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**PROJECT PAPER (PROP)**

**1. PROJECT IDENTIFICATION**

PROJECT TITLE: International Administration (Formerly Teacher Training)

COUNTRY: Bolivia

REGIONAL:  INTERREGIONAL

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APPROVED ATTACHMENT:  YES  NO

2. PROJECT NO. (AGENCY USE): 511-11-650-439.3

3. LIFE OF PROJECT: BEGIN BY 72 END BY 71

4. SUBMISSION:  ORIGINAL  REV. NO. 1 11/24/72

CONTR./PASS NO. 511-26

**5. FUNDING (\$'000) AND MAN MONTHS (MM) REQUIREMENTS**

FISCAL YEAR	B. TOTAL \$	C. PERSONNEL		D. PARTICIPANTS		E. COMMODITIES \$	F. OTHER COSTS \$	G. PERSON/CONTIN.		H. LOCAL EXCHANGE CURRENCY RATE: \$/US (U.S. OWNED)		
		(1) \$	(2) MM	(1) \$	(2) MM			(1) \$	(2) MM	(1) U.S. GRANT/LOAN	(2) JOINT	(3) HOST COUNTRY
73	208	89	54	28	12	3	88	207	54			60
74	365	126	76	71	75	9	159	324	76			130
75	128			68	82	30	30					130
TOTAL	701	215	130	167	169	42	277	531	130			320

**6. MAJOR DONOR CONTRIBUTIONS**

NAME OF DONOR	AMOUNT (\$'000)	DATE

**7. INTEGRATING OFFICER CREDENTIALS**

NAME	TITLE	DATE
Eugene J. Szepesy	Deputy Program Officer	11/20/72
L. A. Perry	Education Officer	11/20/72
Peter Kolar	Program Officer	11/20/72
Arthur W. Mudge	Chief, Education	11/30/72
Edward W. Coy	Deputy Director	11/30/72

\* Includes data only since FY 1972 when funds for this new emphasis were obligated and expended (excludes \$14,000 for 12 MMs of service for a Teacher Training Specialist obligated in FY 1972 and excludes \$200,000 obligated between September 1966 and June 30, 1971) according to the instructions contained in State 13632 of February 27, 1971.

**Clearances**

LA/DR, J. O'Donnell *jad*  
LA/DR, H. Myers *hm*

APPROVAL	DATE	APPROVAL	DATE
LA/GC N. Williams <i>W</i>	2/1/73	LA/DR LA/MRSD, R. Greene(draft)	
LA/DR/EST S. Carbin <i>sc</i>	2/1/73	LA/BC R. Fredericks <i>RF</i>	2/1/73
ARA/ECP J. Cook <i>JC</i>	2/1/73	LA/DR M. Brown <i>MB</i>	2/1/73
LA/DR Frank B. Kimball <i>FBK</i>	2/2/73		

Acting Deputy US Coordinator

PROJECT NUMBER (NARRATIVE DESCRIPTION)		SUBMISSION		DATE		BEST AVAILABLE COPY	
511-11-690-439.3		ORIGINAL		11/24/72		PAGE 2 OF 15	

COVER SHEET

This FROP Revision is being submitted to detail the shift in emphasis of the project from providing the Bolivian Ministry of Education with technical assistance for teacher training and the development of didactical materials to assisting the Ministry with the formulation of administrative procedures necessary for the unification and development of a more efficient education system.

In view of the shift in emphasis of this project, and in accordance with State 33632 of February 27, 1971, USAID is providing data only since FY 1972 when funds for providing technical assistance to the Ministry of Education for its administrative reform were first obligated and expended. This data will therefore exclude the completed teacher training and curriculum development portions of this project. Subsequent U-203 reports will reflect this change.

HISTORICAL BACKGROUND

In response to the need for more effective training of instructional and administrative personnel, this project was initiated in FY 1966 as a Teacher Training Activity. From the beginning, project action focused upon the improvement of both teaching and administration.

In order to achieve a broader view of Human Resources needs, the Mission financed three studies which produced evidence that structural and administrative deficiencies represented the primary constraint on the more rational development of the formal educational system. The need for administrative reform was highlighted by: (1) McClurkin's research on School Building Needs in Bolivia; (2) the Ohio State University Research Foundation study of Human Resources in Bolivia; and (3) the Danwody Institute analysis of Vocational Industrial Education requirements.

