



United Nations
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Organización
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Организация
Объединенных Наций по
вопросам образования,
науки и культуры

منظمة الأمم المتحدة
للتربية والعلم والثقافة

联合国教育、
科学及文化组织

Internal Oversight Service Evaluation Section

IOS/EVS/PI/20
Original: English

Evaluation of the PRONEM Project

2002

PRESENTATION

An external evaluation requires thorough preparation, especially when it is focussed on the evaluation of an educational project such as PROMEM, whose importance lies in the active mobilisation of national efforts to offer Mayan children a bilingual and intercultural education, and which places value on their culture and mother tongue through significant learning strategies which reaffirm their identity and their sense of belonging to a multiethnic, plurilingual and multicultural nation. Based on this premise, the UNESCO Office for Central America, with the support of the Representation in Guatemala and the Royal Embassy of the Netherlands, joined forces to organise and implement, from 29 April to 24 May 2002, the External Evaluation of the Support Mobilisation Project for Mayan Education (PROMEM).

This evaluation was undertaken by external consultants, who worked intensely and professionally, guided by the principles of autonomy and independence of criteria. The methodology of interviews with the national and provincial authorities, directors of the National Council of Mayan Education (CNEM), as well as with different actors related

to the project, combined with the direct observation of educational practices and an exchange with directors, teachers, children, parents and community leaders, both from the Local Mayan Education Units (ULEM) and from the teacher training programmes, made it possible to prepare a final report, which at the end of the mission was presented to the public mentioned above and to the Minister of Education of the Republic of Guatemala in a special session.

The purposes of this evaluation were to promote an extensive dissemination of the results and to guarantee that the recommendations were shared between all those responsible for putting into effect the paradigmatic processes of national educational transformation, incorporating any corrections necessary and the pedagogical contributions that PROMEM has offered to Mayan bilingual and intercultural education.

I would like to express our sincere thanks to the Royal Embassy of the Netherlands in Guatemala, a generous donor country in this educational work, for the high quality and contributions made by the education expert who participated as a member of the Evaluation Mission and the

permanent presence and accompaniment of the First Secretary of this Embassy in its development; the Ministry of Foreign Affairs of Finland and its Consulate in Guatemala City, for facilitating the participation of an education expert from that country in the mission, as an observer; also the Ministry of Education of Guatemala for the participation of a highly qualified specialist in bilingual and intercultural education as a member of the mission; and the invaluable support of the National Director of the Project and Director of the National and International Co-operation Unit (UCONIME); as well as the collaboration provided by the Vice Ministries and General and Provincial Directorates, which contributed decisively to the success of the evaluation work. The technical team deserves special mention, as well as the support personnel, the national co-ordination and the international technical advisory of the PROMEM project for their outstanding support, dedication and commitment to Mayan Bilingual and Intercultural Education in Guatemala.

Upon approval of this report, this representation would also like to formally acknowledge the objectivity and transparency shown by the external evaluation team, which made an extraordinary effort to comply with its tight working schedule and with the preparation of the final report.

From now on, what is most important is to put into effect the recommendations proposed by the mission for finalising the second phase of the project in December 2002, and devote our time to the preparation of new actions that the project should undertake, for the purpose of designing a new phase and establishing an intensive methodology to transfer and adopt innovations by the Ministry of Education and all those educational and social entities responsible for making the foundations of Education for All a reality in a context of peace.



Arvelio García-Rivas

**Director and Representative
of UNESCO for Central America**

Executive Summary

1. This report has been prepared by the Tripartite Evaluation Mission of PROMEM/UNESCO/Netherlands/519/GUA/12, at the request of the Government of Guatemala, UNESCO and the Royal Government of the Netherlands. The content of the report is the result of a consensus among the members of the Tripartite Mission; its essential elements, included in this Executive Summary, are the product of a study of documentation related to the project and produced by it; of visits to eleven Units of Mayan Bilingual and Intercultural Education (ULEM), to five community-based organisations members of the National Council of Education (CNEM), to two PROMEM leadership training programmes, and to two Teacher Training Schools; as well as interviews and working sessions with Ministry of Education authorities, with the PROMEM Technical Team, with the CNEM and with representatives of the civil society, of the academic sector and of the Interagency Group of Bilingual Intercultural Education.
2. PROMEM emerged in a national context characterised by the resurgence of the Mayan Movement in the framework of the democratisation and pacification processes expressed in the Peace Accords. In this context, specific events occurred of great importance in the life of the

nation, such as the formation of the Parity Commission on Educational Reform, the First and Second Congresses of Mayan Education, the creation of the National Council of Mayan Education (CNEM), of the Academy of Mayan Languages and of the General Directorate of Bilingual and Intercultural Education (DIGEBI). During the years of the project's implementation, Guatemala has progressed in the achievement of an intercultural policy and a policy of generalisation of Bilingual and Intercultural Education, in the design of Education Reform and Curricular Transformation, through processes of consultation and participation. Notwithstanding budgetary limitations and resistance, which still exists in the society, there is evidence of progress in the application of these national initiatives and a greater opening to the concept and practice of intercultural aspects of education. The project was and is the expression of the decision of UNESCO and of the Government of the Netherlands to support the country's democratisation processes, education sector reforms, and particularly, the formulation of a concept and the development of Mayan Bilingual and Intercultural Education, demanded by the Mayan Movement and supported by the Ministry of Education.

3. PROMEM's vision is based on the recognition of the cultures of peoples as the foundation for

- national identity and for Guatemalan education. Its aim is to participate in the construction of a plurilingual, multicultural and multiethnic Guatemalan nation.
4. The mission considers that the strategies developed by the project have been validated, and has clearly identified the following: a) emphasis on the quality of the intervention and its products; b) application of the practice-theory-practice trilogy, in which the beginning and the end of interventions lies with the community, influenced by theoretical systematisation; c) the opening of spaces for debate to strengthen the formulation of proposals with a view to having impact on the educational and social processes; d) the construction of alliances with different institutional role players from the civil society at all levels; e) an approach directed towards innovation in the processes of intervention, and in educational theories and practices; f) participative ways of working on the essential actions of the project; g) dissemination of the progress and results obtained; and h) spreading of the systematisation achieved.
5. In its project execution analysis, the mission has identified the following variables in the process:
- a) The organised presence and voice of Mayan people in the educational scenario;
 - b) A greater political will of the Ministry of Education;
 - c) The legitimisation and support of international cooperation;
 - d) Technical and propositional support of Mayan specialists committed to the different actions of the project;
 - e) The progressive development of Mayan Bilingual and Intercultural Education (EMBI);
 - f) The creative and dedicated work of teachers in EMBI centres;
 - g) The support and close monitoring of local communities and EMBI schools; and
 - h) The joy of being with and learning from the children, in this reencounter with their identity and their optimistic attitude towards learning.
6. The mission considers that the mobilising nature of PROMEM has been the right one since it has not replaced the social participants, but has supported their acts; it has promoted strategic alliances; it has furthered processes; and it has responded flexibly to the process's needs for EMBI construction.
7. The basic objectives of PROMEM aim at promoting the development of bilingual and intercultural education, particularly Mayan education, intending to support and influence educational reform and the strengthening of the agencies of the Ministry of Education in charge of Bilingual Intercultural Education (EBI) from this perspective; institutionally strengthening the CNEM, preparing an EMBI proposal based on the Local Mayan Education Units (ULEM); and contributing to the preparation and training of indigenous

- human resources for the development and application of EMBI.
8. In an analysis of the relevance of PROMEM's objectives, the mission has been able to conclude that these are complementary and together formalise Mayans' political proposals with regard to education; they fill a vacuum emphasising research and systematisation of Mayan knowledge (ancestral and contemporary), this being translated into content, methodology and organisation of the educational space; and it permits a paradigmatic leap, represented by the conceptual step to bilingualism, to the affirmation of Mayan culture as the basis of Guatemalan identity.
9. The strategies used by the project have been interesting:
- a) prioritisation of the propositional technical level;
 - b) promotion of the social construction of the essential elements of Mayan culture in order to incorporate it into the curriculum as "minimum in the macro and maximum in the micro";
 - c) development of dialogue, coordinated action and joint work with the Ministry of Education, the civil society and the international community;
 - d) projection of the ULEM as the basis for the construction of Mayan Bilingual and Intercultural Education;
 - e) aiming at strengthening the propositional capacity of the CNEM;
 - f) focussing on the training of EMBI teachers and directors from a systematic perspective, as a contribution to educational reform; and
- supporting the achievement of objectives through communication, socialisation and dissemination.
10. With regard to the scope and results of PROMEM, the mission has been able to confirm significant advance in the majority of goals proposed. It has not been possible to achieve some of them completely and this will be discussed later. The main results are the following:
- a) The achievement of a tangible contribution in curricular transformation which has occurred gradually, emerging as the "Non-Negotiable Criteria" or essential elements of Mayan culture in the national curriculum, which are currently being developed in the framework of the consultancy contracted by the Ministry of Education and the IDB, to be introduced in the macro, meso and micro curriculum;
 - b) The synergy achieved with the Ministry of Education, particularly with DIGEBI and recently a greater convergence with DICADE;
 - c) The training of 470 ULEM teachers and directors who are already applying what they have learnt in the classroom;
 - d) The training of 80 ULEM teachers, graduating with a diploma in the specialisation on Mayan Education and Curriculum;
 - e) The training of 120 teachers of the Teacher Training Schools, about to graduate from the degree programme in EBI;
 - f) The full operation of 48 ULEMs, working with 10,383

- students (53% boys and 47% girls);
- g) The incorporation of essential elements of Mayan culture in the educational practices of the ULEM where they are implementing innovative EMBI educational processes;
 - h) The application and initial validation of curriculum proposals and culturally and linguistically relevant educational materials;
 - i) The participation of parents and communities in the ULEM educational process;
 - j) The initial application of active, child-centred methodologies;
 - k) The provision of significant educational resources and teaching material for Mayan education in the ULEMs;
 - l) A reencounter between the community and the school;
 - m) Extensive production of research and literature which at present consists of: a collection of 15 books resulting from research; a collection of 4 pedagogical notebooks; a collection of 3 reports on systematisation; and 6 newsletters containing opinions, analyses and debates;
 - n) A documentation centre specialising in indigenous education, Mayan education and bilingual and intercultural education, with 1,696 books, documents and materials for reference and deposit;
 - o) Six "video-letters" on innovative experiences in Mayan education, told by children, teachers and communities.
11. The mission has observed some restrictions for the EMBI development process and therefore for the project. Some of them are structural; some are related to legal, administrative and financial aspects of the education sector; and finally, others refer to the execution of the project.
12. The fact that financial resources allocated by the national budgets to education (especially the EBI) are insufficient, has repercussions on Bilingual and Intercultural Education in that the necessary conditions are lacking for development and consolidation in compliance with the policy which contemplates generalisation. Furthermore, the precarious labour conditions which affect rural teachers, especially those who teach in community schools, has led to a constant change of teachers. This has caused a "leak" of teachers trained in the ULEMs, which has affected the pedagogical and consolidation processes. In effect, even when the best educational practices of Mayan Bilingual and Intercultural Education are developed, usually in community schools, if no support is received from the Ministry of Education, their viability is not sustainable.
13. In general terms, it is difficult for indigenous children to manage to complete their primary education; the highest drop out rate is in first grade; repetition and the school drop out rate are both very high, subsequently leading to humiliation and frustration. The lack of teacher training in methodologies for second

- language instruction, together with the shortage of bilingual teachers in areas with a large concentration of indigenous people, has not helped to solve this serious problem.
14. Coordination between DICADE and DIGEBI for implementing educational reform at the central level is in its initial phase and it is promising. This is not necessarily so in the provincial directorates, and among other things it affects the operation of technical-pedagogical guidance and monitoring for the EBI centres, progress being made difficult by the absence of specialised support. A similar phenomenon occurs in the relation between DIGEBI and PROMEM, which although fluid at the central level, is not so in the provinces.
 15. Insufficient production of educational materials and resources to accompany the operation of the new curriculum of Mayan Bilingual and Intercultural Education; however, the Ministry of Education and PROMEM itself are making an effort to respond to this limitation.
 16. Self-sustainability of the National Council of Mayan Education is still at an incipient stage. The mechanisms for systematic communication and coordination between PROMEM and CNEM, and between CNEM and its community-based organisations, and between the member organisations are insufficient.
 17. The geographical dispersion of the ULEMs has affected their impact. Moreover, it should be observed that in some ULEM/DIGEBI, progress has been less than in others, which would seem to be due to insufficient motivation in the directors and to a certain extent in the teachers. Insufficient local coordination between PROMEM and DIGEBI, as well as the weak legal legitimation of the ULEMs, has also influenced this situation. In effect, for instance, there is no consistency between the legal situation of certain ULEMs catalogued as "private" and their real situation as non-profit community schools.
 18. The qualitative progress of PROMEM in the ULEMs has been insufficiently documented in terms of quantitative and qualitative indicators.
 19. In general terms the challenges and perspectives for the future identified by the mission refer to the following:
 - a) the creation of conditions necessary for the institutionalisation of Mayan Bilingual and Intercultural Education through public policies which grant status, legitimacy and recognition in conditions of equality in the National Education System;
 - b) the development of curriculum construction at the macro, meso and micro levels, guaranteeing the generalisation of the essential criteria of Mayan Bilingual and Intercultural Education in the National Education System; the development of methodologies and the preparation of educational materials for pre-primary and primary levels of EMBI;
 - c) the extension and consolidation of the academic graduate programme in Bilingual

and Intercultural Education and of refresher and professionalisation programmes for EMBI teachers and directors; d) theoretical development and consolidation of EMBI through the development of research processes and the systematisation of knowledge of the native culture and of the pedagogical processes of the EMBI, which permit Mayan culture to be placed on equal standing with the knowledge, methods and values of the universal culture, accepting it as the basis of Guatemalan identity; and e) the strengthening and consolidation of the ULEMs as innovative, demonstrative experiences, whose educational practice permits the support and validation of curricular construction at the micro, meso and macro curricular levels.

Main Recommendations

20. Considering the significant progress and contributions demonstrated by PROMEM/UNESCO/Netherlands, in relation to the development of Mayan Bilingual and Intercultural Education and its recognition by the different representatives of the Ministry of Education and civil society, due to the fact that several of its processes are in a period of germination and still need to be consolidated to encourage their adoption by the Ministry of Education, the CNEM, the local organisations and communities, the mission recommends continuation of the project with the same mobilisation approach and strategies.

Recommendations for PROMEM

21. To consolidate its impact on the development of educational policy, curricular transformation and initial in-service training, keeping active its propositional capacity, based on the practice-theory-practice relation.
22. To closely coordinate work with DIGEBI in order to strengthen its actions at the macro level (policies), meso level (provincial directorates and linguistic communities), and the micro level (education units).
23. To coordinate with DICADE and DIGEBI components of Mayan Bilingual and Intercultural Education in the area of professionalisation and other initiatives for the training and improvement of human resources in education.
24. To coordinate initiatives with the Ministry of Culture and other similar organisations with cultural policies. To prepare educational, productive, cultural and community development projects, inspired by Mayan art and aesthetics.
25. To encourage the consolidation, dissemination and generalisation of EMBI experiences, it is recommended that efforts be concentrated in three linguistic communities (K'iche', Tz'utujil and Mam), based on best practices, and at the same time maintaining and monitoring the process of the ULEM located in other linguistic communities where the project has been working.

26. To achieve the consolidation and generalisation of EMBI, coordination is recommended between the ULEM and the official schools in the area (4 "Ulá", or "special guest" schools, for each ULEM), the communities, the Provincial Directorates, the Teacher Training Schools and the municipalities. To guarantee technical-pedagogical monitoring through the local Mayan Education Technical Teams (ETEM) associated with the CTA and a JEDEBI official from the corresponding jurisdiction. To complement this, it is also recommended that PROMEM seek the best strategies in alliance with the JEDEBI, CTA and other projects, in order to support and maintain the ULEMs which will not form part of the consolidation and generalisation strategy.
27. To include a component of follow-up, impact evaluation and measurement in all project actions.
28. To harmonise and reinforce an integrated system of initial in-service, specialised training for Mayan teachers in the linguistic communities of the project, with emphasis on the directors of women's education centres. To coordinate these initiatives with the human resources training programme of the Ministry of Education, making sure that all the programmes have: a) sufficient knowledge of Mayan history and culture; b) an adequate scientific basis for the curriculum included; c) a critical bridge to the universal; d) a vision of culture as a historical fact in continuous movement and construction; and e) a strong component of research which permits teachers to apply their knowledge in the pedagogical context of the classroom where students become a component of the investigation process.
29. To construct spaces for participation and the coordination of actions with Teacher Training Schools, particularly in EMBI teacher training at the primary and pre-primary levels.
30. To continue the strategic alliance with the CNEM, the strengthening of DIGEBI and coordination with DICADE.
31. To guarantee CNEM participation in the decision taking process of the Tripartite Committee of Project Consultation, and to support CNEM actions for the achievement of self-sustainability through the creation of a seed fund, with the participation of its organisations, the state and international cooperation, having concrete goals and schedules.
32. To define the most adequate mechanisms for systematic coordination and communication between PROMEM and CNEM, securing the transfer and adoption of technical products generated by the project with regard to EMBI, by the CNEM, to facilitate impact on education policy.
33. To continue the systematisation and research process in education and Mayan culture, co-ordinating with the

practical work of the ULEMs and with teacher training as a cross-cutting axis for the studies. In the area of systematisation and research it is recommended that work be done on the translation of these curricular and methodological guides and educational materials, and that these be added to other culturally and linguistically relevant teaching resources.

34. To promote gender equality in all actions of the project. In particular, to promote the participation and development of girls in the education process and in the school councils, as spaces for citizenship practice, inspired by the native culture's forms of organisation.

Recommendations for the Ministry of Education

With all due respect, the mission submits the following recommendations:

35. To establish legal, administrative and financial measures that guarantee the fulfilment of the objective of generalising bilingual and intercultural education.
36. To develop concrete strategies for the adoption of the processes and results of the project by the Ministry of Education and for guaranteeing incorporation of the teaching and contributions produced by PROMEM in the national education system.
37. To guarantee full operation in the three regions on which the project is concentrating, with the conditions necessary for the development of EMBI in the official DIGEBI schools.
38. Through a ministerial decree, to create a specific category for the community schools which will permit their autonomous operation with financial support from the state.
39. To sign a ministerial resolution to recognise the ULEMs as EMBI demonstration centres.

Recommendations for the CNEM

40. To secure political - propositional leadership in representation of the Mayan movement in the transformation processes of the education sector and to support initiatives developed in this area, thus supporting the processes developed by the grass roots and community-based organisations, by the academy and other actors that promote EMBI. To ensure that the progress achieved now and in the future has the budgetary and legal backing required by the State.
41. To strengthen organisational links, communication and co-ordination with the member organisations; to have effective coordination in actions with PROMEM; an open and constructive dialogue with the Ministry of Education, especially with DIGEBI and DICADE; and a visionary strategy of national and international alliances in support of EMBI.
42. To design a concrete plan with a view to self-

sustainability. For this purpose, to obtain a seed fund including contributions from the member organisations, the state and the international community, or any other initiatives which may help with the achievement of this objective.

and to the Guatemalan people for their warmth and hospitality.

Sincerely,

Dra. Magdalena Herdoíza
UNESCO

Dra. Margriet Poppema
Países Bajos

Suggestions for the International Community

43. On the grounds of the achievements of the project, the mission considers continuity to be fundamental with regard to co-operation between the Ministry of Education, UNESCO and the Netherlands. Considering the implications of a new phase of the project, it would be important to add new cooperation efforts to this process.

