitoring system; Ministry of Education website (where results are to be published)

Information needed for calculation:

- Consolidation of results of statistically representative tests in the 45 targeted municipios.

Responsible: DIPLAN based on DIGEDUCA data.

Frequency of information: Annual.

School management

a) Number of school networks created for rural and ungraded schools operating with a director in the 45 targeted municipios

Definition: School networks operating with a director (one director per network in the 45 targeted municipios).

Sources of information: Program monitoring system

Information needed for calculation:

- Number of rural and multigrade schools in the 45 prioritized municipios.
- Number of networks operating with a director.
- Number of schools belonging to each network.

Responsible: DIPLAN based on DIGEFOSE data, DIGEPSA, DIDEDUC, and human resources.

Frequency of information: Semiannual.

b) MINEDUC education information system linked to payroll and education statistics

Definition: Payroll information input into, and education statistics linked to educational information system.

Sources of information: Education information system.

Information needed for calculation:

- Payroll information from human resources system.

Responsible: DIPLAN based on DIPLAN data and human resources.

Frequency of information: Semiannual.

c) **Number of school networks with teachers receiving the rural bonus in the 45 targeted municípios**

Definition: Number of school networks with teachers receiving the rural bonus in the targeted municípios.

Sources of information: Project information system.

Information needed for calculation:

- Number of school networks with teachers receiving the rural bonus.

Responsible: DIPLAN based on human resources data and DIPLAN.

Frequency of information: Semiannual.

d) **Monitoring system for teacher attendance and fulfillment of school calendar**

Definition: Monitoring system for teacher attendance and fulfillment of school schedule designed and functioning.

Sources of information: Project information system

Information needed for calculation:

- Monitoring system designed and functioning with information on teacher attendance and actual class schedule for the schools in the 45 targeted municípios.

Responsible: DIPLAN based on DIGECADE data, DIGEBI, and DIGEDUCA.

Frequency of information: Annual.

e) **School networks with IEP base component developed and implemented in the 45 targeted municípios**

Definition: Number of school networks that have an Institutional Educational Project (IEP) **base component** (including a definition of school calendar and cycle) designed, approved, and implemented in schools in the 45 targeted municípios.

Sources of information: Project information system; monitoring and tracking system for teacher attendance and fulfillment of school calendar.

Information needed for calculation:

- Number of school networks with IEP **base component** designed.
- Number of school networks with IEP **base component** approved.
- Number of school networks with IEP **base component** implemented.

Responsible: DIPLAN based on DIGEFOCE data and DIGEACE.

Frequency of information: Semiannual.

Program evaluation

a) **Impact assessment of program**

Definition: Hiring of consulting services to assess program impact and to submit the first progress report.

Sources of information: Contract and first progress report

Information needed for calculation:

- Firm, institution, or consultant hired to conduct impact assessment.
- Submittal of first progress report.

Responsible: DIPLAN.

Frequency of information: Annual.

Abbreviations

DIGECADE: Educational Quality Management Bureau
DIGEDUCA: Educational Evaluation and Research Bureau
DIGEACE: Accreditation and Certification Bureau
DIGEBI: Intercultural Bilingual Education Bureau
DIGEPSA: Community Participation and Support Service Bureau
DIGEMOCA: Quality Monitoring and Control Bureau
DIGEFOCE: Strengthening of Educational Community Bureau
DIDEDUC: Departmental Education Offices
DICOMS: Public Relations Division
DIPLAN: Education Planning Division
INE: National Statistics Institute