With the basic findings of these studies available for Mission review as early as 1969, their preponderance of evidence of administrative inefficiency in the education system tended to influence a gradual shift of emphasis in the Teacher Training Project. More and more it came to be used as a vehicle for administrative improvement. Until in FY 1971, the project title was changed to Educational Administration. Since that date USAID focus has been directed toward technical assistance for structural changes in the sector, and this revised FROP has been presented to reflect these new directions. While the original purpose of the project, as a training device, has been maintained, the training emphasis has shifted from the instructional to the administrative structure and staff.

BACKGROUND

Beginning with the Bolivian Government reforms in the early 1950's, separate Ministries were made responsible for urban and rural education, and as the mining and petroleum industries were nationalized, each was made responsible for maintaining its own separate education system.

To these four systems, ten other agencies and Ministries were given a part of the action in the education sector until, with the multitude of religious and private educational undertakings, the sector became uncoordinated, chaotic and unmanageable.

511-11-690-439.3

SUBMISSION

ORIGINAL

REVISION 1

(Number)

DATE

11/24/72

PAGE 3

of

15

PAGE

In 1970 urban and rural education were integrated under the authority of the Minister of Education and Culture by Presidential Decree. Although USAID obligated funds in FY 1970 for technical assistance to the Administrative area, political indecision and unrest hampered all attempts at planning for unification and these funds were later deobligated.

The revolutionary change of government in August 1971 resulted in decided shifts in political philosophy and administrative policy. This process of readjustment caused the education sector to become a priority sphere for reorganization, as little can be done to improve the efficiency of the system until a more functional structure has been created. Almost immediately following the revolution two national reform commissions, one for university education and one for administrative reform at all other levels, were organized to make significant sector-wide changes in the structure, administration and emphasis of Bolivian education. A study group was also formed to conduct a "Diagnostico Integral" (Sector Study) of all non-university level education.

Problems of staffing, training for new positions and general implementation of the reform program raised technical and financial problems which forced the GOB to seek external assistance for this transition. Since USAID was approached for help, and no non-AID resources were available to finance the effort, the Mission responded to GOB initiatives in this area by recommitting funds for the provision of technical assistance to the Ministry of Education for their efforts to restructure and unify non-university level education. Because of the volatile political nature of university reform, the Mission has specifically excluded assistance to this area.

The Bolivian commitment to educational reform is now proceeding on a rather broad front with the "Diagnostico Integral" of Education, under the direction of the Ministry's Education Planning Division, and the Ministry Administrative Reform operation, that is being conducted by a special contract commission, advancing rapidly.

The chairmen of these two groups sit together with representatives from all major Ministry departments and divisions to form a National Technical Advisory Committee which coordinates all policy planning for the education sector. It is through this "Consejo Tecnico" that the administrative reforms developed by the ad hoc special contract team will be integrated into the National Plan for education that is being developed by the Education Planning Division through its ~~XXXX~~ "Diagnostico." While the San Jose Contract team serves as direct counterpart agent to the administrative reform group, individual members and short term consultants from San Jose also provide advisory service to the ~~XXXX~~ "Diagnostico" and the "Consejo Tecnico" upon request.

The "diagnostico" involves the collection of data from representative samples of the population in selected regions and provinces; the processing of this data; preparation of a sector study and the ultimate development of a list of national priorities together with a plan of operation for the sector. These priorities will probably focus on curriculum and instructional improvement, administration needs and physical facility requirements.

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The Ministry Administrative Reform Operation is being carried out by a group of American specialists and a team of consultants from the San Jose State University Foundation, of California. The purpose is to provide a plan for the complete reorganization of Ministry structure and functions at the national, regional and district levels. Significant progress has been made toward the preparation of position papers relative to specialized areas of administrative effort, charting of functional relationships and reorganization of structure. Specifically: the reform will seek to improve: (1) fiscal planning; (2) budgeting and accounting processes; (3) data collection, processing, storage and retrieval; (4) personnel administration; and (5) general management procedures. For use in the implementation of this reform movement, a training manual is being developed by the San Jose team, entitled: The Process of Administrative Change Applied to Education: A Training Manual for Educational Administration System Analysis and Change.

For the "diagnostico," the raw data has been collected and its computerized processing should be finished during the last week of November. According to the COB timetable all data will be analyzed and the "diagnostico" completed by March 31, 1973. During April and May of 1973 a sector plan, together with sector priorities, should be developed by the Ministry's Planning Division with priority project implementation scheduled to begin in June or July.