44. Based on the progress achieved by the Interagency Group of EBI, it would be positive to explore new forms of collaboration and coordinated efforts, as well as the measurement of joint impacts on EMBI.

The evaluation mission wishes to express its gratitude to the Ministry of Education, the Royal Government of the Netherlands and to UNESCO for the technical trust placed in the team; to the ministerial authorities and officials, and to all the organisations and people who generously collaborated with the development of the mission's activities; to the directors, technicians and support personnel of PROMEM who went to great lengths to provide firm support to the work of the last four weeks;

Lic. Margarito Gantá
Ministerio de Educación

INTRODUCTION

The Support Mobilisation Project for Mayan Education - PROMEM UNESCO/ NETHERLANDS/ 519/GUA/12 has developed in two phases: the first from September 1995 to August 1998, followed by an extension stage from September 1998 to June 1999, and a second phase from July 1999 to June 2002. The latter phase has been extended to December 2002.

The technical direction and execution of the project has been by UNESCO and funding from the Netherlands. The Ministry of Education is the national counterpart and the CNEM is PROMEM's civil counterpart.

During the seven years of the project, the total investment has been US\$ 6.042.678,00: US\$ 1.802.080,00, in the first phase; 350.000 in the extension stage; and 3.890.598,00 in the second phase.

The management of the project has

developed with the following structure: National Director (Roxana de Hegel, Director of the Technical Co-operation Unit of the Ministry of Education), National Co-ordination (Manuel Salazar), Main Technical Advisor (Dr. Katherina Grigsby, appointed by UNESCO on 5 November 1997), UNESCO representation in Guatemala (Federico Figueroa, Architect), representation of the Netherlands' Government in Guatemala (To Toeljker), and Technical and Administrative Supervision of the UNESCO representative for Central America and Panama, based in San Jose, Costa Rica (Arvelio Garcia Rivas).

During the second phase of the project three framework plans have been executed (1999-2000, 2001 and 2002); five progress reports (July-December 1999, January-June 2000, July-December 2000, January-June 2001 and July-December 2001). All these documents have been done technically, and present a balance in relation to the progress of the project, its main achievements and difficulties, and they identify responses through a set of recommendations for improved development of the execution processes and for the achievement of the project's objectives.

Based on the progress achieved in the first phase of the project, in the second phase PROMEM's actions were structured around the following development objective:

"To promote the development of bilingual and intercultural education, particularly Mayan education, conducive to the integral development of the people of Guatemala, founded on the principles and values of the cultures which form the basis of national identity, contributing to

the construction of a multilingual, pluricultural and multiethnic Guatemalan nation within the framework of the peace process and educational reform."

There was a re-focussing of the objectives related to the four large components:

- a) The impact on educational reform from the perspective of Mayan Bilingual and Intercultural Education, EMBI;
- b) Support for the consolidation of the National Council of Mayan Education, CNEM;
- c) The development of Mayan Bilingual and Intercultural Education from the Local Mayan Education Units, ULEM; and
- d) The development and training of human resources for EMBI.

This external evaluation, the results of which are presented in this report, was developed six months before the end of the project's second phase (technically terminal) and it is the second to be done since the project began. The purpose was to consider the level of development reached by PROMEM in its second phase and in its different components, to appreciate the level of impact, relevance, efficacy and efficiency of the project, and to evaluate the country's current possibilities for adopting PROMEM's processes and achievements in the country. In this perspective, the mission has been able to identify the conditions, potential and some paths to sustainability for the project in the context of the operation of the Ministry of Education, the CNEM, the communities and the ULEMs. The

evaluation of these two factors has permitted the mission to formulate a general recommendation on the convenience of making the effort necessary to prolong the project to a new phase, as well as a set of specific recommendations, which in the mission's opinion, could guide the planning of PROMEM III.

The evaluation was based on three fundamental sources of information: field visits, interviews and working sessions, and documentary analysis. With the support of PROMEM's technical team, five documentary files were structured (one for each of objectives 1, 2 and 4; and two for objective 3). These include the documents studied by the mission and form part of this report.

Specifically, as part of the mission's work methodology, the following activities were realised:

1. A study of national reference documents
2. Analysis of internal project documents
3. Revision of the project's publications
4. Work meetings with the project's technical team
5. Interviews with institutional actors related to the development and execution of the project:
 - Technical Vice Minister of Education
 - Directors of UCONIME, DIGEBI, DICADE
 - Board of Directors of the CNEM and member organisations

(FUNMMAYAN, CDRO, ASCEM and PRODESSA)

- Directors, teachers, children, parents and communities of the 11 ULEMs
 - Diploma study programme PROMEM/PRODESSA (Quetzaltenango)
 - Graduate programme PROMEM/Rafael Landívar University (Sololá)
 - First Secretary of the Royal Embassy of the Netherlands
6. Visit to Teacher Training Schools in Sololá and in San Andrés Sementabaj
 7. Meeting with authorities of the Provincial Directorate of Baja Verapaz
 8. Interview with the Minister of Culture
 9. Search for and obtaining of additional sources of information on the Mayan movement in its historical context (meeting with Mr. Carlos Batzín)
 10. Meeting with the Interagency Thematic Group in EBI

The basic criteria used in the evaluation process were: a) take into account innovative elements contributed by the project in the context of its design, general strategies, implementation mechanisms; b) consider the achievements in processes, results and impacts of the development objectives and of the four large components of the project in relation to the social-political and educational process in Guatemala; c) determine the level of effectiveness reached in the organisation, planning, programming, execution and follow-up of the project activities; d) identify the capability of the processes developed, the internal and external restrictions, with regard to its sustainability; and

e) determine the basic conditions for adopting and absorbing the strategies and results of the project by the Ministry of Education.

The evaluation process has been extremely rich and has been characterised by a positive relation between the observation and analysis of real processes, an exchange with persons related to the actions of the project at all levels, a revision of significant documents in the light of the objective of development and of the specific objectives of PROMEM, and lengthy dialogues and reflections between the mission's members. The mission has shared the experiences and opinions of children, parents, and community leaders; this has provided key elements in the formulation of recommendations for this report (see calendar in annex).

Structure of the Evaluation Mission

Dr. Magdalena Herdoíza, Head of the

Mission.

Nationality: Ecuadorian

Representation in the Mission:
UNESCO

Institutional Connection:
Professor,

University of Indiana, United States of

America

Areas of Focus: Research, Socio Educational Policies and Planning; Pedagogy

Dr. Margriet Poppema

Nationality: Dutch

Representation in the Mission:
Royal

Government of the Netherlands

Institutional Connection:
Professor, International

Development Studies (InDRA), University of Amsterdam
Specialisation: Studies in International Development and Education, Multiculturalism and Development.

Lic. Margarito Guantá Coló

Nationality: Guatemalan

Representation in the Mission:
Ministry of

Education

Functions: Technical Advisor on Bilingual Education in the National and International Co-operation Unit

Area of focus: Bilingual Intercultural

Education

N.B.:

Mr. Kari Kantasalmi, Professor of the University of Helsinki, accompanied the mission as an observer in representation of Finland. Mr. Kantasalmi participated in most of the mission's programme during the first three weeks of work, as well as in the two sessions for the presentation of the evaluation report.

BACKGROUND¹

Social Movements and the Origin of the Project

The Support Mobilisation Project for Mayan Education - PROMEM - emerged at a crucial time in Guatemala after the armed conflict. On making this commitment to seek a political way out of over three decades of violence, with an extremely high social cost, the Peace Accords were signed in 1996.

With regard to the process designed to establish education for native peoples, already in 1994, the Mayan Education Council of Guatemala -CEM-G-, had organised the **First Congress of Mayan Education**, the first of its kind, which had placed on the national agenda the need to transform the current educational model, for the purpose of responding to the diverse cultural and linguistic nature of the country.

The outcome of this congress was educational demands such as: the need to establish an education based on Mayan values as part of the affirmation of identity, and to have a just educational model to promote democracy with extensive Mayan participation. Furthermore, the Congress proposed girls as a priority and the incorporation of a balance between the individual, land and the environment.

It was in this framework that UNESCO decided to respond to the

proposals of the Mayan movement with technical support for the formulation of the initial proposal from which PROMEM would later emerge, with the help of Dutch cooperation.

With the signing of the Accord for Firm and Lasting Peace in 1996, the last of a series of Accords signed since 1994, among which the Accord on the Identity and Rights of Indigenous Peoples is particularly important, the Government of Guatemala acquired a set of commitments on education, among which those related to the following areas are important: (i) the promotion of indigenous languages in the education system; (ii) the promotion of bilingual intercultural education, of the Mayan schools and other indigenous educational experiences; (iii) the operation of a global reform of the education system in which decentralisation and regionalisation are envisaged in relation to the specific linguistic and cultural characteristics of the country; and (iv) the strengthening of the General Directorate of Bilingual Intercultural Education and the National Council of Mayan Education.

To comply with these, the Accord on the Identity and Rights of Indigenous Peoples established the creation of Parity Commissions (part governmental and part indigenous), two of which were, the Parity Commission for the Officialisation of Mayan Languages and the Parity Commission on Educational Reform, the latter created through Government Decree 262-97, dated 20 March 1997 and established on 2 April of the same year.

¹ This chapter is based on the following sources: A meeting requested by the mission with the historian, Mr. Carlos Batzin, and documents prepared by Manuel Salazar, National Co-ordinator, and Otto Rivera, National Consultant for PROMEM. The mission is grateful for these valuable contributions to the evaluation work.

This was how, in the framework of the Parity Commission for Educational Reform (COPARE), Mayan organisations, such as the CNEM, through representatives in this commission incorporated their agreements into the Design of Educational Reform, and through this the multiethnic, pluricultural and multilingual nature of the nation came to form part of the national education agenda.

To put into effect the guidelines expressed in the Design of Educational Reform prepared and presented to the government by COPARE in June 1998, it was necessary to create the Consultative Commission of Educational Reform, a technical-political agency in charge of putting Educational Reform into practice. Its structure marked an important precedent in the extensive participation of different sectors of the society in influencing decisions taken on national education, and it was made up of representatives from Mayan and civil society organisations, universities, churches, private enterprise, trade associations, and private, religious and lay schools.

The above processes significantly strengthened the education agenda of Mayan people and their capacity for political impact in the framework of educational reform, a key element in the preparation of the Vision of the Guatemalan Citizen for 2020 and of the Long Term National Education Plan. Subsequently, in 2000, Dialogue and National Consultation on Educational Reform, with the participation of different social sectors, including Mayan organisations, legitimised the Mayan people's demand for access

to quality education with cultural and linguistic relevance at all levels of the education system, as well their permanence in it.

To summarise, the process of transition to democracy and the peace process are evidently the conditions which allowed innovative education models to be included in the national agenda for Mayan Bilingual and Intercultural Education.

The results of the **Second Congress of Mayan Education** held in 1998 by the CNEM, reaffirmed and enriched the global strategy of PROMEM/UNESCO/Netherlands emphasising that Mayan education is characterised by the recovery, valuing, strengthening and promotion of the community's cultural identity as the centre of its own educational processes and in interaction with other communities. In this context, native languages, the world vision, artistic creation, values, philosophical principles, forms of social organisation, Mayan science and spirituality, are conceived as fundamental elements of Mayan education.

In the year 2000, taking the Design of Educational Reform prepared by the Parity Commission as its basis, the Ministry of Education, with the support of the Consultative Commission, led a process of consultation with the society in search of a fundamental consensus on this reform. The Dialogue and National Consensus for Educational Reform was established to collect the opinion of the different participants in education at the municipal, provincial and national levels. The Education Councils were established for each of these levels. The CNEM proposal was to

enrich the process through a local consultation in which parents as well as community leaders could express their opinions with regard to educational reform, but it was never done.

It has been seven years since the signing of the Accord on the Identity and Rights of Indigenous Peoples, but according to the Verification Report of the United Nations Mission, presented in September 2001, the minimum commitments in the Accord have not been complied with entirely. This report stresses the state of discrimination and exclusion suffered by indigenous peoples as a reflection of non-compliance with a whole set of accords. In April of this year, this mission concluded and recommended that education for indigenous peoples should be a high priority in the government's political agenda and especially for the Ministry of Education.

Peace, democracy and development continue to be the main objectives for the country on the threshold of a new century. If these are really present in the national agenda, then a greater effort needs to be made to achieve them and obtain tangible results. Spaces have been opened that could permit the construction of a new model of a multicultural society and of intercultural social relations upon a basis of respect, fairness, tolerance and reciprocity. The absence of armed confrontation has been an important step in the life of Guatemala, but according to external and local observers, an additional impetus is needed to achieve a true culture of peace and reconciliation. An effort should be made to work on the "*re-coordination of the social fabric*

*and the construction of a model of the Nation in which all peoples, all cultural expressions and all languages be treated equally with the same respect and importance."*²

² Otto Rivera, National Consultant, PROMEM/UNESCO.

Evolution of the Ministry of Education's Policies and Strategies in Mayan Bilingual and Intercultural Education

This section will present the most important elements relative to the Ministry of Education's policies and strategies within the global context of the changes conceived by Guatemala since the nineteen nineties. The facts and processes that have had an impact on Mayan Bilingual and Intercultural Education have been identified.

In the year 1993 a professional Maya K'iche' took office as the Minister of Education and his actions were:

- a) Most importantly, to consider the educational community as a democratic organisation in order to understand and solve local education problems and needs;
- b) To incorporate the exercise of the right to the mother tongue and to the indigenous culture in the educational process at the pre-primary and primary levels;
- c) To put into effect the initiative of creating a National Council of Mayan Education, institutionally supporting in 1994 the First National Congress³;
- d) On the basis of the Accord on the Identity and Rights of Indigenous Peoples, to issue the Government Resolution

creating the General Directorate of Bilingual Intercultural Education and to sign an agreement between the Guatemalan Government and the Government of the Netherlands to put into effect the Support Mobilisation Project for Mayan Education -PROMEM/ UNESCO.

In 1996 the new Government promoted the transformation of the Rural Teacher Training Schools, located in areas that were predominantly indigenous, into Teacher Training Schools of Bilingual Intercultural Education. This strategy was postponed for reasons related to the teachers' unions. In December, with the signing of the Peace Accords, the commitments established by the substantive and operational thematic accords became effective; among these was the commitment to educational reform based on the recognition, respect and promotion of the multilingual, multiethnic and pluricultural nature of the Guatemalan nation.

The official nature of the indigenous languages was established in their linguistic territory; the identity and rights of the Maya, Xinca and Garifuna indigenous peoples and of the Mayan schools were recognised; the consolidation of bilingual intercultural education was recognised, as well as the segment of Mayan Language and Culture for the whole population and promotion of the Mayan University and Indigenous Higher Education Centres. To guarantee compliance with commitments on education, two commissions were established: A parity commission (indigenous organisations and government) and a consultative commission to provide follow-up to the reform process.

³ The First Mayan Education Congress recommended to the Ministry of Education the institutionalisation of Mayan education and the consolidation of bilingual and intercultural education, legal recognition of the National Council of Mayan Education, the creation of a university, and the beginning of an integral reform process for the education system.

The current Government has developed the following educational policies set forth in the Government Plan for the Education Sector 2002-2004:

Justice- To guarantee opportunities for access, attendance and permanence for school age children, as well as those over fifteen years of age, to the services of the different levels of the educational system, increasing coverage in accordance with gender, culture and language criteria, concentrating on groups which have been marginalized, particularly in rural areas, indigenous people and those who live in extreme poverty.

Intercultural policies - Through education to promote recognition and respect for cultural and linguistic diversity and for the values of the different peoples of the country as a basis for national unity and development, as well as to overcome the barriers of prejudice and discrimination.

Quality/ Excellence- To favour quality and excellence in all the actions of the educational system, within the framework of educational reform, redirecting education, in order to respond to the characteristics and demands of the society, this being an effective element in the growth of individuals.

Democratisation- To develop a decentralised system of educational management, within the framework of state reforms, characterised by a participative, dynamic and flexible approach, to bring the decision making process closer to the people, to involve the different sectors in educational development and to

give rapid and efficient attention to educational needs.

The main strategies of this policy are: **Curricular Transformation** and the plan for **Teacher Training and Improvement**. Both were validated in the National Dialogue and Consensus for Educational Reform held between June 2000 and February 2001. Another strategy is the **Generalisation of Intercultural Bilingual Education** in all communities of the country, in accordance with linguistic and cultural characteristics and levels of bilingualism. The fourth strategy is **Literacy**. All these strategies are very important for EMBI and they are the framework in which the main actions of PROMEM's second phase lie. Specifically, Curricular Transformation is the area from which EMBI proposals are emerging, as a result of experiences developed by the Local Mayan Education Units (ULEM) and of their technical and methodological processing. Professionalisation is the space conducive to the Ministry of Education using the products already validated by PROMEM in the area of training and their success has been very clear. The Generalisation of Bilingual Education is the key political component for achieving budgetary, legal and administrative support for EMBI.

Progress and Challenges in the Construction of Mayan Education

Today Mayan Bilingual and Intercultural Education form part of the national education agenda. There is no sector that is not aware of this. This statement does not ignore the

existence of sectors opposed to its implementation, but objectively speaking, in the framework of educational reform it would seem that a minimum consensus has been reached among the different educational actors of the society with regard to the urgent need to transform the current education model for the purpose of the system responding to the country's cultural and linguistic diversity.

Gradually a social consensus has been reached in the society on this approach, on the basis of proposals with social and technical foundations. In this context, the *Support Mobilisation Project for Mayan Education* has provided a significant contribution. The National Dialogue and Consensus for Educational Reform is an example of the progress achieved, as well as the planning -ongoing- of the content related to Mayan culture in the national curriculum and in teacher professionalisation which begins in June this year, and the generalisation of bilingual and intercultural education.

The challenges which remain would seem to be in relation to three elements: a) the methodological construction of EMBI, b) the operational design of this generalisation, and c) human and financial resources for their application and development.

The **Third Congress on Mayan Education**, to be held next August, aims to contribute to the strengthening and application of the Mayan education proposal, and to reach a consensus on this

proposal. This will identify and validate pedagogical constructions based on the daily practice of Mayan organisations and education centres⁴; progress and needs related to bilingual and intercultural teacher training; the political, technical and financial conditions for sustainability and the generalisation of EMBI experiences; the key lines of impact on national education policies. The three pre-congresses and the congress planned will express the levels of progress and consensus of the Mayan movement on education, and they have the potential to become a new historical milestone in the transformation process for education and Guatemalan society.

⁴ Specifically, the Third CNEM Congress proposes the validation of the following curricular proposals: a) pre-primary and primary of CEDIM; b) the basic secondary cycle of PRODESSA; c) the diversified secondary cycle with a specialisation in teaching, of the PEMBI/GTZ project; and d) higher education (Mayan University) of AMEUS and the Board of Directors of the Mayan University. In this way it is hoped that the Mayan proposals will be validated for each of the levels or cycles of the national education system. Moreover the Third Congress proposes reaching a consensus on proposals related to specific policies and measures for technical, administrative and financial sustainability for Mayan community schools.

PROJECT EVALUATION

1. General Observations

Below is the general evaluation of the mission on the relevance of the objectives, strategies, methodologies, implementation mechanisms and impacts of the project. Some of the elements considered are explicitly expressed in PROMEM documents; others have been identified and conceptually constructed by the mission, based on the proposals and practices of the project:

Vision and mission The vision of PROMEM is focussed on the recognition of the cultures of the people as the basis for national identity and education in Guatemala. Its purpose is to contribute to the construction of a plurilingual, multicultural and multiethnic Guatemalan nation. Both elements are recorded in relation to the present time in the history of Guatemala, and include the constructive and necessary processes in the perspective of a real democracy and lasting peace.