The Ministry reform group plans to have a complete draft of the newly defined Ministry of Education structure ready for Cabinet level study by December 31 with final government approval expected by January 15, 1973.

Since implementation of the reforms will involve personnel, functional and structural changes, the Ministry reform group has anticipated a time requirement of eighteen months, or until mid-1974, for total implementation. The Mission, however, considers this estimate to be overly optimistic and calculates that total change-over will require four to five years. In the meantime, by focussing on reforms in personnel administration, fiscal planning, data handling techniques and general management procedures, the San Jose Contract team will prepare manuals detailing functions and tasks and help initiate the new procedures. Thus, it should complete its advisory role by January 1974, at which time the contract will be terminated. At this point, the Ministry should have the capability to proceed on its own, but USAID direct assistance will continue through the FY 1974 budget year to assist the COB in its transition to the new organization.

The original PROP, submitted on March 13, 1970 as TCMAD A-133, touched upon the advisability of unifying and modernizing the Bolivian Education system, but the extensive reorganization outlined in this PROP revision did not take shape until COB initiatives instituted the reforms and contracted for technical assistance in late 1971.

In early 1972, the San Jose Contract team in collaboration with its counterpart agency, the Ministry reform group, prepared a detailed work plan and projected all program costs through FY 1974. These projections have been used as the basis for budgeting this USAID project.

Project No. E11-11-690-439.3	Submission (no.) <input type="checkbox"/> Original <input checked="" type="checkbox"/> Revision <u>2</u>	Date 1/3/73	Page <u>5</u> of <u>15</u> pages
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## I. PROJECT GOAL

### A. Statement of Goal

Institutions with a capability to train the human resources required for socio-economic development.

#### Sub-Goal I

To support a viable and indigenous Education Development Plan, 1973-80.

#### Sub-Goal II.

The unification of publicly financed general educational sources within the Ministry of Education, providing a more efficient and responsive administrative organization.

### B. Measurements of Goal Achievement

1. The present school drop-out rate of more than 94% for the twelve grade cycle will be reduced to less than 75%.
2. Increase efficiency of state controlled elementary education and reduce the "per graduate cost" by about 30%, to the presently acceptable cost level of the schools that are operated by the National Petroleum Industry.
3. A National School construction planning division will supplant or replace eight of the twelve separate entities which presently are engaged in school construction, leaving a total of 4.
4. Under the technical guidance of a centralized School Facilities Division, the local Communities will assume responsibility for the presently neglected area of school maintenance and improve conditions. (Based on a 1968 study, over 60% of all school buildings were in need of major repair or unfit for human occupancy. The transfer of responsibility to local authorities will partially resolve the problem and reduce the percentage below its present level.)
5. The Ministry of Education will proceed with development of its curriculum and instructional materials without need for external technical assistance.
6. Increase percentage of the population between 15-19 years who are enrolled in school from 16% (1969) to about 25% (1980). (25% is an estimate by USAID Education). (See insert for additional measures)

### C. Basic Assumptions of Goal Achievement

1. Critical for the training of the human resources required for socio-economic development is a realistic primary and secondary education system with an administrative system in which the various components understand their roles and functions, and there is a sufficient interchange of information to allow decision making and action on all levels.
2. By providing the GOB Ministry of Education with modernized systems and procedures, listed under Conditions Expected at the End of the Project, which have been field tested as well as personnel trained in their development and use the basis will be laid for an efficient use of internal and external resources within the education sector.
3. The diagnostic will be completed.

## II. PROJECT PURPOSE

### A. Statement of the Purpose

To establish an administrative capability within the Ministry of Education appropriate to the efficient implementation of its responsibilities.

### B. Conditions Expected at the End of the Project

1. The unit cost of materials and supplies for the sector will be reduced by 5% per year.
2. Min Ed will supervise all public education systems:

Additional Measures of Goal Achievement

- 7) The number of autonomous education systems will be reduced from 14 to not more than six (the Police Academy, Min Health, Min Defense, Min Education, Catholic Church, and Min Planning by the end of 1974.
- 8) Minimal nationwide standards and requirements will be established for all elementary and general education programs (subject matter).
- 9) Although the National Mining (COMIBOL) and Petroleum (YFPB) Industries will continue to budget their respective educational activities, fiscal planning will become a coordinated undertaking within the Min Ed, reducing the likelihood for costly overlapping or duplication of functions and operations between rural, urban, YFPB and COMIBOL systems.