Strategies The mission considers that the strategies developed by the project have been valid and have clearly identified the following:

- a) Emphasis on the quality of the intervention and on its products, with high, well-defined standards;
- b) Application of the practice-theory-practice trilogy, through which the beginning and end of involvement lie with the community, influenced by theoretical systematisation, which has led to a set of investigations whose results

have supported the educational policies and development, training and pedagogical action of the ULEM teachers;

- c) The opening of spaces for debate to reinforce the formulation of proposals with a view to influencing educational and social processes, using different mechanisms;
- d) Construction of alliances with different institutional actors and the civil society at the central and local levels, including support initiatives for the coordination of the Interagency Network of EBI;
- e) An approach directed towards innovation in the intervention processes, as well as in educational theories and practices, and resulting from these, flexible implementation mechanisms, an emphasis on the generation of knowledge and an impetus for interesting changes in classroom dynamics;
- f) Participation of all those involved in the essential actions of the project;
- g) Dissemination of progress and results obtained using a diversity of means, including audiovisual; and
- h) Dissemination of systematisation achieved, through extensive publications.

Variables The theoretical reconstruction of the project's execution has allowed the mission to identify the following variables which positively intervene in the processes promoted:

- a) The organised presence and voice of the Mayan people in the educational scenario, in which the CNEM and its member organisations play an important role;
- b) The political will of the Ministry of Education to

- promote educational reform, expressed particularly in curricular transformation, the generalisation of EBI and professionalisation; even though it is important to take note of the reduction of the general budget for education, which has affected implementation;
- c) Legitimation and support from international co-operation; support from UNESCO and the Netherlands has been fundamental, as well as co-operation from other agencies for EBI initiatives;
 - d) The technical propositional contribution of Mayan specialists committed to the different actions of the project, as well as being an achievement in itself of the project which has been reinforced by the participation of valuable professionals, they have also grown in the process;
 - e) The application and progressive development of Mayan Bilingual and Intercultural Education (EMBI), with different levels of development depending on many factors;
 - f) The creative and dedicated work of teachers at the EMBI centres, despite their precarious labour situation;
 - g) The support and careful monitoring of the local communities in EMBI schools, including ways of participating in the educational process; and
 - h) The joy of being with and learning from the children in this reencounter with their identity, and their optimistic attitude to learning.

The mission considers that the mobilising nature of PROMEM has been the right one, since it has not replaced the social participants, but it has supported

their actions; it has promoted strategic alliances; it has driven forward processes; and it has responded flexibly to the needs of the EMBI construction process.

PROMEM's basic objectives aim at promoting the development of bilingual and intercultural education, particularly Mayan education, and from this perspective planning to support and influence educational reform and the strengthening of the Ministry of Education departments responsible for Bilingual Intercultural Education (EBI); institutionally strengthening the CNEM, preparing a proposal for EMBI based on the Local Mayan Education Units (ULEM); and contributing to the preparation and training of indigenous human resources for the development and application of EMBI.

In its analysis of the relevance of PROMEM's objectives, the mission has been able to conclude that these are complementary and, as a whole, represent the political position of the Mayan people in relation to education; they fill the vacuum, emphasising research and systematisation of Mayan knowledge (ancestral and contemporary), translating it into content, methodologies and organisation of the educational space; and they allow for a change of model represented by the conceptual change to bilingualism and the affirmation of Mayan culture as the basis of Guatemalan identity.

The strategies used by the project have been interesting: a) prioritisation of the technical propositional level; b) promotion of the social construction of essential elements of Mayan culture for it to be incorporated

into the curriculum as "minimum en the macro and maximum in the micro"; c) promotion of dialogue, coordinated action and work together with the Ministry of Education, the civil society and the international community; d) projection of the ULEM as the basis for the construction of Mayan Bilingual and Intercultural Education; e) the aim of strengthening the propositional capacity of the CNEM; f) a focus on the development of EMBI teachers and directors from a systematic perspective as a contribution to educational reform; and f) support for the achievement of objectives through communication, socialisation and dissemination.

With regard to the scope and results of PROMEM, the mission has been able to verify significant progress in the majority of goals proposed, and this has been described in this report and duly documented.

The mission has also observed some restrictions to the EMBI development process and therefore to the project. Some of them are structural; some are related to legal, administrative and financial aspects of the education sector; and others refer to the implementation of the project. These are also presented in this report.

The qualitative progress of PROMEM in the ULEMs is unequal and observable, but this is at present insufficiently documented in terms of quantitative and qualitative indicators.

In general terms the challenges and perspectives identified by the mission refer to the following: a) the creation of the conditions necessary for the

institutionalisation of Mayan Bilingual and Intercultural Education through public policies that grant status, legitimacy and recognition on equal terms within the national education system; b) the development of curricular construction at the macro, meso and micro levels, guaranteeing the generalisation of criteria essential to Mayan Bilingual and Intercultural Education in the national education system; methodological development and the preparation of educational materials for pre-primary and primary EMBI education; c) the extension and consolidation of the academic degree programme on Bilingual and Intercultural Education and refresher and professionalisation programmes for EMBI pre-primary and primary directors and teachers; d) the theoretical development and consolidation of EMBI through a development of the research processes, systematisation of knowledge of the native culture and of the EMBI pedagogical process, which allow Mayan culture to be placed on an equal standing to that of the knowledge, methods and values of universal culture, also taking it as the basis of Guatemalan identity; and e) the strengthening and consolidation of the ULEMs as innovative experiences, demonstrative of EMBI, where educational practice permits the support and validation of curricular construction at the micro, meso and macro levels.

2. Evaluation of Achievement of Objectives

Objective 1: To support the process of Educational Reform and ministerial agencies in the area of Mayan Education and

Bilingual Intercultural Education

• Expected results: their relevance

At the end of the process, it is expected that support will have been provided for the educational reform process and the agencies run by the Ministry of Education (SIMAC, DIGEBI and DIGEEX) in relation to Mayan Education and Bilingual and Intercultural Education, in the development of the first stage of planning and execution of the reform, establishing the basis for a second stage of development and consolidation. In this framework it is expected that the following results or specific goals will be reached:

Goal 1 A technical proposal for incorporating Mayan science, culture and pedagogy, which develops the intercultural concept at different levels of the national education system, based on innovative educational practices developed in the ULEMS and in the Mayan schools.

Goal 2 9 agencies in the provinces and at the central level of the Ministry of Education (SIMAC, DIGEBI and DIGEEX), strengthened technically and administratively in relation to Mayan Bilingual and Intercultural education.

Goal 3 5.000 parents, 120 community leaders and 60 members of religious associations actively participating in the construction and development of educational

reform in the 60 communities organised by linguistic regions.

In the mission's opinion, the goals proposed by PROMEM were and continue to be relevant. Considering the opening produced by the Peace Accords, the Consultative Commission for Educational Reform and the Sub commission on Curricular Transformation, it was fundamental to support the presence of a voice from the Mayan peoples in agreement with educational transformation. In retrospective analysis, this decision of UNESCO and the Netherlands, at a time in history characterised by the resurgence of the Mayan movement, the recent creation of the National Council of Mayan Education and of the DIGEBI, in so many ministerial agencies representative of an institutional space for the native peoples, was a visionary and committed action of enormous importance, and widely recognised by the different national and international actors interviewed by the evaluation mission.

• Results obtained: progress, achievements and impact

The three goals proposed by the project respond to the need to construct a technical basis for Mayan Bilingual and Intercultural Education; to strengthen the permanent agencies at the centre of the Ministry of Education; and to promote social mobilisation in support of educational reform within a real intercultural logic. The individual examination of each one of these, shows evidence of unequal development; however,

from a global viewpoint, significant progress has been made in achieving Objective 1.

The analysis of information referring to the first goal (contribution and impact of PROMEM/UNESCO on the process of educational reform) allows for verification of the fact that the project has developed a process characterised by a strong focus on theoretically and practically laying the foundations for the proposal for Mayan Bilingual and Intercultural Education. The search for spaces of impact for this proposal at the national, regional and local levels has been progressive. It is also interesting to observe that the project has contributed with other agencies of international co-operation which operate in the same field.⁵

In essence, it is possible to say that PROMEM has managed to introduce to the discussion table the concept of Mayan education and its basic elements, as contributions forming part of national education within the intercultural and bilingual perspective. This contribution, which represents the appearance of a new model, has been the result of a progressive construction, in which, essentially, studies have been made of a high academic level on Mayan culture and the educational practice of the Local Mayan Education Units, established in production "laboratories" of the transformation models sought.

In a historical perspective it is important to point out, that since the First Congress of the CNEM, UNESCO and the Netherlands have taken the important decision to implement the platform of this Congress and the Peace Accords, legitimising the CNEM and making PROMEM/UNESCO/the Netherlands viable. A revision of the documents produced during the years of project implementation⁶ has allowed the mission to observe that already in the Second Congress of the National Council of Mayan Education (CNEM) held in May 1998, the contribution of PROMEM is explicitly recognised in the preparation of a proposal on Bilingual and Intercultural Education.⁷ Likewise, during this event seven proposals were presented on curricular innovation by PROMEM and the ULEMs, the equivalent of 47% of the total number of experiences collected by the Congress.

During the execution of the project, especially the last three years, PROMEM/UNESCO has contributed and indirectly influenced government policies on Mayan Bilingual and Intercultural Education through the systematisation of important elements of Mayan culture. Several studies, the quality of which has been praised by the different national and international actors, have been produced, published and disseminated. Significant effort has been made to systematise "Best Educational Practices and Lessons Learnt by Educational Programmes and Projects"; to develop four key issues in relation to the national curriculum: aesthetics and art, mathematics, values, and Mayan

⁵ We refer to the statements made by an AID representative in the meeting held by the mission with the Interagency Network of Bilingual and Intercultural Education, on 17 May 2002.

⁶ Refer to the annexed list and to five documentary files organised during the mission.

⁷ Refer to the paper presented at the Second Congress of the CNEM by the then Technical Vice Minister of Education, Roberto Moreno. Report of the Congress, p. 39.

languages; and to do specific research on the learning basis and styles of Mayan children, as well as on Mayan social organisation.⁸ PROMEM's publications have been sent to the ULEM libraries and have been used in the teacher training and improvement programmes planned by the project, and they have been disseminated in many places outside the project, thus forming a reference point for the area. The gratuitousness provided for in the basic agreement of the project has limited the possibility for greater dissemination of the publications. This has represented a real obstacle which should be examined in search of a solution which would allow the intellectual production of the project to be used⁹. The extension of dissemination through an electronic version (web page) could be an adequate means of furthering wider access to the project's publications

At the level of direct contribution to the process of educational reform and curricular transformation, PROMEM is giving key support at the technical level to permeate the macro curriculum. The process has been progressive and is backed by the documentation of proposals and events held in this area (refer to documentary files and the list of these in the annex).

The identification of essential elements to be included in the national curriculum as an integral contribution from Mayan culture to

the education of the Guatemalan nation ("Non-Negotiable Criteria") represents a significant conceptual contribution to curricular transformation, which has been explicitly recognised by representatives of DIGEBI and DICADE. In the perspective of DIGEBI, PROMEM has permitted a step to be taken towards bilingualism, historically accepted as being the basis for Mayan education and for an intercultural approach for national education.¹⁰

The validity of this approach was recognised by the Ministry of Education and the Interamerican Development Bank on selecting the PROMEM/UNESCO proposal of "Mayan Relevance in the National Curriculum"¹¹. This work incorporates content and guidelines for the macro, meso and micro curriculum. Initial results are expected for August 2002, after which a process of consultation and validation will be developed at the local level, subject to its adoption by the Ministry of Education. Objectively speaking, it is very important to have achieved this space, which is evidence of the credibility achieved by PROMEM in the national context. The "Non-Negotiable Criteria" will be presented to the second Pre-Congress and the plenary of the Third Congress of the CNEM in August 2002, which represents a new milestone for Mayan education.

Moreover, the project has delivered concrete contributions with a direct impact on the eminently practical application of educational and curricular reform through the training and

⁸ The list of investigations, systematisation, curricular guides and other publications appears in the evaluation of achievements of Objective 3.

⁹ According to the mission's observations, there is a strong demand for PROMEM's publications, by the schools and community-based CNEM organisations, participants in teacher training programmes and many others. The publications of the project are not only important, but also possibly self-sustainable to a certain extent.

¹⁰ Statement of Jaime Roquel Chávez, Subdirector of DIGEBI.

¹¹ PROMEM/UNESCO won the open contest for this consultancy and is at present producing the technical proposal.

specialisation of 200 Mayan educators. These are the result of a degree programme in Bilingual and Intercultural Education with emphasis on teacher training (120 university graduates) and the specialisation in Mayan education and curriculum (80 diploma graduates). The multiplying effects of these professionals in their immediate area of action (education centres, teacher training schools and, in some cases, commissions for the development of the meso curriculum), as well as their potential roles in the professionalisation programme run by the Ministry, represent a significant contribution for beginning all these processes of change.

Finally, based on the interest shown by DICADE, PROMEM could support the professionalisation programme, through a specific methodological proposal for the corner dedicated to Mayan culture ("My Culture"), as part of the active methodology of "learning corners", promoted by this programme. The project would thus be capable of sharing the systematisation of progress achieved by the ULEMs at the national level. Likewise, in co-operation with DIGEBI, and based on the experiences of the degree and diploma courses, the project could contribute to the following modules of professionalisation from the perspective of Mayan Bilingual and Intercultural Education.

The second goal, referring to the technical and administrative strengthening of DICADE, DIGEBI and DIGEEX is that which,

comparatively, has progressed the least¹². The presence of variables beyond the control of the project have considerably affected its achievements. Some of the administrative variables identified by the mission are the following: a) insufficient human and financial resources allocated to the DIGEBI at the central level and in the provincial directorates, b) disproportionate administrative burden of the DIGEBI in relation to the number of people available, c) lack of personnel stability, and d) incipient co-ordination between DIGEBI and DICADE, in a situation of numerical inequality. To these variables can be added the structural challenge of the disproportionate number of bilingual and intercultural education centres and bilingual posts at the national level, particularly in provinces with a high number of indigenous people; as well as the absence of pedagogical supervision and monitoring by DIGEBI for the schools in their jurisdiction.¹³ According to representatives of DIGEBI in conversations with the mission on 2 May 2002, the relation between PROMEM and DIGEBI is extremely fluid and harmonious, and PROMEM's contribution is highly valued as their "bastion". However, in view of the situation described, the strengthening of DIGEBI is still incipient, and this puts at risk the capacity of the

¹² In fact there is no evidence of any co-ordination with DIGEEX

¹³ Some indicators provided by DIGEBI in a session on 2 May are illustrative: during the previous government DIGEBI's budget was reduced; the majority of their personnel (approximately 50) is hired under clause 022 (the post is permanent, but not the person); the DIGEBI schools have gone from 1.186 to 1.600 between 1997 and 2001; 18.000 (25%) of the 72.000 teachers in the education system are bilingual; only 6.000 (30%) of the bilingual teachers are in bilingual posts, the rest being in monolingual posts; now vacancies are being filled with bilingual postings, but there is a restriction, because of the standard of living in the indigenous areas of extreme poverty, teachers feel that they are being "punished" when they are appointed to these areas without any incentive being offered.

nation to absorb and adopt the progress of the project.

Specifically, PROMEM has supported DIGEBI, sharing its theoretical and practical progress, including several of its schools in the ULEM network (which has meant training, monitoring, teaching resources, etc.), contributing with workshops, forums, seminars and other initiatives organised by DIGEBI or co-ordinated between this organisation and the CNEM. The experts of PROMEM have been a permanent liaison between the two organisations.¹⁴

With regard to SIMAC/DICADE, the initial and promising presence of an intercultural perspective has been observed in its approaches and actions. In the session held with representatives of the mission on 13 May 2002¹⁵, DICADE indicated that in addition to having supported contextualisation and socio-linguistic relevance in the national curriculum, in the last two years PROMEM/UNESCO has generated expectations and proposals that have enriched the reflections and processes, both of the Ministry and of the cooperation agencies of the Interagency Network of Bilingual and Intercultural Education. According to the Director of DICADE, PROMEM/UNESCO/Netherlands have achieved unquestionable credibility. Other specific contributions from PROMEM to DICADE mentioned, were the recovery of best practices with regard to the permanent process of systematisation and the role played by PROMEM as mediator (real and potential) with the

universities in relation to teacher training.

In relation to the third goal and based on data obtained from the project and processed by the mission, it is valid to state that in general terms, PROMEM has complied with and even exceeded the result expected regarding the mobilisation of social actors in support of educational reform and Mayan education (see statistical data presented in the evaluation of Objective 3). With regard to the field visits made to the ULEMs, parents and the several community organisations that support the EMBI process are extremely enthusiastic and clear on the matter. It is important to point out that the selection of the ULEMs as the training centres for Mayan children, was a deliberate and conscious act by parents and communities. Their conviction of the importance of bilingual and intercultural education to revitalise and place value Mayan culture are clearly put into effect throughout the PROMEM/UNESCO work areas. This is one of the great strengths of the project.

• Restrictions

The restrictions encountered in relation to the achievement of the three results expected seem to depend mainly on external factors already indicated in reference to the second goal. The fact that the process of change cannot progress in a straight line and that it involves progress and setbacks, movement and resistance, is also a factor to be taken into consideration. In this context, PROMEM has played an important role as an element which has contributed with concrete approaches and proposals for EMBI.

¹⁴ Statement made by Jaime Roquel Chávez.

¹⁵ Edgar Barillas, Director, and Alba de González, Subdirector of Curricular Transformation participated in the meeting in representation of DICADE. In a prior meeting (2 May) the mission interviewed Lorena de Argueta.

Having had to concentrate on putting these proposals into effect and producing (and applying) EMBI, has itself led to a step backwards for part of the project at a specific time during the process. This phase seems to have been overcome now, because now more than before, PROMEM has the full capacity for its proposals to become part of the national, regional and local curriculum. The consultancy contracted by the Ministry and the IDB and the Third Congress of the CNEM will be real spaces for having a strategic impact on the project of educational reform.

• Quality of the strategies and activities developed

PROMEM/UNESCO seems to have deliberately prioritised quality rather than quantity, in search of a qualitative impact on educational reform and curricular transformation. The expression of this strategy is the emphasis given to participative research and systematisation of Mayan culture and best practices in the classroom, very often done with the teachers (as was verified by the mission). The result can be measured in terms of credibility achieved in the national and international scenario and the consequent space for impact.

A second strategy has been the generation of spaces for dialogue, debate and coordinated action with regard to Mayan Bilingual and Intercultural Education and its relation to educational reform and curricular transformation. The main impact of this strategy is to have achieved the concept of Mayan education as part of the national education agenda. An interesting

product of this strategy is also active participation in the Interagency Network of EBI, an important space for reflection and coordination.

A third strategy adopted by PROMEM has been the strengthening of processes of Mayan Bilingual and Intercultural Education in the framework of educational reform through the ULEMs. The ULEMs are understood as being spaces for pedagogical innovation, and demonstration agencies to spread achievements in the national education system.

A fourth strategy of PROMEM has been the promotion of community education management processes aiming at the participation of parents and the community in school life, as well as the adoption of Mayan education at the local level (micro).

To strengthen the strategies described above, PROMEM has developed an extremely innovative, participative communication strategy, supporting community radio and using audiovisual methods ("Video Letters" and quality documentaries with international recognition).

The strategy of disseminating the progress and processes promoted by PROMEM in all its components, has been interesting, as shown in its publications policy, its up-to-date documentation centre and the joint production (with PRODESSA) of compact discs as teaching material. As indicated, the impact of this strategy has been affected by contractual restrictions which make these materials free of charge.

• Potential, Consolidation and Sustainability

Coinciding with DICADE's appreciation, the application and systematisation of new educational practices in schools will contribute to the development of micro curricular experiences as input for the transformation of the meso and macro curriculums in a two way process already envisaged by the Ministry of Education.

The technical credibility of PROMEM has opened concrete possibilities for supporting the institutional development of DIGEMI and SIMAC/DICADE at the central level. The most important areas of collaboration seem to be: the curriculum ("curricular decentralisation" and "regional linguistic networks", in DICADE's words); methodological design; the production of educational materials and resources; the training of trainers and the in-service training of teachers (through the regionalisation of professionalisation); and the monitoring and impact evaluation of reform processes in the regions where PROMEM is active. As mentioned, DICADE also hopes to have PROMEM's support for becoming an "intercultural" organisation.

The legitimisation of the ULEMs as EMBI demonstration centres, through a Ministerial Resolution, will allow a greater impact in support of DIGEBI in the provinces. This collaboration could be directed to several of the fields of action which correspond to the JEDEBI, which are: teacher training, monitoring of the Teacher Training Schools, the provision of materials on Mayan culture, coordination with CTA, systematisation of

experiences and the organisation of events, such as regional "pedagogical fairs"¹⁶. These could be focussed on the three areas of consolidation and dissemination proposed by the mission (see recommendations).

Conditions are favourable for coordinating efforts with the Ministry of Culture in the light of cultural policies and exploring specific common projects at the micro level (ULEM) and meso level (linguistic regions).

Objective 2: To consolidate the institutional capacities of the CNEM in the perspective of the construction of a multilingual, pluricultural and multiethnic nation

The Support Mobilisation Project for Mayan Education (PROMEM) proposes the following *"Upon concluding the project, in three years, the institutional capacities of the National Council of Mayan Education (CNEM) will have been consolidated, and this will strengthen the development of the National Education System in the perspective of the construction of a multilingual, pluricultural and multiethnic nation."*

As expressed in this objective, the institutional capacities of the CNEM are understood to be all the technical, human, administrative and financial resources that should be available

¹⁶ These suggestions summarise the main ideas discussed with the representatives of DICADE and JIDEBI of the Provincial Directorate of Salamá, during the meeting with the mission on 6 May 2002.

in order to have a political impact on the state, leading and guiding Mayan education and culture in the school and out-of-school educational subsystems of Guatemala. In the framework of the project, the strengthening of the CNEM is a substantial objective, since the council is a permanent civil society agency, representative of Mayan people in state education policies and the reform of the education system. The CNEM is called upon to promote policies which support the development of technical pedagogical innovations in Mayan education, the provision and training of indigenous human resources, and the administrative and financial strengthening of EMBI.

• **Results expected: their relevance**

The results expected or goals of this objective, expressed in the Base Document of the Support Mobilisation Project for Mayan Education, are:

Goal 1 "A National Council of Mayan Education, functioning as a legal entity and as a federative entity promoting Mayan Education",

Goal 2 "A National Council of Mayan Education, promoting the organisation and participation of Mayan educational communities, based on the Mayan peoples' own forms of organisation, coordinated in networks by linguistic community, and strengthened in its technical administrative capacity which adopts and promotes Educational Reform",

Goal 3 "A technical team of specialists and academicians for the Mayan university

project, in charge of preparing research programmes on Mayan science and culture, profiles and programmes for degree courses, comparative studies on higher education for indigenous peoples, and cooperation programmes with foreign universities"

Goal 4 "A self-sustainable National Council of Mayan Education with a development fund for Mayan education".

The mission considers that this development objective is valid and important in order to guarantee political sustainability and to support the real viability of Mayan Bilingual and Intercultural Education. The presence of the CNEM in a duly sustained political debate is a key element in the definition of policies and educational actions in the country, in relation to the Peace Accords and other conquests of native peoples. In this perspective, the first goal is fundamental since it gives legal legitimacy to the acts of CNEM. The second goal is to guarantee the social legitimacy of the Council and the fourth is the goal which will allow for financial independence, essential for its continuity. On these grounds, the three results expected are strategic. The creation of the Mayan University (goal 3) although important, is on a different level objectively speaking. In the mission's opinion, it is a legitimate objective for the Mayan movement and should be part of the work plan of the CNEM, although not of PROMEM.

• **Results obtained: progress, achievements and impact**

PROMEM established a general work plan with strategic activities to obtain each of the goals proposed.

The positive results generated by the PROMEM-CNEM relation in the framework of objective 2 of the project may be appreciated and verified in specific products such as, a) financial support that has permitted the operation of the CNEM, b) the achievement of legal status for the CNEM with its own by-laws and internal regulations, c) the legalised affiliation of 17 Mayan organisations to the CNEM, d) the establishment of the team for the creation of the Mayan University, and e) the backing of the Second and Third Congresses on Mayan Education, as well as the participation of PROMEM in these two important events with technical proposals. These achievements are key factors in the institutional strengthening of the CNEM and influence its capacity to lead the Mayan movement in the process of education reform and other state policies.

In addition to the previous achievements, PROMEM has technically supported the CNEM on three identifiable levels: a) joint planning or contribution to workshops and other events of the CNEM, or of CNEM - DIGEBI, in relation to several EMBI topics, b) access to PROMEM publications, and c) the development of EMBI with several ULEMs belonging to community-based CNEM organisations.

With regard to the first goal, the achievements are evident and are expressed in the new legal status of the CNEM as a "Federated Civil Association" of Mayan organisations, authorised by the state with an organisational and functional structure based on the Mayan world vision, and as a political entity promoting Mayan education in Guatemala.¹⁷

This new legal status of the CNEM is based on Mayan philosophy and is a positive element, since it is the first organisation with a Mayan structure authorised by the state¹⁸ after the signing of the Peace Accords. Based on the nature of the new entity, it is conceptualised as an "Autonomous Community of Organisations which Promote Mayan Education" and as such, it is the educational representative of the Mayan people of Guatemala. Its organisational structure is based on four traditional pillars, which are: a) Greater Council; b) Board of Directors; c) Consultative Council; and d) Technical Advisory Council.

With this "fourfold" basis for organisation, in accordance with the Mayan world vision, the structure of the CNEM acquires sociocultural relevance, which is a new element in the legal organisational context of Guatemala. This organisational form is presented as follows: A) the Greater Council of the CNEM, which is the maximum authority of the association; B) the Board of Directors, the political, executive and administrative organ of the entity consisting of four representatives from the member organisations, named as follows:

¹⁷ Public Document, Number Twenty-six, New Juridical Definition of the CNEM.

¹⁸ Expression used by Oscar Vinicio Perdomo Figueroa.

a) Aj Pop, or Main Director; b) Aj Pop Q'amaja', or Lesser Director; c) Q'alel, or Lesser Director with responsibilities as Treasurer; and d) Ajtz'ib' Winäq, or Lesser Director with responsibilities as Secretary; C) the Consultative Council, made up of 13 elders, men and women from the different linguistic communities, appointed by the Greater Council, and D) the Technical Advisory Council, made up of people with knowledge of Mayan education, professionals, academicians and specialists in Mayan culture, accredited by the Board of Directors.¹⁹

Fulfilment of the second goal can be seen in the operation of the CNEM with the representative participation of seventeen member organisations.²⁰

In the framework of their strategies of cooperation and alliances, PROMEM has also supported the member organisations of CNEM through agreements signed for the development of different processes related to EMBI. For the ULEMs, the project selected several community schools, official schools with DIGEBI coverage, and some PRONADE schools. There are 18 ULEMs based in community schools belonging to the member organisations of the CNEM: a) 5 community schools of the Mayan Documentation and Research Centre (CEDIM), in the Achí, Awakateka and Kaqchikel linguistic areas; b) 13 community

schools in the Association of Representatives of Private Mayan Education Schools (ARSCEM), in the Kaqchikel, K'iché, Q'eqchi and Tz'utujil linguistic communities; and c) 1 community school of the Educational Association Jun Ajpu and Ixb'alanke.²¹ Furthermore, the project has made agreements with PRODESSA to provide a diploma course on Mayan Education and Curriculum, and with CEDIM to acquire and use their education modules in the ULEMs. Moreover, PROMEM has supported specific initiatives of several community-based organisations of the CNEM. It is worthwhile mentioning that for the development of specific EMBI objectives, and through 5 agreements in the first phase of the project and 6 in the second phase, member organisations of the CNEM received Q 530.226,00 in the first phase and Q 1.904.200,00 in the second, a total of Q 2.434.426,00 in the seven years of PROMEM's operation.

The first two goals have been enriched, benefiting from the added value of the project, which based on the mobilising spirit, has led to methodological proposals, research and technical pedagogical systematisation in Mayan education, with the participation of directors, teachers, experts and students of the ULEM, many of whom belong to organisations members of the CNEM. This has contributed to the development of EMBI and of the resulting technical capacities of the CNEM community-based organisations.

¹⁹ Public Document, Number Twenty-six

²⁰ Some CNEM community-based organisations are the following: 1) Association of Bilingual Teachers Q'eqchi of Izabal (ADEBQ'I), 2) Documentation and Research Centre (CEDIM), 3) Association of Education and Social Assistance Educasista (PRODESSA), 4) Co-operation for Rural Development in the West (CDRO), 5) National Movement Association Uk'u'x Mayab' Tinamit (Heart of the People), 6) Francisco Marroquín Linguistic Project, 7) El Adelanto Society, 8) Association of Initial Bilingual Education Promoters Maya Ixil (APEBIBIMI), 9) Association for Educational, Economic and Cultural Development (ADECOT), 10) Sponsorship Association Let's Live Better, 11) Association of Representatives of Mayan Education Centres (ASRCEM), 12) Foundation of Mayan Women of the North (FUNMMAYAN), 13) Association for the Development of the Guatemalan Community.

²¹ Source: ULEM payroll.

Along the same lines, contributing to the technical strengthening of the CNEM, workshops have been held, methodological systematisation and research on several aspects of Mayan culture has been designed, and documents have been published on Mayan education. This has all provided a better basis and has promoted a greater capacity for response in the CNEM in its political struggle to consolidate the space for Mayan Bilingual and Intercultural Education in the national education system.

With regard to goal 3, the project has funded the establishment of a technical team of specialists and academicians organised by the CNEM to promote the creation of the Mayan university, with the specific function of preparing a project to comply with requirements for the authorisation of the university²². The Board of Directors for the Creation of the university, made up of representatives from nine organisations, has been operating since 1998 by mandate of the General Assembly of Mayan Organisations (47 organisations). PROMEM has not participated directly in its initiatives and it is the understanding of the mission that it would not have been appropriate for them to do so either. Support has been

channelled through the CNEM and has consisted of financing the cost of the workshops, assemblies and studies, such as the consultancy, "Diagnosis of Higher Education in Guatemala".

The National Assembly had previously discussed the Legal Framework for Higher Education in Guatemala and the nature of the Mayan University; mainly if this should be a state, private or mixed university. In December 2001, discussions of the Mayan organisations were related to the analyses and studies of the operation of the university in legal-political, academic and social communication areas. In this framework of actions, the Board of Directors for the Creation of the Mayan University, has planned to hold the Second National Assembly of Mayan Organisations in June of this year, to determine the nature of the university, based on the existing proposals.

From these observations, it can be concluded that goal 3 of PROMEM, related to the second objective, is in the process of being realised. A great deal depends on the results of the Second Assembly of Mayan Organisations in June 2002.

Despite it being a product expected by the project in goal 4, self-sustainability of the CNEM has not been achieved for several reasons, both internal and external.

It is very important to analyse this point in the perspective of a real consolidation of the CNEM as the advisory entity of the Ministry of Education on Mayan Bilingual and

²² It should be pointed out that this is not the only proposal being prepared. The mission heard about at least one proposal from AMEU and a project profile from the Ministry of Culture and Sports.

Intercultural Education. It had been planned to have seed capital with the contribution of the indigenous organisations and professionals, as well as funding from the CNEM by the Ministry of Education. In spite of having been discussed on many occasions by PROMEM and the three successive Boards of Directors, none of the options has been decided upon and the CNEM operates with financial support almost exclusively from PROMEM. It is extremely important to settle this point, and it depends essentially on the political will and negotiating capacity of the leaders of the CNEM, on the legitimate representativeness of the member organisations of the CNEM, and on the CNEM's capacity for having an impact on the decisions and actions necessary to achieve this goal. PROMEM should definitely accompany and support CNEM's initiatives in this direction.

The numerical information collected by the mission, allows the size of PROMEM's financial contribution to the CNEM to be calculated. For the execution of its Annual Operational Plans since 1996, the Board of Directors has received a total of Q 2.126.780,00. During the first phase of the project (1996 to 1998), the CNEM received from PROMEM Q 545.000,00, and in the second phase (1999, 2000 and 2002) Q 1.581.780,00. The total amount of PROMEM's financial support for the CNEM and its member organisations has been Q 4.551.206,00, the equivalent of

\$ 594.024,00²³, over a 7 year period. These contributions have permitted the strengthening of EMBI development by the several member organisation of the CNEM and this is how PROMEM has maintained a close working relationship within the framework of the four objectives established by the project, particularly with regard to impact on educational reform, research and systematisation, the training of human resources, and the strengthening of language and culture in education.

• Restrictions

In general terms, self-sustainability of the CNEM is a topic and an objective that continues to be valid and which has not yet occurred.

The communication mechanisms between PROMEM and CNEM, between the Board of Directors and others, between CNEM and its community-based organisations, as well as among all organisations, has been insufficient. Some concrete deficiencies identified by the mission are the following: insufficient systematic information on the progress of the project; a lack of information flow from the outgoing Board of Directors to the incoming Board of Directors of the CNEM, complicated by frequent changes of members²⁴; a lack of coordination of project activities with the Board of

²³ Eleven agreements signed with the member organisations of the CNEM and one with the CNEM.

²⁴ These limitations have been recognised by the current Board of Directors. The same has occurred with PROMEM, whose directors have recognised that after approving the work plans with the participation of the CNEM, communication has not been systematic. This problem has been dealt with by a provision for remaining on the Board longer, allowing one of its members to remain in office for an additional six months to facilitate the process of transfer from one board to the next.

Directors, although not with the other member organisations of the CNEM who participate directly in the process of Mayan education from the classrooms; and the lack of coordination of actions among the community-based organisations of the CNEM.²⁵

The lack of information flow between the Board of Directors and others, is due also to factors of concern, among which can be mentioned an accounting problem in the institution, which although clarified during an external audit, affected the operation of the CNEM, obliging it to concentrate a great deal of effort on this issue for almost a year.²⁶

Among the difficulties which have had the greatest impact on the development of the Board of Directors for the Creation of the Mayan University, are: the frequent rotation of representatives of Mayan organisations in the Board of Directors; the insufficient technical support from Mayan organisations in the Board of Directors; and the lack of continuity of the members of the CNEM Board of Directors in this working process.²⁷

- **Quality of the strategies and activities developed by PROMEM in support of the CNEM**

With PROMEM's technical and financial support for the CNEM, it was possible to establish strategies and actions in the framework of a work plan for redesigning the legal definition of the CNEM, the methodology being the participation of the leaders of the Mayan organisations in a consultation process. The consultations were related to the by-laws and internal regulations of the new CNEM. The added value of this work strategy and process is the strengthening of the entity's legal capacity to carry out EMBI political technical management at the different levels of the state and the national education system. For the member organisations of the CNEM, this new legal definition represented a trustworthy and valid legal support for the development of Mayan education at the regional and local levels.

In general terms, the strategies used by PROMEM to achieve products in accordance with the objectives, were based on the organisations' incentive to participate in the process of constructing EMBI as committed partners in specific tasks. This seems to have permitted the empowerment of the actors and the achievement of the products expected.

- **Potential, Consolidation and Sustainability**

The institutional capability of the CNEM is very high, however, to achieve greater impact on educational and state policies it

²⁵ FUNMMAYAN and CDRO, for instance, are developing projects to process herbal medicines for marketing. None of the organisations knew about this until the missions visited the premises.

²⁶ Report of the current Board of Directors, in its working meeting with the evaluation mission on 30 April 2002

²⁷ Information obtained from the Board of Directors for the Creation of the Mayan University, led by the CNEM Board of Directors. Ricardo Anibal Velásquez Xicará, CNEM; Luis Humberto Choc Boch, FRM; Mario Mazat Castro, PRODESSA; and Enrique Chuta, CNPRE-COPMAGUA.

needs more technical support and more support from the community-based organisations. PROMEM has the capacity to provide the necessary technical support. In this context, the alliance between the CNEM and PROMEM is not only of benefit, but also strategic. To evaluate PROMEM's potential technical support, it is worthwhile referring to the detailed list of products in relation to the evaluation of objective 3. These will be delivered systematically and gradually to the CNEM, through workshops and working meetings in a process of coordination. CNEM's self-sustainability is still pending and this makes it vulnerable.

Objective 3: To prepare a proposal of political and strategic guidelines on Mayan Bilingual and Intercultural Education based on the educational practices of the ULEM

The area to be analysed is the development, progress and results obtained in relation to objective 3, its relevance, the quality of strategies and activities, results obtained, restrictions encountered, and the potential of the processes initiated with a view to the consolidation and sustainability of the pedagogical proposal for Mayan Bilingual and Intercultural Education in the future. To appreciate this objective the mission visited 11 ULEMs and studied documentation related to the several factors that form part of their development. Exchanges with children, teachers, parents and community organisations provided insight for the mission on the forms and levels on which EMBI is

constructed in the ULEMs. The synthesis which follows is the result of a contrast of the processes developed and the goals contemplated by PROMEM with regard to this crucial objective.

• Results expected: their relevance

In the second phase, the project planned:

"The preparation of a proposal of guidelines, policies and strategies for Mayan Education and Bilingual and Intercultural Education based on the educational practices developed in the Local Mayan Education Units (ULEM) and other Mayan education schools, which would enrich the process of Educational Reform and contribute to the design of the multilingual, pluricultural and multiethnic Nation", through a relevant curriculum related to the social context, in order to strengthen the learning and adoption of the content, to strengthen the mother tongue and learn Spanish, to develop critical thinking and creativity, to improve self-esteem and the individual and collective identity.

The results expected, or goals, in accordance with the Operational Plan are as follows:

Goal 1 60 ULEMs, coordinated in educational circuits with different programmes, projects and experiences of Mayan education, developing educational proposals in the framework of educational reform;

Goal 2 8 Units of Educational Innovation (UNIME) of the

educational circuits, set up as local agencies of the CNEM Mayan organisations and others in the linguistic regions, coordinating and promoting the processes of educational innovation developed by the 60 ULEM;

Goal 3 60 ULEMs implementing innovative educational processes managed by the corresponding communities and producing curriculum documents, methodological guides and educational materials;

Goal 4 8 investigations in the field of education and socio-education in direct support of the Mayan education proposal;

Goal 5 12 proposals in the Mayan linguistic regions and one proposal for guidelines and strategies of Mayan Bilingual and Intercultural Education (EMBI) in the framework of the educational reform, agreed upon, and legitimated and adopted by the CNEM; and

Goal 6 10 ULEMs of the Mam linguistic community, experimentally implementing innovative educational processes linked to education and work which integrate economic-social, productive, cultural and linguistic elements, and which are developed from the Mayan perspective, in close cooperation with the Education for Work Project in Zacapa and Chiquimula (BEZACHI).

The mission considers that objective 3 of the project and its six goals are very relevant in the national context for the development of its future. Emphasising this statement, one should remember that since the Second Congress of Mayan Education (1998) there has been evidence of initial progress in innovative proposals for Mayan education, with significant contribution from PROMEM. Since then, these proposals have continued to develop, improve and be put into practice in a relevant and persevering way. PROMEM has shown considerable capacity for the recovery of Mayan ancestral culture on a daily basis, starting from the communities and from the experiences of the ULEMs. The approach to Mayan culture is considered by different actors to be of good quality and has been recognised as a specific contribution from PROMEM. Furthermore, the project has developed ways of working cooperatively at all levels, allowing for greater participation of the indigenous population and thus accompanying the construction of a Guatemalan multilingual, pluricultural and multiethnic nation.