Report No. 511-11-690-439.3	Submission (no.) <input type="checkbox"/> Original <input checked="" type="checkbox"/> Revision <u>2</u>	Date 1/3/73	Page <u>6</u> of <u>15</u> pages
--------------------------------	---	----------------	----------------------------------

- a) nationwide testing;
- b) school administration practices; and
- c) curriculum patterns.

(Specifics to be worked out).  
At the end of the project, MinEd will initiate evaluation practices within all systems.

3. Improved decision making capability in such areas as budgeting, new school locations, teacher assignments etc. will be utilized, as a result of the coordinated system for data collection, analysis and use.

4. With jobs defined and salaries rationalized throughout the system, personnel costs per student will be reduced by at least 5% in 1974 over 1973, illustrating a general improvement in personnel administration.

5. The 20 rural and 15 urban district administrative offices will be integrated into 20 general administrative centers.

6. An arbitrary time schedule will be prepared requiring all substandard teachers to upgrade their professional competence to a prescribed minimal level of at least two years college training. (Only about 45% of all elementary sections have teachers who now have reached this goal.)

7. An implementation plan with scheduled performance targets will be prepared to indicate resource requirements for putting the administrative reforms into operation. (See section "V RATIONALE" for follow-up relationships.)

#### C. Basic Assumptions

1. Better structure will permit the GOB to make more rational decisions for resources allocation.

2. Political considerations will not compromise the reform movement.

Project No. 511-11-690-439.3	Submission (no.) <input type="checkbox"/> Original <input checked="" type="checkbox"/> Revision <u>2</u>	Date 1/3/73	Page <u>7</u> of <u>15</u> Pages
---------------------------------	---	----------------	----------------------------------

3. The GOB will continue to finance the Ministry reform contract team.

4. Returning professional administrators will be placed in positions of a type and level for which they were prepared.

### III. PROJECT OUTPUTS

#### A. Outputs

##### 1. Structural Changes

##### 2. Reports

#### B. Output Indicators

1. Reformed administrative structure including 50 well-trained Ministry administrators and professors and modernized systems in:
  1. a) Personnel Administration
    - 1) job descriptions completed;
    - 2) rational salary structure;
    - 3) teacher qualifications
  1. b) Fiscal Planning
  1. c) Budgeting, accounting and procurement (e.g. standardized procurement procedures)
  1. d) School Statistics (Data collection system)
  1. e) School Facilities Planning & maintenance
  1. f) Management Procedures (e.g. Supervision & evaluation)
  2. a) Educational Planning Guidelines 3/15/72

- 2. (b) Salary Scales, Job Classifications 7/15/72
- 2. (c) School Facilities Planning and Maintenance Program 9/15/72
- 2. (d) Fiscal Planning and Budgeting 9/15/72
- 2. (d) Analysis and Change of Administrative Structure 9/15/72
- 2. (f) Instructional Systems Technology 2/15/73
- 2. (g) Personnel Administration 2/15/73
- 2. (h) "Supervision and Evaluation; Plans and Programs; "Education Planning;" "Information Gathering and Flow for Decision Making" 9/15/73
- 2. (i) "Administrative Training" 8/15/73
- 2. (j) "Quarterly Progress Reports"
- 3. (a) "Process of Administrative Change" 2/1/73
- 3. (b) "Supervision and Evaluation" General Manual 10/15/73

3. Manuals

- 3. (c) "Plans and Programs" 10/15/73
- 3. (d) "Educational Planning" 10/15/73
- 3. (e) "Information gathering and flow for management decision making" 10/15/73
- 3. (f) "Administrative Training" 10/15/73
- 3. (g) "Manual of Administrative Routines" 12/73
- 4. Curriculum for Administration Training Center Courses in Administration and Supervision 9/73
- 5. Departments of Educational Administration Organized:
  - 1. Santa Cruz 1973
  - 2. La Paz 1974
- 6. Trained Personnel
  - 245 (approx.) school district and regional administrators working in the field. 3/73
  - Twelve incumbent administrators in the Ministry of Education and the Ministry of Planning to work directly with the reform movement. 12/71
  - Four supervisors; 4 planning experts; 4 curriculum specialists; 4 management specialists and 2 data processing technicians in the MINED. 9/73
  - Eleven trained chief administrative officers in the Departments and Regions. 12/74

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Nine professors trained in various phases of Education Administration and Supervision serving as professors in the Administration Centers. 6/74

C. Basic Assumptions

None.