The general goals of objective 3 express the need to recognise, systematise, strengthen and develop innovative experiences of Mayan education in the different linguistic communities, and to generalise and spread progress to other educational practices.

• **Results obtained: progress, achievements and impact**

This section evaluates the implementation of objectives and progress achieved, referring to: project execution mechanisms, the organisation and operation of the ULEMs in relation to Mayan Bilingual and Intercultural Education.

The first statement of the mission refers to **general strategic lines of execution** developed by PROMEM for the achievement of objective 3. Relative to this, in the perspective of contributing to the support of proposals for guidelines, strategies and policies of Mayan Bilingual and Intercultural Education in the process of educational reform, and of constructing a Mayan pedagogical theory, the project has developed the following general lines of work:

- Work with the ULEMs and their communities in the systematisation of innovative experiences and in cultural recovery/revival based on ancestral and daily culture;
- Contribute, strengthen and provide feedback for the educational and innovative work of the ULEMs through training and teaching material;
- Develop research and systematisation as input for the foundation of the Mayan Bilingual and Intercultural Education proposal at its different levels; and, based on this, produce curriculum documents, methodological guides and more educational materials.

Among the **implementation mechanisms** for work with the ULEMs the following points stand out:

In the first phase of the project 17 ULEMs were included and in the second phase this was extended to 60 ULEMs. First 67 ULEMs were selected in ten linguistic regions based on the following profile:

- Education centres which had begun the process of Mayan Bilingual and Intercultural Education or that were interested in beginning it;
- Community education centres, preferably belonging to the member organisations of the National Council of Mayan Education (CNEM); and
- Education centres that had a parents' organisation.

The following were selected:

- 34 community schools²⁸
- 10 schools from the National Self-Management Programme for Educational Development (PRONADE)²⁹
- 20 official schools of bilingual intercultural education under DIGEBI³⁰

²⁸ It is worthwhile taking note of the fact that 50% of the ULEMs selected correspond to community education centres. Many of these experiences were begun at the end of the 1980s and during the 1990s as community initiatives for a different education to respond to the needs of the Mayan population.

²⁹ PRONADE is a Ministry of Education programme which supports educational self-management in rural communities. Approximately 85% of the PRONADE schools' pupils are Mayan. The programme is explicitly defined as monolingual. PRONADE (funded mainly by the World Bank and the German Bank KFW) offers at present: to pay for teachers through an annual contract, for education texts and materials, school materials (Q50,00), a school snack (Q0,50 daily) and Q25,00 per term for the community's committee.

³⁰ There are approximately 6.000 bilingual posts. In educational practice these schools emphasise learning the mother tongue and Spanish, without greater attention being given yet to the Mayan culture or intercultural aspects.

- 4 official Spanish monolingual schools (see annex)

Work with these ULEMs and with their communities was begun with a series of activities for understanding and analysing the socio-economic, cultural and educational reality of the different communities. They developed the following actions:

- A process of coordination in each ULEM with: a) directors, teachers, parents and the community; b) the institutions or organisations to which they belong: CNEM, DIGEBI and PRONADE; and c) with the provincial directors and technical administrative coordinators (CTA). Even though in some cases there was some apprehension due to a lack of information on the objectives of the project, this was overcome through discussion, debate and an exchange of experiences. In general these discussions contributed to a wide understanding of the proposal and to its acceptance.
- Seven community diagnoses were developed for the purpose of obtaining the knowledge necessary on the socio-economic, cultural and educational reality of the education centres and their communities. These diagnoses were made in the K'iche', Mam, Kaqchikel, Tz'utujil, Ixil, Q'anjob'al and Chuj linguistic communities.
- Each ULEM and its community formulated its own educational project. The studies and projects arose from the need to create the basic conditions for

the operation of the ULEM and to provide integral attention to the children. An inventory of needs was made and steps were taken to respond to these in the following terms:

- a. School breakfast or snack; it was not possible for the ULEMs to be included in the programme because the Ministry of Education only covers official and PRONADE schools;³¹
 - b. Health corners: there was coordination with a UNICEF project, "Healthy Schools", but the ULEMs could not be included. However, through the community health centres it was possible to provide attention to the ULEMs;
 - c. Pedagogical surroundings: an inventory was made of the educational materials with existing cultural relevance: Mayan calendar, Mayan glyphs, Mayan numbers, and others; these were provided by PROMEM;
 - d. School furniture: an inventory was made of the basic needs to be partially covered at a later date.
- Considering that the ULEMs had quite diverse backgrounds and experiences, the project classified the schools according to the different levels of development and progress with regard to Mayan education, resulting in the following classifications: ULEM CH'UMIL (advanced), ULEM JOTAY (in development) and ULEM TIKOBAL (beginning)³². This classification permitted the

³¹ For some ULEMs it was possible to obtain specific support, such as the case of the Intervida ULEM.

³² Although this classification indicates to a certain extent the level of progress of each ULEM, in practice this is a more flexible scale, since the frequent change of teachers has influenced the general level of the school.

development of differentiated training strategies and pedagogical and methodological monitoring, according to the specific needs of the ULEMs. The strategy applied was "each school according to its reality" (see annex).

- Training was given to different individuals at different levels. First the experts in Mayan education (TEM) attending the ULEMs were trained and in turn they trained the teachers, parents and community leaders (refer to the evaluation of objective 4). The training included components on research and participative systematisation directed towards the recovery of ancestral and contemporary knowledge of the Mayan culture, as well as pedagogical and methodological elements of the best practices of Mayan education. This process began in the first phase of the project with the work of systematisation of Mayan educational experiences. So far, 15 investigations have been published, 4 pedagogical notebooks and 3 reports on the systematisation of innovative educational experiences. An important investigation is about to be published. There are 5 systematisations developed by the ULEM teachers, 2 investigations with associated researchers, 9 topics of research and 3 pedagogical notebooks developed by the PROMEM team, in addition to 4 new proposals from the ULEMs.

The mission has observed **important achievements in the development of the ULEMs and of EMBI**. These include quantitative and qualitative aspects and

others, which are mainly qualitative.

In relation to **quantitative and qualitative** achievements and impacts, the most relevant data are the following:

- Pupils who benefited:

In accordance with the data presented by the technical team of PROMEM and school statistics corresponding to the school year of 2002, there are at present 48 ULEMs which have provided educational services to a total of 10.383 students, among whom 5.472 (52.7%) are boys and 4.911(47.3%) are girls. 8 linguistic communities have benefited and 47 local communities.

Student distribution by linguistic community is as follows:

Achí: total 615, 327 boys, 288 girls
 Awakateka: total 1.282, 660 boys, 622 girls
 Multilingual: total 1.051, 525 boys, 526 girls
 Kaqchikel: total 1.349, boys 718, 631 girls
 K'iché: total 938, 485 boys, 453 girls
 Mam: total 2.393, 1.294 boys, 1.099 girls
 Q'eqchi: total 1.361, 732 boys, 629 girls
 Tz'utujil: total 1.394, 731, 663 girls

• PROVISION OF PEDAGOGICAL EQUIPMENT IN THE SCHOOLS:

PROMEM has had considerable impact with regard to pedagogical equipment and classrooms of the ULEMs. Since the initial inventory, and according to the

nature and needs of the different educational centres, texts, educational materials and teaching resources were distributed in addition to the necessary basic equipment (furniture for pre-primary and primary schools and for teachers, boards, markers, paper, card and flip charts). These materials were delivered with the participation of parents and the community who transported the educational resources and furniture to the schools. It is also necessary to point out that in this objective there has not been as much progress as expected in the project document. The factors which had a bearing on this objective not being achieved will be analysed later on.

Specifically the project has contributed these resources:

- ü Lots of 15 educational games for Mayan education given to each ULEM
- ü Sets of 7 different publications from a Mayan pedagogical series
- ü Blackboards: 183 given to 61 education centres
- ü Furniture for pre-primary schools: 108 given to 6 ULEMs
- ü Furniture for primary schools: 1.155 given to 21 ULEMs
- ü Furniture for teachers: 33 given to 8 ULEMs
- ü 12 marimbas given to 12 ULEMs

From the perspective of **qualitative** achievements, during the visits to the 11 ULEMs, the mission has been able to appreciate that they are implementing innovative educational processes in Mayan Bilingual and Intercultural Education. In general, it is evident that the ULEMs are

developing different aspects of Mayan culture in the curriculum, there is a noticeable positive impact in classroom organisation and in the work of teachers at different levels, as well as the inclusion of two languages.

From the visits several important observations come to mind. These will be presented, but one should take into account that the ULEMs are at different rhythms of development, this being noticeable in several areas, including the use of teaching methods and procedures in accordance with *constructivism* and *active pedagogy*. In the opinion of the mission, the most significant data are the following:

- a. A noteworthy increase in bilingualism in the majority of classrooms³³ (fully bilingual classes were observed as well as enthusiastic processes of re-learning a Mayan language by teachers and pupils);³⁴
- b. The extensive presence of Mayan cultural content and values in the general atmosphere of the school and in the curriculum, through the learning of two mathematical systems and the Mayan calendar, as well as the development of Mayan artistic and aesthetic activities;³⁵
- c. In some schools there was evidence of an interesting application of *constructivist* teaching methods, with motivating dynamics. In this respect, a formative evaluation

³³ The mother tongue and Spanish.

³⁴ In one school English was taught as a third language.

³⁵ In the case of the DIGEBI schools visited, less development and application were observed in all these aspects. In some of the schools of ASCREM, students learnt about western culture from Monday to Wednesday and Thursday and Friday were spent on the Mayan language and culture.

was also applied in order to evaluate both the processes and the products;

- d. Non-authoritarian teacher/pupil relations. In nearly all the classrooms freedom of expression and participation have been observed, as well as an open studying atmosphere which was pleasant and conducive to learning, and the use of creative techniques for generating significant and relevant learning processes;
- e. Dynamic and cooperative relations among pupils. In general, classroom organisation is based on working groups and other forms conducive to communication. This has occurred especially in the community schools. In some schools it has been observed that it is more difficult to adopt these forms of organisation due to physical limitations and infrastructure³⁶, and overcrowding in the classroom. In some ULEMs, reflection circles are held in which children share their points of view on certain topics until they reach a consensus on them;
- f. The use of different educational materials provided by PROMEM. All the schools have small libraries, although the use of books varies;³⁷
- g. The appearance of the classrooms with materials on Mayan culture prepared by the children in the majority of classrooms visited and the use of resources from their

surroundings. There is an appreciation for the recovery of waste and natural materials;

- h. Development of creative and artistic activities: drawings, songs, instrumental music (marimbas provided by PROMEM), dance and the teaching of Mayan arts such as weaving and the petate (a straw mat);

The following was especially appreciated in some schools visited:

- i. The organisation of classroom governments in accordance with Mayan culture, thus producing processes of social responsibility, self-discipline, cooperation and leadership;
- j. Good organisation of multigrade classes, where group work is important and where self-discipline was observed in this group work;
- k. The management and use of radio broadcasts to reinforce communication in the mother tongue with the community;

In general, the mission received many expressions of support for PROMEM, which could be summarised in these phrases heard: *"Now we really can say we are Mayans, we can raise our voices and say what we think, since we are not alone"*. In effect, an important strategy of the project has been the participation of parents in the school. On this matter we have observed:

- a. A great interest and active participation by parents, especially in the community schools of PRONADE and ASRCM. This participation is on four

³⁶ Several ULEM used borrowed and/or shared premises.

³⁷ Use is sometimes influenced by the orders which accompany the delivery of official books: *"Don't cross out, mark, or add notes"*.

levels: follow-up in educational processes, communication of expectations to the school, participation in the curricular processes (i.e. weaving and music), and the support and funding of the schools (direct and through fund raising).

- b. Some very interesting cases of community participation in strategies for school self-sustainability³⁸.
- c. The parents' appreciation of the work of PROMEM and of the ULEMs. The mission met with seven groups who expressed the following:

It is important to "learn everything about ourselves", in other words, to recover the history of our ancestors, our spirituality, culture, world vision, values, natural medicine, traditional food, arts and productive work.

Learning to read and write should be in the mother tongue and in Spanish. Reinforcement of or learning the mother tongue has permitted the use of the mother tongue in the family and facilitates communication with our grandparents.

It is necessary to develop basic and diversified secondary education to include the study of technology and computers alongside Mayan culture: "Let school teach what will be of use in life since we didn't go to school because we were too poor";

Training activities for parents are essential and urgently needed. The areas mentioned are: commerce, agriculture, embroidery, weaving and Mayan culture, as well as support for promoting micro enterprises which permit the strengthening of self-sustainability for schools and communities;

Concern for low salaries and for the small value placed on the work of teachers, since this produces instability among staff, as well as affecting the educational process of the children when trained teachers leave the schools.

In general, a good identification of the ULEMs with the community was observed and a greater self esteem and affirmation of collective identity in the children, teachers and directors. It was possible to observe that children feel stimulated, happy and contented in the ULEMs. The intellectual production of the project deserves special mention. PROMEM has shown great interest in the investigations and participative systematisation. Many of them are in the last stage and are to be published in July. It is an important contribution which will have subsequent impact.

Areas in the process of being systematised by the ULEMs;

- a) The collection, translation and study of the Awakateka Mayan oral tradition.

ULEM: Aguacatán canton; Chichoche; Patzalan; Río San Juan; Climentoro; Mixed Mayan

³⁸

A case worth mentioning is the effort of the Association for the Integral Development of Women "Green World", San Andrés Semetabaj. This productive women's project sustains a community ULEM and a Community Teacher Training School.

- School; in Aguacatán, Huehuetenango.
- b) Mayan health education, in the K'iche' linguistic community.
ULEM: Nuevo Amanecer and Chitaracena
- c) Mayan diet and nutrition, taught in the ULEMs in the Kaqchikel linguistic community,
ULEM: Yampú, Aj Sya' and Renacimiento.
- d) "Ch'ob'onik", rules and principles for beginning in Ch'oob'ooj, the Achí linguistic community.
ULEM: Maya Achí elders and leaders linked to the Jun Toj and Ajaaw Tukur ULEMs.
- e) Teaching and learning of reading and writing in the K'iche' Mayan language, in the basic course of education in the ULEM.
ULEM: Chuipachaj, Santa Catarina and Paraxamalo'.

Subjects being investigated by researchers associated to PROMEM/UNESCO:

- a) Psychopedagogical foundations of learning.
Main researcher: Lucía Sebaquijay
ULEM: Ajaaw Tukur, Yampú, Renacimiento, Nuevo Amanecer, El Patriota, Taltimiche, El Triunfo and San Pablo.
- b) Mayan social organisation:
Research team: Jun Toj ULEM

Research topics under PROMEM/UNESCO consultants:

- a) Time and the human being in the Mayan world vision. Blanca Estela Alvarado
- b) Mayan philosophy. Mariano Sánchez Cabrera
- c) Foundations of Mayan Education. Blanca Estela Alvarado

- d) Foundations of the curriculum based on the Mayan world vision. Blanca Estela Alvarado
- e) Psychopedagogical currents and Mayan education. Otto Rivera
- f) Democratic governance in multiethnic societies. Otto Rivera
- g) The aims of Mayan education. Manuel Salazar Tetzagüic
- h) Dealing with gender from the Mayan world vision. Blanca Estela Alvarado
- i) People of the hills and valleys: A succinct prehispanic history of the highlands of Guatemala. Ruud van Akkeren, External Consultant.

Educational proposals of the ULEMs:

- a) Presentation of Mayan contents in the ULEMs in the multilingual area of Playa Grande, Ixcán, El Quiché.
- b) Presentation of content for the Mam linguistic community. Huehuetenango.
- c) Presentation of content for the Mam linguistic community. San Marcos.
- d) Pedagogical guide for the K'iche' linguistic community. Totonicapán and Quetzaltenango.

Pedagogical notebooks prepared by the PROMEM/UNESCO technical team:

- a) Pedagogy of Mayan education
- b) Methodological guide of Mayan education
- c) Manual for teaching the marimba in Mayan schools. Manuel Salazar Tetzagüic

An observable impact of the project (even though it is difficult to measure) is the impact on awareness and on a change of vision, attitudes and practices to Mayan Bilingual and Intercultural Education, as a

relevant educational alternative for a multiethnic, multilingual and pluricultural nation. PROMEM, together with other participants, has played an outstanding role, especially in the introduction of Mayan educational practices and the theoretical basis of Mayan education. Only six years ago it was very difficult to speak of Mayan Bilingual and Intercultural Education in Guatemala.

The project has generated qualitative processes, even though with different levels of development in different schools as has been thoroughly described³⁹. A greater change can be appreciated in schools when: a) there is co-ordination between the strategies for attending the ULEMs, particularly related to the different forms of development and training (in this case, the participation of ULEM teachers in the specialisation on Mayan Education and the Curriculum⁴⁰ and the "in situ" training), supported by educational materials, for the application of its content and the educational background developed in the ULEMs; and b) the organisation of the schools has permitted the application of the content of development and training programmes, and dissemination of these among other ULEM teachers. The success of these strategies depends to a great extent on the role of the director of the ULEMs.

Restrictions

The mission could also observe some critical aspects in some ULEMs:

- a. Limitations in the scientific treatment of some content (presentation prevailed over analysis and theoretical and experimental support);
- b. In some ULEMs there has been unequal methodological and pedagogical development: i.e. a predomination of repetitive techniques, limited inclusion of creative spaces, mechanical transfer of learning techniques from Spanish to the mother tongue;
- c. Sometimes there is inconsistency between the methodologies used for teaching the two approaches related to universal culture and Mayan culture. This occurs especially in the case of recently contracted teachers;
- d. In some cases the texts and educational materials provided were not used much;⁴¹
- e. The initial proposal of the project aimed at the establishment of education circles in the linguistic communities of the project. In practice, little progress has been made in this area, with only a few cases of development of joint actions with other schools. In general terms, limitations have been encountered in the achievement of innovative experiences developed by different ULEMs to contribute to the strengthening of the less developed ULEMs in the same linguistic community. Furthermore, this has prevented a process of impact and irradiation from occurring to

³⁹ There is limited impact on some ULEM /DIGEBI

⁴⁰ The diploma course offered by PROMEM/PRODESSA.

⁴¹ In some schools which use the CEDIM curricular package, it was not taken advantage of, even when this was prepared in close co-operation with directors and teachers of the Achí community.

official schools geographically close to the ULEMs. One important influencing factor has been a local division and resistance from some groups in relation to Mayan Bilingual and Intercultural Education (particularly from some religious groups). In a different context, the TEM employment strategy as a support axis for the ULEMs was not the most effective. The lack of time and the many tasks of the TEMs in the ULEMs hindered their effective operation. This can be understood more clearly if one takes into account the fact that each TEM was in charge of: a) training teachers and providing pedagogical and methodological follow-up; b) generating community processes of dissemination, generalisation and multiplication; and c) working on processes of systematisation of Mayan culture and language in the communities. Moreover, even when the majority of TEMs were community leaders with recognition and respect, in some cases their pedagogical and methodological capacity was not sound enough⁴². To this can be attributed the fact that the project changed its strategy and chose to mobilise its central technical team in support of the ULEMs. In order to place these processes in the right context, it should be mentioned that after the first year of execution in the second phase, a "critical route" was prepared for the project,

indicating the process that should be followed up to the end of the project in 2002, including adjustments with regard to the goals and results expected in the PRODOC. The decision taken at that time was to concentrate actions during 2001 and 2002 on the methodological monitoring of the three types of ULEMs (DIGEBI, PRONADE and community) through attention strategies differentiated according to the specific needs of each ULEM, coordinating them with the efforts of the specialisation in Mayan Education and the Curriculum directed at ULEM teachers and thus aiming to improve pedagogical practices in the classroom

f. Specifically the ULEMs belonging to the official DIGEBI network are to be found at an incipient level of development in Mayan Bilingual and Intercultural Education. In these schools there is an insufficient number of bilingual teachers, as well as a lack of commitment by the directors to promote EMBI. Likewise, although there is a Ministerial Resolution which backs the ULEM, this official legitimation seems to be insufficient to promote the development of EMBI in the official schools and the necessary coordination with the decentralised units of DICADE and DIGEBI in the provincial directorates.

Other factors, beyond the scope of PROMEM, have also have an influence in limiting some achievements. Some of these **adverse factors are of a general nature** and others are related to macro educational variables and to

⁴² For the purpose of not diluting TEM training efforts, the contracts of the majority of the staff were reformulated, limiting the functions of pedagogical and methodological monitoring to the ULEMs, in order to work on systematisation processes on Mayan culture and language in the communities involved. Three TEMs kept their original functions.

the specific situation of the community schools.

The situation of poverty and extreme poverty⁴³, of illiteracy, undernourishment, the high unemployment rate among indigenous people and the lack of public services, influence the interest of some communities in education, especially if this offers no guarantees for improving their standard of living. Likewise, one should mention the devastation left by the period of violence in relation to certain community divisions and the rupture of inter-generational transfer.

Among the **macro educational variables** which negatively influence the development of EMBI experiences, there are at least four: a) insufficient national resources for education in general and in particular for Mayan Bilingual and Intercultural Education, which have notoriously influenced the institutional capacity of the DIGEBI for promoting EBI; b) a generalised lack of qualified indigenous bilingual personnel to develop Mayan Bilingual and Intercultural Education, not only in the schools, but also at all levels of the education system; c) the predominance of traditional and monocultural education in the majority of official schools and in the Teacher Training Schools; and d) the opposition of some parents to bilingual education, since they consider that as long as the Mayan languages are not recognised and valued by the state as having the same level as Spanish, learning them at school

implies submitting their children to the same backwardness, stagnation, humiliation and discrimination that they suffered. In the regions with high concentrations of indigenous people, these variables have resulted in high rates of absence, repetition and dropping out, especially in the three first grades of primary education.

In the Mayan **community schools** there are specific problems directly related to their self-sustainability and survival. As indicated, these are the ULEMs where possibly the best educational practices have been implemented; at the same time they are the most vulnerable, since they have an extremely incipient and insecure funding based on contributions from parents and on some specific support from NGOs.⁴⁴ In the year 2001, only seven cooperative schools associated to ARCSEM received subsidies.⁴⁵

The lack of financial support from the Ministry of Education for community schools has led to considerable institutional fragility. This has directly influenced the frequent changes in teaching staff due to work conditions which are very precarious, in contrast to the quality of pedagogical work⁴⁶. In some schools, it has not been possible to accept children

⁴³ Extreme poverty occurs mainly in the rural communities. According to the diagnosis of the communities where PROMEM is working, there is 61% extreme poverty, especially in the more remote villages.

⁴⁴ For example CEDIM paid salaries of Q500 to Q800 a month per teacher (20 schools in the Kaqchikel, Achi', K'iche', Popti' and Poqomam linguistic regions). The Austrian School supports a ULEM in different ways. In a ULEM such as Nuevo Amanecer, salaries are just Q200.

⁴⁵ This subsidy was suppressed after budgetary cuts to the Ministry of Education.

⁴⁶ This has represented a great loss for the community schools, since these teachers are already trained in Mayan Bilingual and Intercultural Education, they have adopted an innovative and relevant curricular concept and received training in the use of educational texts and materials. In some schools the staff turnover has included 70% of the teachers.

because of a lack of funds, and this has enormously complicated the consolidation and development of EMBI.

Another problem faced by community schools is related to existing legal instruments, whereby the education system recognises only official schools, private schools and schools of cooperatives, not recognising the category of community school, or the school generally organised as a service provided by the community as an initiative of the parents and not for profit.

The obstacles mentioned earlier make the sustainability of Mayan Bilingual and Intercultural Education difficult in the community schools. Despite the communities being very committed to EMBI, poverty (and in some cases extreme poverty), makes it impossible for them to have available sufficient financial resources, both for giving a fair and dignified salary to the teachers, as well as paying maintenance costs. In some cases the problem referred to has led to the closing of some ULEM community schools.

One topic not dealt with by the project in its second phase is that of continuity after primary education. It is evident that when EMBI makes a proposal on primary education, with a line of action in the Teacher Training Schools, there is a gap at the level of the basic years of secondary education. This represents a powerful restriction with serious repercussions, especially if adolescence is considered to be a

key period in the forging of the individual's identity. This is a matter which remains to be considered in a third phase of PROMEM.

- **Quality of the strategies and activities developed**

In the perspective of contributing to educational reform, PROMEM has started from the basis of an education which seeks to rescue and revive Mayan culture. For the project, it has been important to take ancestral culture and its values, as well as the present culture in the different regions of Guatemala as a point of departure for the construction of the new pedagogical proposal, making it available for the micro, meso and macro levels of curricular formation. This has not only guaranteed the necessary relevance, but also a greater identification and commitment from the local levels. This strategy has worked.

The strategy of extension from 17 to 67 ULEMs⁴⁷ has been useful for understanding more about the varied socio-economic, cultural and educational situation of the communities in different

⁴⁷ The report of the evaluation mission of the first phase of PROMEM, recommended that the relocation and extension of the number of ULEMs be included in the second phase of the project (Executive Summary page 4, objective 2, clause e). In following this recommendation and taking into account that in the first phase 50 ULEMs had been established as the goal for coverage, in the project document of the second phase 60 ULEMs were established as the goal to be covered in different linguistic communities. The number was extended by 7 ULEMs, making a total of 67, in accordance with the recommendation of the Technical Vice Minister, Dr. Demetrio Cojtí, who on one occasion suggested a balanced coverage between the number of community ULEMs and official ones (DIGEBI y PRONADE).

linguistic regions of the country, and including these cultural elements in the curricular proposals of the ULEMs in the different communities. A deeper analysis of the context has occurred through different interrelated actions such as community diagnoses, educational projects and investigations. However, it is necessary to point out that in practice it was difficult to work with this number of ULEMs in heterogeneous and remote regions. The project withdrew from some regions due to distance and geographical dispersion within the same linguistic community.⁴⁸

The work strategies of the ULEMs and their communities have been very well conceived, and they are based on close adaptation to the whole social context. Cultural recovery, based on reality and on the educational practices developed by the different local actors, serves as input for impregnating, developing and, in the future, generalising the EMBI demonstration practices. These experiences have been of use for the theoretical construction and development of content to be incorporated into the national curriculum, as well as being the basis for an agenda of actions for the whole national education system. These are expressed in the "Non-Negotiable Criteria" or essential elements which should form part of education policies and the curriculum. These are:

- The use of two languages: the mother tongue and the predominant language.
- Learning two mathematical systems: the mathematics of native peoples and western mathematics.
- The development of two names or taxonomies: the interpretation and classification of the world based on the culture of native peoples and on the universal culture.
- The living experience of a complementary system of values: of native peoples and universal values.
- The development of a set of aesthetic and artistic values belonging to the native peoples: the reaffirmation of identity, self-esteem, loyalty to their own people.

It was thought that due to the poverty of the schools, the right strategy was to provide basic equipment conducive to group work, as well as culturally relevant pedagogical materials and furnishings and musical instruments (marimba) in the classrooms, and training for the preparation of educational materials by the ULEM teachers. The mission observed that these were well used.

The generalisation and multiplication strategies through *Units of Educational Innovation (UNIME)* and the introduction of *educational circuits* in the different regions were technically based on the right concepts. However, in reality, it was difficult to put them into practice. At present the appropriate conditions seem to exist for going back to the proposal, concentrating more on a

⁴⁸ The previous reasons led to a suspension of the work and monitoring of the ULEMs in the Ixil linguistic community; of the ULEMs in the Q'eqchi linguistic community located in the province of Peten; and of the ULEMs in the Q'anjob'al linguistic community. Two ULEMs closed their education services due to lack of funds. At present the project includes 48 ULEMs distributed in eight linguistic communities.

smaller number of linguistic communities.

In general, it could be said that the mobilising nature of the project in this phase of EMBI's development has been very relevant and has generated considerable progress.

The strategy of the project to include an extensive research and systematisation programme on which to base the proposal, as well as the pedagogical translation of educational materials and text books for the ULEMs is an appropriate one too. With this component there has been strong support for a systematic cultural recovery at all levels. As a result of this strategy, the ULEM teachers are investigating.

- **Potential, consolidation and sustainability**

At present PROMEM has a great deal of potential to influence the different levels of national education with the proposal for Mayan Bilingual and Intercultural Education, based on experience developed and systematised during the implementation of the second phase. In this context, it is worthwhile considering that it would be premature and inappropriate to dismantle the current structure of the project. Taking into account also the fact that Mayan Bilingual and Intercultural Education is a recent theme in the government's educational policies, its development in the framework of the Peace Accords has been possible

through a slow, gradual and progressive process of curricular transformation and in the initial and continuing development of teachers in the framework of educational reform.

Both in the linguistic communities and in the schools in the project, conditions do exist for the consolidation of Mayan Bilingual and Intercultural Education, in the perspective of its generalisation and multiplication, the mission considers that some ULEMs have the potential to become demonstration centres for innovation in Mayan Bilingual and Intercultural Education as a basis for structuring the *educational circuits* in the perspective of EMBI generalisation. Likewise, new ULEMs can join those which have already become teaching practice centres for the Teacher Training Schools.⁴⁹

In a possible new phase of the project, and for the sustainability of the ULEMs, the right conditions exist for the "recovery" of positive educational-productive experiences developed by some ULEMs and by BEZACHI, also responding in this way to the need to adopt EMBI even further.

Objective 4: To contribute to the preparation and training

⁴⁹ Some ULEMs in the Achí linguistic community, operate as practice schools in which pupils studying Bilingual and Intercultural Education in the official Teacher Training School in Baja Verapaz, do their teacher training practices.

of indigenous human resources for the development of Mayan Bilingual and Intercultural Education

Goal 3 180 Mayan community educators trained in Mayan Bilingual and Intercultural Education supporting educational reform from the community.

• **Results expected: their relevance**

The project proposes contributing to the preparation and training of indigenous human resources for the development of Mayan Bilingual and Intercultural Education, taking into account the Ministry of Education strategy to create incentives based on performance, qualification and work conditions, included in the design of educational reform.⁵⁰ With this aim, in mind four results or goals were proposed:

Goal 1 A training and professionalisation programme for teachers and educators in Mayan Bilingual and Intercultural Education in Pre-Primary and Primary Schools (...) which would contribute to the transformation of the rural Teacher Training Schools into Teacher Training Schools of Mayan Bilingual and Intercultural Education.

Goal 2 150 official and community Teacher Training School teachers trained in Mayan Bilingual and Intercultural Education (...) to make the transformation of Teacher Training Schools possible and to become the agents of change in educational reform.

Goal 4 150 people trained in Mayan Bilingual and Intercultural Education, from the organisations of the CNEM, the ULEMs and the provincial agencies of the DIGEBI (...).

In light of the needs of the process of educational reform, curricular transformation and Mayan Bilingual and Intercultural Education, this objective and the goals proposed by the project are valid and relevant. This observation is based on evidence that no process of change can occur without the committed participation of well trained teachers, and it is justified specifically by these factors: the extreme limitation of indigenous human resources trained in Mayan Bilingual and Intercultural Education; the evident process of loss of the mother tongue observed among indigenous teachers; the reduced number of teachers who master the writing of their mother tongue; and the minimum number of alternatives for development and training provided by the state in this area.⁵¹ The goals proposed have particular relevance for the training of trainers because of their multiplying effect, as well as the training of ULEM teachers as the forgers of the construction of new educational models promoted by PROMEM.

• **Results obtained: progress, achievements and impact**

⁵⁰ Operational Plan (second stage) Project UNESCO/the Netherlands, 519/GUA/12, p.67.

⁵¹ 13 bilingual intercultural training programmes in 9 provinces have been started recently and this is an entirely new step for the Ministry.

The impact of PROMEM on the process of preparation and training of indigenous human resources in EMBI has been considerable. The project has developed a process aimed at the construction of an integrated system of human resources training in Mayan Bilingual and Intercultural Education to further the application of transforming proposals, not only in the ULEMs, but also possibly in the national educational system, through the training of trainers. If not all the activities envisaged have been realised, it should be understood that the project has managed to readapt the majority of them efficiently to achieve the objective proposed to a great extent. Specifically, PROMEM has been successful in developing the following four programmes:

- (1) Continuous training of ULEM teachers
- (2) Training of technical-pedagogical leaders to promote transformation in the ULEMs (Experts in Mayan Education, TEM)
- (3) Specialisation in Mayan education and curriculum (diploma course); and
- (4) Degree course in bilingual intercultural education with an emphasis on teacher training.

The training programmes for Experts in Mayan Education and ULEM teachers have been an important effort appreciated by directors and teachers. Their impact on the classrooms visited by the mission is clear with regard to Mayan cultural contents, the classroom layout, the application of constructive pedagogy, active methodologies, and cooperative work, among other aspects. This process is still uneven and it is necessary to

further analyse Mayan cultural contents and the scientific basis of several elements (medicinal plants, for example), and methodologies and teaching methods.

It has not been possible to develop more specialised training for teachers in pre-primary education and it is still a challenge which remains. Work that Child Refugees of the World is preparing at present, may support this important task.

Although in many cases the project had to replace the TEMs with more vigorous training from the central technical team of PROMEM, the teachers interviewed have expressed their appreciation of the support received from the TEMs.

As well as the 13 TEMs, 477 ULEM teachers and directors have been trained. Three of the 13 TEMs still remain in their posts and five are responsible for the systematisation of best practices in Mayan education and culture.

The specialisation programme in Mayan education and curriculum is the result of collaboration between PROMEM and PRODESSA. Concentrating their efforts on the reinforcement of ULEM personnel, the programme selected 120 participants (2 per ULEM), but according to the data, 80 educators have been trained by the programme, which implies a 33% drop out rate. The mission has identified four intervening variables in this context: a) staff instability which affects the community ULEMs, b) the fact that many teachers are obliged to work two shifts, c) simultaneous participation of some students in more than one training programme,

and d) the presentation of a diploma and not a terminal credit.⁵²

Of the participants, 53 are men and 27 women; 23 are directors and 57 teachers. 35 students participate in the Quetzaltenango programme (COFA headquarters) and 45 in the PRODESSA headquarters in Guatemala City. 51 ULEMS⁵³ now have better trained teachers in the use of their mother tongue, mathematics and the Mayan calendar, Mayan values and aesthetics, as well as methodologies which focus on children as the managers of their own knowledge and development. These 80 graduates represent a concrete contribution from PROMEM to the application of educational reform and to curricular transformation in the country's classrooms.

According to the working session held by the mission with the director of PRODESSA on 30 April 2002, and the information provided by PROMEM on this point, coordination between PROMEM and PRODESSA has been quite positive. Originally prepared by PRODESSA in consultation with PROMEM, the 11 training modules have received contribution from both entities. PRODESSA has been responsible for the implementation of practical sessions and PROMEM has supported four additional areas included in the methodology: study circles, dissemination with ULEM teachers, and follow-up of work done by students ("synthesis"). PRODESSA and PROMEM have participated in student evaluation.⁵⁴

PRODESSA and PROMEM have demonstrated flexibility and a capacity for response in search of relevance in the training modules. On observing that a homogeneous programme had been developed for a heterogeneous group, with obvious repercussions, the technical teams worked in redirecting the programme, with positive results. Specifically, the programme has contributed 9 texts and 11 modules and tested methodologies. The systematisation of experience is in the initial phase of development.

According to comments made by students to the mission during a visit on 16 May to the headquarters of the diploma course in Quetzaltenango, satisfaction in relation to the quality of the programme is very high. The students are extremely motivated to continue their studies leading to a teaching degree and/or university degree. Moreover, it was possible to observe the enormous interest of students in research and systematisation of their classroom experiences. Suggestions related to the achievement of greater depth in the development of topics related to Mayan culture were expressed in the questionnaire given by the mission⁵⁵.

Looking to the future, it would be positive to transform the diploma course into a teaching degree (duly accredited) as a complementary incentive for teachers. It is also necessary to emphasise the strategic nature of director training due to the decisive role of institutional leadership and women.

⁵² The URACCAN University of Nicaragua is the institution which accredits this diploma course.

⁵³ Two of them have stopped operating.

⁵⁴ In this context, it should be mentioned that the methodology includes a component on self-evaluation, which is extremely positive.

⁵⁵ Refer to the results of the survey done for the mission

Upon hearing about the development of the programme, the Ministry of Education has invited PROMEM to participate in technical meetings for the preparation of a teacher professionalisation programme to begin in June 2002.⁵⁶

In general terms, a key strength of the programme has been the emphasis of training directly on the classroom, thus contributing to the application of educational reform and to the construction of models of Mayan Bilingual and Intercultural Education.

The Degree Course on Bilingual and Intercultural Education with Emphasis on Teacher Training, developed in collaboration with the Rafael Landivar University (URL) is an interesting model that could be offered to the Ministry of Education and shared. The programme represents a strategy with a very important multiplying effect and has benefited two groups of teachers, a total of 120 at the programme centres: Sololá, with 66 students and Huehuetenango, with 54. Of a total of 98 (81.7%) are men and 22 (18.3%) are women. Of 120 students, 96 will graduate possibly between June and December this year (45 students in June and 51 in December). 22 students have dropped out since the beginning of the programme. It is interesting to observe that 87.5% of the drop outs are men (21). The causes for this can be summarised as follows:

- Family reasons: 7
- Personal matters: 6
- Work: 4

⁵⁶ Considering the co-ordination with the Ministry of Education on this topic, PROMEM has considered taking action with the Ministry for the accreditation of the diploma course in terms of professionalisation. Although this is a positive alternative, it would seem to be appropriate to take into account the classes passed by the students with a view to obtaining a teaching degree.

- Lack of interest: 3
- Scholarship abroad: 1
- Death: 1

The majority of future university graduates have teaching posts (32 of 46 in Huehuetenango and 41 of 50 in Sololá), which means that their impact lies mainly in the classrooms of the Teacher Training Schools, with a wide multiplying effect. 8 students are school directors, 6 of them are also class teachers. From their roles as directors, it is possible to envisage an additional impact in terms of educational leadership for the promotion of Mayan Bilingual and Intercultural Education. However, the programme does not include a follow-up and evaluation component on the impact of graduates, so this has not been measured.

The working session held with representatives of the URL programme on May 2 2002, allowed the mission to conclude the following: a) the URL places a high value on the partnership developed with PROMEM, qualifying it as being their "best experience"⁵⁷; b) the URL considers that the presence of UNESCO has provided seriousness to the programme; c) there has been an efficient coordination and communication between PROMEM and the URL in the selection process of student teachers, the provision of input for the courses, the revision of materials and in taking general decisions; d) PROMEM has contributed with five workshops in the framework of the programme; and e) there are very few Mayan teachers with university degrees or master's degrees in the areas required by the programme, and this has represented a challenge for its development, but

⁵⁷ Literal quote of Bienvenido Argueta.

at the same time it has justified the efforts made and in fact opens the possibility for graduates to contribute in future programmes of this kind.