IV. PROJECT INPUTS

A. Statement of Project Inputs

1. Personnel

GMN

- a. 18 full time members of the MINED special administration reform commission (April 1972-June 1974)
- b. Six instructors from MINED administrative staff
- c. Six full time and 30 part time members of the Ministry Planning Division performing sector study for long term plan (Nov. 1971-August 1973)
- d. Intermittent review of reform operation by 10 member Consejo Técnico, the policy group of the MINED.

AID

- a. Project manager, one USAID direct hire
- b. Contract team
  - (b-1) Three full time advisors
    - administration specialist
    - planning specialist
    - administrative assistant
  - (b-2) Campus backstopping - San Jose State University
  - (b-3) Short term consultants who specialize in:
    - Administration and Management
    - Personnel Administration
    - Supervision and Evaluation
    - Fiscal Policy and Budgeting
    - Education Planning
    - Instructional Technology
    - Vocational and Technical Education

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FORM 22-1A (7-71) (NARRATIVE DESCRIPTION)

PROJECT NO. 511-11-690-439.3	SUBMISSION <input type="checkbox"/> ORIGINAL <input checked="" type="checkbox"/> REVISION	DATE 11/24/72	PAGE 11	15
---------------------------------	--	------------------	---------	----

2. Workshops

GQB-AID

a. Central level workshops, each lasting 2 to 3 weeks and having 25 attendees. These seminars will serve to identify personnel capable of staffing offices within the reorganized Ministry of Education. These workshops will also identify and develop procedures for carrying out the functions and tasks of the following areas:

AREA	DATE
1 Plans and Programs	11/72
2 Supervision and evaluation	12/72
3 Personnel Administration	12/72
4 "Information gathering and flow for management decision making" and	2/73
5 Education Planning	2/73

b. Twelve regional workshops, lasting 1 week and having 10 attendees from regional and important local school districts in Cochabamba, Santa Cruz and Sucre. These will cover the same subject matter as above and should be held in January-February 1973.

3. Facilities

GDR

Buildings and grounds for two Educational Administration Training Centers

4. Training

AID

Short Term:

- (4-a) Twelve participants to San Jose, California for training in Education Administration, Planning, Budgeting, Evaluation and practicum on "Tools of Management" December 1971.
- (4-b) Six participants for management training in the U.S. for six weeks beginning March 1973
- (4-c) Six participants for management training in U.S. June 1973
- (4-d) Six participants for management training in U.S. September 1973
- (4-e) Eleven Chilean administrators from Metropolitan and Regions, September 1973

Long Term:

- (4-f) Eight participants for 10 months training in each of the following areas: (Begin 9/73)
  - "School Finance: Planning, Budgeting and Procurement"
  - "School Census, Statistics and Data Control"
  - "Supervision and Curriculum Development"

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- "School Administration"
- (4-g) One participant for 10 months training in "Administration of Higher Education" to manage the Educational Administration Training Centers (Begin 9/73)

5. Commodities

- a. Equipment, materials and supplies to support GOB-SJS Contract operation
- b. Books, materials, equipment and supplies for Administrative Training Centers

6. AID-GOB Contract Negotiations and Financial Support for Host Country Contract with U.S. University

B. Budget

1. GOB

- a.1. Approximately 18 full time members of the Ministry of Education's special administrative reform commission (April 1972-June 1974) \$300,000.
- a.2. Approximately 6 full time and 30 part time members of the Ministry's Planning Division performing a sector study to serve as the basis for a long term education plan for Bolivia. (November 1971-August 1973)
- b. Approximately \$10,000 per year CY 1972 and CY 1973 logistic support, office space, etc. for SJSUF contract team.
- c. Salary for trainees about \$29,000 while participating in their respective training programs.
- d. Maintenance of training centers (\$15,000).

2. AID

a. Technical Assistance.