In a visit made on 4 May 2002 to the headquarters of the degree course in Sololá, the mission observed the following: a) an efficient organisation and co-ordination of the programme; b) a high level of satisfaction and motivation among students and the local coordinator; c) the presence of a teacher evaluation system by students (with quite positive evaluations in most cases); d) the use of methodologies to promote creativity, co-operative work and reflection; e) the development of educational projects by future graduates; f) teaching staff selected according to a specific profile⁵⁸; g) a system of advisors freely chosen by the students according to criteria provided by the programme⁵⁹; h) absence of follow-up and impact evaluation in the design of the programme; and i) the need to strengthen the research component of the course.

In general there is a high appreciation of the quality and focus of the programme, for its decentralisation, for having given attention to the Teacher Training School teachers, who according to the opinions of those interviewed, have been "abandoned". The recognition of PROMEM's support was expressed unanimously; their workshops and research were highly

valued, as well as their "intermediary role" with the Ministry of Education.

Students expressed the need to extend this programme to other teachers and they shared their initial experiences related to the application of their learning, stressing the positive impact perceived. This application, however, has been more in the "private" (community) schools.

Pupils also expressed the need to have a library available in native languages and they showed interest in seeking mechanisms for dissemination and an exchange of experiences and progress, as support for a process of reflection and innovative action.

To summarise, the programme has been a success and should be continued and possibly extended. Its design would be enriched by the inclusion of a component of research and the design of educational projects, a component of follow-up and impact evaluation for each graduate, the systematic introduction of pupils to research, as well as support for their institutional work.

There is a possibility (and a need) to creatively extend the spaces for organisation and dissemination for new graduates. In this area, the organisation of professionals in Mayan Bilingual and Intercultural Education and the publishing of a pedagogical review with an electronic version are alternatives that can be explored.

• Restrictions

The mission has identified four areas in which there have been

⁵⁸ Teachers were selected according to the following profile: a) that they live in the region, b) have experience in Bilingual and Intercultural Education, c) have social and pedagogical experience, and d) at least one university degree. Due to historical restrictions (few women have had access to the previous level of education), the majority of teachers are men.

⁵⁹ The criteria given by the programme are: vision (approach), competence, availability of time, geographical location. The advisors earn Q1.200 to Q1.500 per student and are limited to three students. The programme provides a reference list of advisors who comply with these criteria.

limitations in the implementation of objective 4:

- (1) The development of the course content has not been included for the Bilingual Teacher Training School (Activities 4.1.1 y 4.1.2) managed by PEMBI/GTZ and HOB/ Netherlands.
- (2) Specific coordination initiatives have not been developed in relation to pre-school education, at the level of initial training, or in-service training.⁶⁰
- (3) An impact evaluation of the development and training programmes has not been done (4.1.7, 4.2.10, 4.3.11 y 4.4.4)
- (4) With regard to goal 4, priority has been given to the training of ULEM staff and Teacher Training School staff, but the project has not yet designed and executed a training programme for experts of the Head Office of Bilingual Intercultural Education (JEDEBI) and the Provincial Units of Educational Development (UDE) and the provincial directorates of education.

It is important to consider that in recent years 17 new Teacher Training Schools have been created, of which 13 are bilingual and 4 are intercultural, in addition to 48 monolingual schools which already existed. All include pre-primary and primary schools. Action leading to contributions to the course content and methodologies is vital for the development process of Mayan

Bilingual and Intercultural Education.

Furthermore, if the Ministry of Education is to adopt the processes begun, it is essential that PROMEM/UNESCO contribute to the training of personnel in the provincial directorates, particularly in DIGEBI.

If the continuation of PROMEM/UNESCO is approved, the mission considers it important to take steps to put into effect the four actions described.⁶¹

• **Quality of the strategies and activities developed**

Having evaluated the strategies and activities of the project with regard to objective 4, the mission considers that these were of a high quality, that they are in accordance with the contextual reality in a relevant and flexible manner, and they have contributed to the achievement of the general objectives of PROMEM/UNESCO/Netherlands. In effect, a productive coordination between the micro and macro levels of involvement has been achieved; investment has been made in high quality proposals with a multiplying effect (particularly the university degree); participative processes have been developed from the community level and partnerships among the community-based organisations of the CNEM, the universities and the project.

• **Potential, Consolidation and Sustainability**

⁶⁰ Child Refugees of the World and APEDIBIMI are developing curricular proposals for the pre-school level; PEMBI/GTZ and HOB Totonicapán are implementing initiatives for initial and continuing education for teachers of initial bilingual and intercultural education.

⁶¹ An important complement for the purpose of training human resources is leadership training for members of the CNEM organisations. Strictly speaking, this action corresponds to Objective 2 (institutional strengthening of the CNEM).

With the experience of PROMEM/UNESCO, the conditions are present for the Ministry of Education (in the context of its professionalisation programme), the Rafael Landívar University, PRODESSA and other universities in the country, to revise their degree and diploma courses (converting them into teaching degrees).

Furthermore, conditions are favourable for PROMEM/UNESCO to support the professionalisation programme, run by the Ministry of Education, through two strategies: a) contributing with DIGEBI to producing the corresponding modules for Mayan cultures and languages in the phases of "common training" and "specialisation by level", which will follow after a "preparatory" phase beginning next June; and b) developing the methodological proposal framed in the learning corners corresponding to the corner, "My Culture".⁶²

If there is a third phase of the project, this could easily involve editing the programmes providing even better conditions based on the experience accumulated, concentrating efforts on the three areas of focus suggested by the mission.

The training of ULEM personnel could concentrate more specifically on the implementation of its educational projects, increasing in relevance and possibilities for impact.

3. Analysis of Technical, Planning and Programming, Administrative and Financial Aspects of the Project

The execution of the project is based on the Operational Plan for the second phase. On these grounds the Annual Operational Plans are developed with objectives, goals and results expected, action strategies and a schedule of activities.

The execution of the project has been conceived on four levels:

- 3.1. Strategic coordination
- 3.2. Technical coordination
- 3.3. Technical execution
- 3.4. Level of community education practice

3.1. Level of Strategic Coordination

This level consists of the Tripartite Committee made up of the Government of Guatemala (MINEDUC), the Funding Agency (Representation of the Royal Government of the Netherlands in Guatemala) and the Technical Execution Agency (UNESCO). Its main function is to revise and approve project policies and strategies. The Tripartite Committee met once a year to approve the POA and the annual budget; and to evaluate the processes and partial results of PROMEM. This committee is made up of:

- a) The Technical Vice Minister of Education (or representative), such as the National Project Director
- b) The UNESCO representative for Central America and Panama
- c) The UNESCO representative in Guatemala
- d) The Official for Education Projects from the Royal Embassy of the Netherlands in Guatemala

⁶² This idea was proposed by Alba González, Subdirector of Curricular Transformation, in a meeting held by the mission on 13 May 2002 with representatives of SIMAC/DICADE.

- e) The main member of the Board of Directors of the National Council of Mayan Education (guest member)
- f) The National Coordinator of PROMEM
- g) The Main Technical Advisor of PROMEM

3.2. Level of Technical Coordination

At this level, the project is run by the main technical advisor and the national project coordinator.

For the purpose of guaranteeing an effective coordination with the Ministry of Education, at the beginning of the second phase, a PROMEM Consultative Council was created with the participation of SIMAC, DIGEBI, DIGEEX, PRONADE, Quality Management, the CNEM and PROMEM.

This council only operated at the beginning, during the previous Ministry of Education. With the new government, which took office in January 2000, this mechanism took on a new form of operation through the Interagency Group of EBI with the participation of DIGEBI, DICADE, and the representatives of the international projects operating in this area of work. The Interagency Group has proved to be a space for coordinated action and exchange in relation to common objectives, and its operation has been highly productive providing concrete results.

3.3. Level of Technical Execution

This provides technical advisory services, monitoring and training for the agencies of the Ministry of Education at the central, provincial and local levels, as well as for the organisations members of the National Council of Mayan Education.

The Technical Execution has developed in accordance with the Annual Operational Plans approved. Daily decision taking on the administration and management of the project is done together with the National Co-ordinator and the Main Technical Advisor of the project. For specific operation, not explicitly covered in the POA, the UNESCO representative in Guatemala is always consulted, as well as the UNESCO director for Central America, and the Royal Embassy of the Netherlands.

In general, one can say that the project has worked in accordance with the Annual Operational Plans prepared at the beginning of each year and based on the evaluation of the previous year's POA. At the end of the first year's implementation, and based on the experience accumulated, a critical revision was made of the PRODOC for the purpose of establishing the goals and results that the project was capable of reaching, taking into account the national context, the level of development of the ULEMs and the real situation of the different linguistic communities where the project is active. A "critical route" was prepared for the project indicating the process to be followed until the end of the project in 2002. In accordance with this, adjustments were made in relation to the goals and results expected in PRODOC. The decision taken at that time was to concentrate action in the years

2001 and 2002, around methodological monitoring of the three types of ULEMs (DIGEBI, PRONADE and community) through strategies differentiated according to the specific needs of each ULEM, coordinated with the efforts of the specialisation programme on Mayan education and the curriculum for ULEM teachers, and in this way to aim at improving pedagogical practices in the classroom.

These actions aim to strengthen the ULEMs to convert them into demonstration centres which, at the end of the project in 2002, might be able to spread the experience to other schools in the linguistic communities where PROMEM is working. In other words, it was considered that until the ULEMs achieved the level of development necessary to become demonstration centres, it would not be possible to establish the Mayan Units of Educational Innovation (UMINE)

Administrative and financial execution:

Total cost of project	US \$ 3.890.598,-
Executed up to end of 2001	US \$ 2.228.866,-
	US \$ 1.233.389,-

The second phase of the project had a budget of US\$ 3.890.598,00. This began to be executed in January 2000 because in the semester from July to December 1999, execution was concluded with funds approved for the extension or bridging phase (September 1998 - June 1999). Together with the Annual Operational Plan, an annual budget was prepared, approved in the project's Consultation Committee.

According to the project document, PROMEM should conclude in June 2002. However, in meetings with the Consultative Committee, held in February 2001 and February 2002, extension of the project was approved to December 2002, without any increase in the budget. The fact that this extension would allow for conclusion of the actions of the project in support of the ULEM was taken into consideration, and this coincided with the end of the academic year in October, as well as the end of the degree programmes and the specialisation in Mayan education and the curriculum, guaranteeing at the same time the conditions necessary for the adoption of processes and results of the project. In this context, a rephasing of available funds was made for 2002 so that these could cover the activities contemplated in the 2002 Operational Plan.

3.4. Level of Community Education Practice

This is the level of classroom teaching practice, systematisation of educational experiences and community management.

These processes have already been analysed in other sections of the evaluation report. In general terms the mission has been able to observe that there is an efficient organisation of project execution. At the technical level it is obvious that PROMEM has an effective staff committed to the project and its objectives. This can also be observed at the level of teaching practice in the ULEMs, where teachers have shown dedication and commitment to the EMBI proposal.

The directors of the project have adopted the project objectives and have run all the activities with leadership, high quality, efficiency and effectiveness. Execution has been transparent, including the financial management of the project. Of the whole PROMEM/UNESCO team, it can be said that they have worked with a high level of professionalism and commitment for the good of Guatemalan education and in particular for the development of Mayan Bilingual and Intercultural Education.

CONCLUSIONS AND RECOMMENDATIONS

On the basis of the previous analyses, the mission concludes that PROMEM/UNESCO/Netherlands is a project of high quality which has been relevant in its response to the challenges of Guatemala in its process of constructing a plurilingual, multicultural and multiethnic nation. The planning, application and development of Mayan Bilingual and Intercultural Education by the project, in harmony with the claims of Mayan people and their organisations, are enriching education reform and curricular transformation led by the Ministry of Education, and it has been a concrete contribution to the democratisation of a society in search of lasting peace. The processes begun by PROMEM are promising, but they are not yet sufficiently consolidated. The generalisation of EMBI in the areas of indigenous concentration is a task, which must not be postponed, and it is possible to achieve it with the will and with the concrete and coordinated actions of the state, particularly (but not exclusively) of the Ministry of Education, of the civil society and the Mayan organisations, and international cooperation. The achievement of a genuinely intercultural national curriculum and professionalisation of teachers is in the process of construction. Here PROMEM has played and will continue to play a significant role. Based

on these considerations, the evaluation mission of the second phase of PROMEM/UNESCO, considers that it is legitimate to recognise the contribution and potential of the project and recommend its continuation - with the same mobilising approach and strategies - in a new stage in which the achievements and adoption of the processes and products by the Ministry of Education, the CNEM, the communities and the nation can be guaranteed.

• Conclusions Objective 1

As a result of PROMEM/UNESCO/Netherlands, Mayan culture is now beginning to be perceived as an essential component of national education and of the pluriethnic, multilingual and intercultural configuration of the nation. This is a real change in the model. Mayan Bilingual and Intercultural Education seems to have reached an irreversible level.⁶³ The contribution of PROMEM to this achievement has been recognised by the national and international actors interviewed by the mission.⁶⁴ However, it is no less true that some of these achievements will only be consolidated to the extent that EMBI is incorporated into educational reform and curricular transformation, into the teacher training programmes and into the national education legislation.

⁶³ Statement made by the Director of UCONIME, Roxana de Hegel, during an interview with the mission on 30 April 2002.

⁶⁴ Special mention was made by Dr. Bayardo Mejía, Technical Vice Minister, of the DICADE and DIGEBI representatives, the representatives of international co-operation participating in the EBI Interagency Network, the CNEM, the PRODESSA representative, members of CDRO and FUNMAYAN, and others. The complete list of individuals and institutions visited by the mission is in the annex.

Throughout the process, the project has managed to achieve spaces for relating to and having an impact on the action of DIGEBI and DICADE, which has been promising (such as in the curriculum consultancy) and which can lead to processes of future collaboration in several areas (curriculum, methodologies, initial and continuous training) at the central, regional linguistic, provincial and local levels. The research component may have an invaluable impact on the education process and its development, particularly studies of the way Mayan children learn, and of the forms of Mayan organisation. In methodological terms, both can be understood to be a contribution to classroom educational practices, not only in Mayan bilingual and intercultural schools, but also in the whole education system. A coherent coordination of research, educational practices, the design of EMBI teaching models, curricular and methodological proposals for the education system and for teacher training, are a vital strategy that PROMEM is able to develop, finding the best mechanisms for using the project's intellectual production.

• **Conclusions Objective 2**

The alliance of PROMEM/CNEM is a strategic one and has produced and will continue to produce very positive results in the future. PROMEM has institutionally strengthened the CNEM in the management of their new legal, political and administrative status as a federated civil association, with its own organisational by-laws based on the Mayan philosophy and world vision. Due to the signing of

several cooperation agreements between PROMEM and the CNEM, the latter has been able to operate under favourable conditions over the last seven years. Other cooperation agreements between PROMEM and member organisations of CNEM have benefited the development of EMBI and have supported the operation of Mayan organisations. Additionally PROMEM has provided different levels of technical support to the CNEM, giving rise to technical and political impact on educational reform, national dialogue and consensus, curricular transformation and the training of human resources led by the Ministry of Education. The project for the creation of the Mayan University, is at a stage of discussion and coordination. In spite of being an important object of the project, the self-sustainability of the CNEM has not been achieved and it is a task which remains. The communication and coordination mechanisms between PROMEM and the CNEM, between the Boards of Directors and the CNEM, between the CNEM and member organisations, and among these organisations has been insufficient and should be improved in order to optimise corresponding actions and their joint levels of impact on educational policies.

• **Conclusions Objective 3**

The ULEMs are the heart of the project and it is their experiences which form the basis for the theoretical and methodological formulations of Mayan Bilingual and Intercultural Education, which have contributed to the processes of educational reform

and curricular transformation. The levels of development of the ULEMs vary: however, in general terms, these have shown significant achievements in the affirmation of bilingualism, the incorporation of Mayan culture into the curriculum and the appearance of classrooms and schools, the exercise of intercultural and democratic practices, and the committed participation of directors, teachers, parents and the community. The spread of EMBI to the schools in the area has not yet been achieved, due to the current dispersion of the ULEMs, the fact that the process is beginning, and the lack of coordination with provincial directorates; there is a need, therefore, to conclude the establishment of the *school circuits*, as a mechanism for irradiating best practices in the areas of each advanced ULEM (CH'UMIL). The coordination of initial and specialised teacher training with the ULEMs and with research, has had positive results that can be extended in the future. The project has made a great effort in the area of research, with several investigations about to be concluded and returned to the schools through pedagogical mediation as text books and support in the classroom. One of the most important achievements is the development of the identity and self-esteem of children, who are enthusiastic about learning in the future. Among the main tasks pending, that were identified by the mission, are

the generalisation of the proposal, a greater methodological and curriculum development of scientific contents of Mayan culture, the exploration of educational projects with cultural and productive components, and the search for and negotiation of alternatives for the sustainability of the ULEMs, especially the community ones.⁶⁵

• Conclusions Objective 4

The specialised training programmes for ULEM teachers and for the Teacher Training School staff has been extremely successful, it being possible to replicate them, guaranteeing full accreditation for both programmes, as well as a follow-up and impact evaluation component. The multiplying effect is important, as well as progress in terms of EMBI content and methodology. Training for the ULEMs and for Mayan Education Experts (TEM) have been positive, seeking to adapt to the specific conditions and needs of each ULEM. This approach should be maintained and developed further to achieve greater levels of relevance and application for training in the framework of the *educational projects* of each ULEM. In the perspective of continuation of PROMEM/UNESCO, the mission has identified new needs for training which are described in

⁶⁵ Although on a different level, it is advisable to include a study of ways to provide continuity to EMBI in the first part of secondary schooling.

the recommendations and which include the Mayan Education Technical Teams and their counterparts in the provincial education directorates. Moreover, the essential emphasis on the development and training of school directors, women and pre-school teachers has not occurred. This is an extremely important challenge which still remains.

General Recommendations

In general terms the mission recommends the planning of a third phase of PROMEM/UNESCO, in which the achievements can be consolidated based on their mobilising spirit and strategies and that complementary lines of work be opened to allow the project to be more relevant in its interventions, responding to the expectations of the communities.

In agreement with the Ministry of Education (particularly DIGEBI and DICADE) and with the CNEM organisations, the best mechanisms for spreading and generalising Mayan Bilingual and Intercultural Education should be identified, and progress should be made in the construction of a real intercultural education for the entire national education system.

Research and systematisation of best educational practices should be strengthened to promote greater contribution to educational reform, curricular

transformation, professionalisation and initial and continuous training of teachers. On these lines, PROMEM should propose new alliances which will allow it to contribute and coordinate efforts with the Teacher Training Schools.

The goal for a new phase should be the adoption of the processes and products of the project by the state and by civil society. For this, alliances with DIGEBI and DICADE at the central and decentralised levels and with the CNEM, its member organisations and the local communities are strategic and essential.

Finally the project should include a mechanism for follow-up and impact evaluation for all the components. Furthermore, it would be extremely interesting to coordinate actions and capitalise on efforts made by other cooperation agencies which support EBI in order to measure the joint impact on its development.

Recommendations by Objective

Below there is a synthesis of specific recommendations that the mission identified as being the most relevant in the perspective of a third phase of PROMEM/UNESCO, as proposed. First are those which refer most directly to PROMEM and its objectives, followed by the recommendations and suggestions

for the Ministry of Education and international cooperation.

Recommendations for PROMEM

Objective 1

1. To consolidate impact on the development of educational policy, curricular transformation, initial and in-service teacher training, keeping the propositional capacity active and based on the practical-theoretical-practical relation;
2. To continue the strategic alliance with CNEM, support the strengthening of the DIGEBI and achieve an efficient coordination with DICADE to contribute effectively to educational reform;
3. To closely coordinate the work with the DIGEBI to strengthen its actions at the macro level (policies), the meso level (provincial directorates and linguistic communities) and micro level (educational units);

Objectives 1 and 4

4. To coordinate with DICADE and DIGEBI the components of Mayan Bilingual and Intercultural Education related to professionalisation and other training and improvement initiatives for human resources in education;
5. To explore the possibilities for extending the dissemination of publications of the project in

two ways: a specification to allow for the sale of publications, and an electronic version of these (web page); to produce the Jun Winaq review again as a newsletter for exchanging experiences among ULEM teachers and their "ULA" *Circuits*, and as a mechanism for the dissemination of EMBI; and to promote alliances to establish a pedagogical magazine for EMBI, with contribution from new and already recognised professionals;

6. To support initiatives related to the professional organisation of EMBI educators:

Objectives 1, 3 and 4

7. To continue the process of research and systematisation of education and Mayan culture, coordinating with the practice of the ULEMs and with teacher training as a cross-cutting axis for these studies. For the area of systematisation and research, it is recommended that work be done on the translation of these curricular and methodological guides and educational materials, to be added to other culturally and linguistically relevant teaching resources;
8. In the technical monitoring and follow-up it is recommended that the project implement teacher development on research topics related to Mayan education, that the best works be published and that they be returned to the ULEM to be studied and applied;

Objective 2

9. To guarantee the participation of the CNEM in the decisions of the Tripartite Committee of Consultation of the Project, and to support the actions of the CNEM for obtaining self-sustainability through the creation of a seed fund with the participation of its member organisations, the state and international cooperation, with concrete goals and schedule;
 10. To define the most adequate systematic coordination and communication mechanisms between PROMEM and CNEM, guaranteeing the transfer and adoption of the technical products generated by the project in EMBI by the CNEM, in order to facilitate impact on educational policies; and to coordinate the Annual Operational Plans of both agencies with regard to common objectives and activities;
- Objective 3
11. To favour the consolidation, dissemination and generalisation of EMBI experiences, it is recommended that efforts be concentrated in three linguistic communities (K'iche', Tz'utujil and Mam), based on best practices, at the same time as guaranteeing the best mechanisms for maintaining and monitoring, following the process of the ULEMs located in the other linguistic communities where the project has been working
 12. To achieve consolidation and generalisation of EMBI, coordination is recommended between the work of the community ULEMs, DIGEBI and PRONADE with other official schools in the area (4 "Utlà" for each ULEM), the communities, the provincial directorates, the Teacher Training Schools and the municipalities.
 13. To ensure technical pedagogical monitoring through the local Mayan Education Technical Teams (ETEM) associated with the CTA, and a JEDEBI official from the corresponding jurisdiction. To complement this, it is recommended that PROMEM find the best alliance strategies with JEDEBI, CTA and other projects to support and maintain the ULEMs which will not form part of the consolidation and generalisation strategy (see diagram in annex);
 14. To develop different communication and exchange strategies among the ULEMs at the local, regional and national level through an exchange of visits, radio broadcasts, videos, meetings, workshops, pedagogical fairs and others;
 15. In support of the ULEMs and of curricular transformation at the micro and meso levels, to sequentially develop curricular and methodological guides for pupils and teachers on the five fundamental topics of Mayan education in the "Non-Negotiable Criteria" in the three languages, K'iche', Tz'utujil and Mam, as well as Spanish;
 16. To coordinate initiatives with the Ministry of Culture, the BEZACHI project and other organisations, based on cultural policies and on

education and production strategies, these leading to educational, productive, cultural and community development projects, inspired, for example, by Mayan aesthetics.⁶⁶

17. To contemplate a third phase with greater emphasis on monitoring quantitatively and qualitatively the rate of schooling and efficiency of the teaching process - learning developed in the ULEMs, systematising the results of promotion, the causes of dropping out and repeating the school year. Furthermore, it is recommended that follow-up be given to children who drop out, for the purpose of proposing viable strategies to change the drop out and repetition trends. For this, coordination is recommended with AID's MEDIR project;

18. With the Ministry of Education and community organisations, to explore options which permit experimentation with the continuation of EMBI in some *ULEM-ULA educational circuits* in secondary school (first three years) in order to provide a response to the clamour of the communities

Objective 4

19. To harmonise and reinforce an integrated system of initial in-service and specialised training for Mayan educators in the linguistic communities involved in the project, with

emphasis on the directors of education centres and on women. To coordinate these initiatives with the human resources training programme of the Ministry of Education, guaranteeing in all programmes: a) sufficient knowledge of the history of Mayan culture; b) an adequate scientific basis for curricular content included; c) a critical bridge to universal aspects; d) a vision of culture as a historical fact, in movement and continuous construction; e) second language learning methods; and f) a strong component of research, permitting teachers to apply their knowledge to classroom teaching in which students become a component of the research process;

20. To strengthen the methodological and teaching component in the initial and continuous training proposals in order to further the application of curricular transformation;

21. To support the training of the technical personnel of the provincial directorates in EMBI, strategic planning and decentralised educational administration; and of the members of the CNEM organisations in leadership and EMBI;

22. In the training programmes for ULEM teachers: a) to coordinate a system of training/action, monitoring and impact evaluation of these units; b) to strengthen training in *constructivist* methodologies using investigations on the learning modes of Mayan children, as

⁶⁶ In the mission's interview with the Minister of Culture, initiatives were explored such as a joint drive with micro businesses promoted by the Ministries of Economy and Labour, AID and other organisations.

well as the didactic component and learning resources;

23. In the training of Mayan Education Technical Teams (ETEM), to include components on leadership and social management, educational project design, research, evaluation and impact measurement, in addition to the content already developed by the project in the TOB'AWUJ;

24. With regard to specialisation in Mayan education and curriculum: a) in coordination with a higher education institution and in response to the explicit request from the first year's graduates, to offer students, after graduating, the possibility of completing the modules necessary in order to obtain a teaching degree in the specialisation (see request in annex); b) to periodically hold general meetings for graduates, providing an incentive to organisation and active professional participation in the national education sector and participation in other Mayan professional organisations; c) to guarantee follow-up and support for graduates in their corresponding areas of educational action; d) to hold social events for graduates who are teachers in the ULEM-ULA circuits (and inter-circuits), as well as social-cultural events with the ULEMs⁶⁷; e) in the future to directly offer this specialisation to the teachers; f) to follow the recommendations expressed by the first graduates of the

diploma course, in order to improve the programme, organise monthly weekend sessions, provide books, reference materials and bibliography, to further develop the topics studied, extend the subjects to include Mayan art and aesthetics, to monitor the application of learning during the training process;⁶⁸ and g) to recruit the ULEM teaching staff and directors who have not yet participated in the programme in order to strengthen the coherent action of each unit and each ULEM-ULA circuit;

25. With reference to the Degree Course on Bilingual and Intercultural Education with Emphasis on Teacher Training: a) to maintain, strengthen and expand the programme on the basis of the success achieved and qualitatively documented⁶⁹; b) in this context, to extend alliances with national universities in order to guarantee quality, the appropriate approach and efficiency of the programme; c) incorporate into the programme a component (integrated system) which would include:

- Follow-up: quantitative-qualitative evaluation of the level of implementation of the projects designed by graduates in each institution (or institutions) where they work
- Monitoring: explicit support and legitimation of the

⁶⁸ *Idem.* From 23 questionnaires responded to, some participants also suggested that the schools be asked for monthly descriptive reports on the progress and limitations of the process of applying this knowledge.

⁶⁹ The mission based its recommendations on a dialogue with two groups of students from the headquarters in Sololá on 4 May 2002; on interviews with Jorge Machán, Co-ordinator, and with several teachers; as well as on the working session in the URL on 2 May with the participation of Ma. Eugenia Sandoval, Dean of Humanities, Patricia López, General Co-ordinator, and Bienvenido Argueta.

⁶⁷ Suggestion and request from diploma course participants at the COFA headquarters, Quetzaltenango, presented to the mission on 16 May 2002.

efforts of graduates in their area of institutional action, for the purpose of facilitating their work and impact (actions aimed at the main participants, such as directors, supervisors, parents, and others)

- Evaluation: impact measurement of new approaches in the course design to be provided by the graduates, by other teachers, by the institution (global)
- Systematisation of innovative practices: reflection and systematisation of progress as input for: a) the continuous training of graduates; b) dissemination of innovative experiences through different mechanisms; c) the incorporation of developments into the university graduate programme
- Transfer: systematic dissemination through the publication of the best works (a pedagogical review for Mayan educators, a review of the Faculty of Humanities of the URL, for example); internet connection; pedagogical encounters; methodological workshops, and others; guaranteeing their return to the ULEMs;⁷⁰

26. In relation to the Teacher Training Schools: a) to hold a dialogue with the different national and international co-operation agencies in order to study the areas of cooperation in support of Bilingual Teacher Training Schools and of the bilingual training programmes in those schools that already have them; b) to

explore the possibility that other agencies might support re-publishing PROMEM publications that are particularly useful for training trainers; and c) to open a line of cooperation with the Teacher Training Schools in order to have reciprocal support for the development of educational, cultural and psycho-pedagogical research, with the participation of students from the Teacher Training Schools, with the coordination of their teachers and with the specialised support of PROMEM.

Recommendations with global scope:

27. To include a component of follow-up, evaluation and impact measurement in all the components and actions of the project;
28. To promote gender equality in all the project's strategies. Specifically, it is recommended that the coordination of the variables of ethnic and gender discrimination affecting children and women be studied and identified. In this context the following actions are proposed:
- To promote research on gender perspectives in multiethnic, plurilingual and multicultural societies and their implications on the educational process;
 - To strengthen the area of ethnic and gender equality in the curriculum and in educational materials;
 - To explore in the training, ways in which the "hidden" curriculum operates in

⁷⁰ As far as possible, publications and other initiatives should be in Spanish and in Mayan languages.

- schools and how this can reinforce ethnic and cultural discrimination;
- To develop efforts at the local level to promote and stimulate school attendance for girls, and the participation of teachers in development and training programmes which promote their professional improvement;
 - To promote actions which further women's participation in the different organisations and institutions with which the project interacts, at the same time as supporting initiatives of women's organisations involved in education;

29. To further the participation and development of children in the educational process and in the school councils as spaces for the practice of citizenship, inspired by the organisational forms of native cultures. To extend the radius of action of the school councils to processes of social communication and participative research on the culture (oral tradition), to the defence of children's rights, to the environment, and others.

Recommendations for the Ministry of Education

With due respect, the mission presents the following recommendations to the Ministry of Education:

1. To establish legal, administrative and financial measures to guarantee fulfilment of the objective

of generalisation of Bilingual and Intercultural Education;

2. In relation to the first recommendation:

2.1 Through a Ministerial Resolution, to create a specific category for the *Community Schools* which permit their autonomous operation with financial support from the state;⁷¹ include these in the school snack programme; and exonerate them from the payment of "School Operation" (Q.2.00 per pupil) that the community schools have to pay the Ministry of Education since they are considered to be private schools;

2.2 To sign a Ministerial Resolution recognising the ULEMS as EMBI demonstration centres;

3. To develop concrete strategies for the adoption of processes and results of the project by the Ministry of Education, and to guarantee the incorporation of this teaching and contributions produced by PROMEM in the national education system;

4. To support the spreading and generalisation of EMBI in the three linguistic regions proposed and to strengthen relations between community schools, the PRONADE and DIGEBI networks and the

⁷¹ The possibility of providing a subsidy for contracting bilingual personnel could be considered, or of including the contracting of teachers for the community schools in the PRONADE mechanism.

remaining official schools, facilitating the development of EMBI; it is recommended that the Ministry of Education implement appropriate mechanisms leading to a coordination of efforts and harmonious work among the different agencies and levels involved at the national, provincial and local levels;

5. For the same purpose, in the three focus areas of the project, the Ministry of Education should guarantee the conditions necessary for the full operation of the official DIGEBI schools and for the coherent application of EMBI. In the same way, it is recommended that the implementation of Mayan and Bilingual and Intercultural Education in PRONADE schools be explicitly authorised;
6. In relation to the previous point, it is recommended that the presence of bilingual teachers be strengthened, contracting significant numbers of teachers who comply with this profile.

Recommendations for the CNEM

1. To guarantee their political-propositional leadership in representation of the Mayan movement in the transformation processes of the education sector, and to back the initiatives developed in this field, thus supporting processes managed by the community-based organisations and the local communities, by the academy and other actors who promote EMBI. To stay alert so that progress achieved now and in the future have the budgetary and legal backing required by the state.
2. To strengthen the organisational links of communication and coordination with the member organisations; an effective coordination of actions with PROMEM; an open and constructive dialogue with the Ministry of Education, particularly with DIGEBI and DICADE; and a broad-reaching strategy of consensus and national and international alliances in support of EMBI.
3. To design a concrete plan with a view to self-sustainability. In this context, to try to obtain a seed fund including contributions from member organisations, from the state and from the international community; or other initiatives aimed at effectively achieving this objective.

Suggestions for the International Community

1. On the strength of the achievements of the project, the mission considers it to be fundamental that the continuity

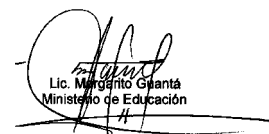
of cooperation between the Ministry of Education, UNESCO and the Netherlands be maintained. Considering the implications of a possible new phase for the project, it would be important to add new efforts of cooperation to this process;

2. Based on the progress achieved by the Interagency Group of EBI, it would be positive to explore new forms of collaboration and coordination of efforts, as well as the measurement of joint impact on EMBI.
3. In the perspective of a new phase for the project, it is recommended that a "bridge" period be considered to avoid an abrupt interruption of the process and the dispersion of the national team of individuals, and at the same time this would allow the necessary bases to be established for the possible development of a new phase.

5 June, 2002


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Ministerio de Educación

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LIST OF ANNEXES

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2. The Local Mayan Education Units (ULEM), a proposal in construction (M. Salazar, February 2002)
3. Diagram representing the proposal of the Network of Local Mayan Education Units (ULEM/"ULA") National Decentralised Education System by M. Salazar based on the recommendations of the Evaluation Mission
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6. Classification criteria of the ULEMs according to the level of development (Chumil, Jotay Tikob'al)
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10. Responses to the questionnaire for teachers of the specialisation in Mayan Education and Curriculum given by the Evaluation Mission
11. Evaluation form for teachers of the degree course in Bilingual Intercultural Education with Emphasis on Teacher Training (Rafael Landivar University)
12. Curricular proposal: Microcurriculum for the Kaqchikel linguistic community of the Municipality of Sololá for primary education. Sololá, November 2001. (Project designed by a degree student in Bilingual Intercultural Education with Emphasis on Teacher Training. (Annex, copy of first page)
13. List of publications and systematisations of PROMEM (Phase I and II): name, region, researchers, date of publication and quantity
14. List of research and systematisations in process: region, researchers and date of beginning and end estimated.

NOTE:

There are five PROMEM documentary files structured by objective, which form part of the Evaluation Report. These were organised at the request of the mission by the project's technical team and remain in the PROMEM offices. These files include the complete versions of the annexes, as well as most of the reference documents consulted by the mission.

DOCUMENTS CONSULTED

DOCUMENTARY AND BIBLIOGRAPHICAL REFERENCES
PROMEM PHASE II EVALUATION REPORT

1. Report on the progress of the Support Mobilisation Project for Mayan Education, PROMEM Phase II (1 July to 31 December 1999)
2. Report on the progress of the Support Mobilisation Project for Mayan Education, PROMEM Phase II (1 January to 30 June 2000)
3. Report on the progress of the Support Mobilisation Project for Mayan Education, PROMEM Phase II (1 July to 31 December 2000)
4. Report on the progress of the Support Mobilisation Project for Mayan Education, PROMEM Phase II (1 January to 30 June 2001)
5. Annual Operational Plan UNESCO/PROMEM Phase II (July 1999 - June 2000)
6. PROMEM Phase II Framework Plan (January - December 2001)
7. PROMEM Phase II Framework Plan (January - December 2002)
8. Report prepared by PROMEM for the External Evaluation Mission (April 2002)
9. Provincial Dialogue and Consensus for Educational Reform, Conclusions (March 2001)
10. National Dialogue and Consensus for Educational Reform, Conclusions (March 2001)
11. National Long Term Education Plan, Consultative Commission for Education Reform, 1999
12. Report of the First CNEM Congress, 1994
13. Training Workshops on Mayan Education directed by teachers from the Local Mayan Education Units - ULEM - Indications for Implementation
14. Statistics on school graduation in the Local Mayan Education Units - ULEM - school year 2001
15. National map of the Local Mayan Education Units - ULEM
16. Classification of the Local Mayan Education Units - ULEM
17. List of the Local Mayan Education Units - ULEM - associated to the National Council of Mayan Education - CNEM
18. Tob'awuj 1, Training Notebook for Experts in Mayan Education and ULEM Teachers
19. Educational project Kaji' No'j, Sumpango, Sacatepéquez
20. "Green World" Association, San Andrés Semetabaj
21. Pedagogical proposal for the provision of equipment for the ULEM (Oct. 2000)
22. Inventory of pedagogical texts and materials for pre-primary and primary schools
23. Degree programme in Bilingual Intercultural Education with Emphasis on Teacher Training
24. List of degree students of Bilingual Education, of the specialisation in Mayan Education and Curriculum and Teacher Training Schools in the Mam, Tz'utujil and K'iche' linguistic regions
25. Specialisation programme in Mayan Education and Curriculum
26. Responses to the questionnaire for teachers of the specialisation of Mayan Education and Curriculum given by the Evaluation Mission

27. Mayan Education System (specialisation in Mayan Education and Curriculum, No, 1)
28. Curricular design (specialisation in Mayan Education and Curriculum, No. 2)
29. Mayan culture (specialisation in Mayan Education and Curriculum, No. 3)
30. Research and Systematisation (specialisation in Mayan Education and Curriculum, No, 4)
31. Mayan Bilingual and Intercultural Education, a comparative perspective (specialisation in Mayan Education and Curriculum, No. 5)
32. PROMEM consultancy for MINEDUC/IDB

ABREVIATIONS LIST

ASRCEM	Asociación de Representantes
BEZACHI	Proyecto de Educación para el Trabajo en Zacapa y Chiquimula
CDRO	Cooperación para el Desarrollo Rural de Occidente
CNEM	Consejo Nacional de Educación Maya
COPARE	Comisión Consultiva de Reforma Educativa
CTA	Coordinador Técnico Administrativo del Ministerio de Educación
DICADE	Dirección de Calidad y Desarrollo Educativo
DIGEBI	Dirección General de Educación Bilingüe
DIGEEEX	Dirección General de Educación Extraescolar
EMBI	Educación Maya Bilingüe e Intercultural
ETEM	Equipos Técnicos de Educación Maya
FUNMMAYAN	Fundación de Mujeres Mayas del Norte
	Programa de Cooperación entre las Universidades Holandesas para la Educación Profesional e Institutos Educativos en países en desarrollo para beneficio de la Educación Primaria
JEDEBI	Jefaturas de Educación Bilingüe Intercultural
MINEDUC	Ministerio de Educación
POA	Plan Operativo Anual
PRODESSA	Proyecto de Desarrollo Santiago
PRONADE	Programa Nacional de Autogestión para el Desarrollo Educativo
SIMAC	Sistema Nacional de Mejoramiento de los Recursos Humanos y Adecuación Curricular
TEM	Técnicos en Educación Maya
UCONIME	Unidad de Cooperación Técnica del Ministerio de Educación
UDE	Unidades Departamentales de Desarrollo Educativo
ULEM	Unidades Locales de Educación Maya
UMINE	Unidades Mayas de Innovación Educativa
URL	Plan Operativo Anual