- a.1. One direct hire Education Officer funded under Project LL-690-439.1, Human Resources Development (\$40,000 per year).

a.2. Contract Technical Assistance:

- a) One administration specialist
  - 12 m/m FY 1972 \$28,261
  - 12 m/m FY 1973 \$29,169

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- b) One planning specialist
    - 12 m/m FY 1972 \$24,310
    - 12 m/m FY 1973 \$27,720
  - c) One administration assistant
    - 12 m/m FY 1973 \$13,200
  - d) Short term consultants and backstopping
    - 30 m/m FY 1972 \$36,181
    - 40 m/m FY 1973 \$55,702
  - e) Commodity Support, equipment and supplies
    - FY 1972 \$3,100
    - FY 1973 \$2,200
  - f) Other Costs, overhead, travel, etc.
    - FY 1972 \$16,511
    - FY 1973 \$122,549
- b. Training
- b.1. Long term training
    - 48 m/m FY 1973 \$26,000; Four trainees
    - 60 m/m FY 1974 \$30,000; Five trainees
  - b.2. Short term training
    - within contract -
      - 12 m/m FY 1972 \$28,500; 12 trainees
      - 27 m/m FY 1973 \$45,340; 18 trainees
    - direct -
      - 22 m/m FY 1974 \$38,000; 11 trainees
  - b.3. Invitational travel
    - FY 1972 \$1,604; Minister to San Jose State
    - FY 1973 \$5,000; 3 persons, observation in U.S.
    - FY 1974 \$2,500; 2 persons, observation of administrative practice in U.S.
- c. Support for the Ministry of Education
- FY 1973 Contract Commodities \$ 7,100
  - FY 1973 Contract Other Costs Support \$21,300
  - FY 1974 Direct Commodities \$30,000 for administrative centers
  - FY 1974 Direct Other Costs Support \$20,000 administrative centers
- d. Direct Other Costs, RTAC books, English training, etc.
- FY 1973 \$10,000
  - FY 1974 \$ 7,500

Project No. 511-01-690-439.3	Submission (no.) <input type="checkbox"/> Original <input checked="" type="checkbox"/> Revision <u>2</u>	Date 1/3/73	Page 14 of 15 page
---------------------------------	---	----------------	--------------------

### 3. Others:

Although the OAS and UNDF/UNESCO are providing technical assistance and support for training to the Ministry of Education's Planning Division, their inputs are not directly related to the purpose of this project and are not being considered. The San Jose State assisted administrative reorganization will, however, have a bearing on the plans the OAS and UNDF/UNESCO help develop.

### C. Basic Assumptions

None.

### IV. RATIONALE

In the Past, crises and emergencies such as strikes and marches have demanded a lion's share of administrative attention, and prior to the August 1971 revolution, such political pressures usually established the priorities for expenditures. This chaotic condition in the education sector, together with the fragmented administrative structure, tended to neutralize education as a development factor in the Bolivian economy and contributed to the political instability that characterized Bolivian affairs.

Since more than 50% of all GOB employees are working in education, practically all Government policy, management and budgeting is affected to some extent by the desires and anxieties of Education employees. For this reason, it is imperative that a realistic plan be formulated to direct this potential toward desired development goals, and a reformed administrative apparatus has been chosen as the first step by the GOB.

Previously, fourteen different ministries, agencies and organizations shared the responsibility for Bolivian education, but this recent effort at reform has decreed the consolidation of most administrative responsibility under the Ministry of Education. This "centralization", to which USAID/B committed technical assistance, was long overdue but is now in progress.

Directed toward the improvement of the administrative structure this project represents the first phase of a proposed USAID strategy for the sector. Once this structural base has been established, the functional components will be developed over the succeeding three year period. This period of implementation, representing the second phase, will require capital assistance as indicated in the Mission's FY 1974 "Field Budget Submission". It is currently an intention that the implementation schedule established by the GOB would serve, in part, as performance targets under any future AID capital assistance and would be written into the loan agreement as a part of the GOB commitments. It is anticipated that an IRR for a loan will be submitted for AID/W review in August, 1973. This loan would be directed at quality improvement of existing facilities and programs rather than expansion of the quantitative base. The nature and scope of the loan requirement is still under discussion with the GOB, but several priority needs already have been identified and are being considered for inclusion in the loan request.

Doc. No. 11-690-439.3	Submission (no.) <input type="checkbox"/> Original <input checked="" type="checkbox"/> Revision <u>2</u>	Date 1/3/73	Page 15 of 15 Pages
--------------------------	---	----------------	---------------------

Additional grant assistance may be requested by the GOB to help implement portions of the national plan that is now being developed by the MINED Planning Division, but the magnitude of such requested assistance and the advisability of USAID participation cannot yet be determined.

For additional background see: EDUCATION IN BOLIVIA: A SECTOR ANALYSIS. This sector "assessment," developed by the Mission in calendar 1971, provides statistical data on some of the key areas of the sector.