

AIRGRAM

DEPARTMENT OF STATE

Proj. 5240023 (2)
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FROM - Managua

SUBJECT - NONCAPITAL PROJECT PAPER (PROP)

REFERENCE -

Country: NICARAGUA

Project No. 524-11-690-023

Submission Date: October 15, 1969 Original X Revision No. _____

Project Title: EDUCATION PLANNING AND DEVELOPMENT

U.S. Obligation Span: ~~FY-1970~~ through FY-1972

Physical Implementation Span: ~~FY-1970~~ through 1973

Gross life-of-project financial requirements:

U.S. Dollars \$ 3,689,000

Cooperating Country Contribution

Total

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PAGE	PAGES
1	OF 14

DRAFTED BY PKTobie	OFFICE HRES	PHONE NO.	DATE 9/13/69	APPROVED BY: OD:Rasmussen
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AID AND OTHER CLEARANCES

HRES:AJHerriott **UNCLASSIFIED** **OD:CBJohnson**
DEVPLN:AColdstein

A. SUMMARY DESCRIPTION

The Ministry of Education is in the process of carrying out basic reforms in the educational sector at the primary and secondary level. (For details see Section B). Among these reforms is the reorganization of the Ministry, improvement of its planning function, modernization of its personnel system and the elementary school curriculum. All of these actions are directed towards the revitalization of the educational system. The Mission is assisting part of this overall educational reform by providing the Ministry advisory services of the Southwest Alliance for Latin America (SALA) to assist in these, and other, technical areas in accordance with the priorities agreed to by the Ministry of Education and USAID/Nicaragua.

The USAID also is assisting in improving the quality and quantity of education by providing modern primary school textbooks and teachers guides, low cost textbooks to students at the National University, the Central American University and the Politechnical Institute, and by providing seed capital to the Nicaraguan Development Institute for a loan fund for promising but indigent students at the University level. In addition to this technical assistance, the Mission is providing loan capital for the construction of 684 urban primary classrooms.

The SALA and primary school textbook program is directed primarily towards the improvement of the quality of elementary school education, although SALA is also advising in other areas as stated above. The University Textbook Program (through ETAC) and the INDE program are intended to assist in a minimal way, but with a considerable multiplier effect, ¹⁹⁶⁷the quality and quantity of university education.

D. SETTING

Proposed Educational Reforms - 1967

The Government of Nicaragua that took office in May 1967 is seriously interested in carrying out basic educational reforms at the primary and secondary school levels. The Government placed particular emphasis on agricultural and functional education; and in improving both the quantity and quality of education (See Basic Statistics).

The Ministry of Education is giving high priority to education as a means of increasing national productivity while at the same time bettering the economic situation of individual citizens and families. The Ministry has under study proposals for a new basic law and a new program of studies which together will reshape not only the contents of the educational system at the primary and secondary levels but also the form of administering and implementing the system.

The two-pronged reform, in brief, calls for:

1. An education that, "is more practical, more appealing and more useful to the individual citizen and family"; and
2. A grass-roots approach for implementing the system which takes the "canton" (geographic subdivision for electoral purposes) rather than the municipality as the key administrative unit.

The structural reform being considered consists of restructuring primary and secondary education as follows: (see chart 1)

1. Canton Schools -- These schools will be located in each canton and will consist of the first four years of basic education, (four years in order to break the literacy barrier on the primary level)
2. District Schools -- These schools will be located in a district which will consist of ten or more cantons. Offered in these schools will be four years of education, beyond the basic level, on an intermediate level. These schools will replace the present 5 and 6 grades of the primary school and the 1st and 2nd years of the first cycle of the secondary school. The program during these four years will be oriented principally to a type of education designed to prepare the students for productive work in agriculture, crafts or manual arts in recognition of the fact that Nicaragua is essentially a rural, agricultural country.
3. Regional Schools -- These schools will be located in a region consisting of a number of districts. Offered in these schools will be three or four years of education beyond the primary and intermediate levels, on the secondary level. These schools will replace the present 3rd year of the basic cycle and the vocational or diversified cycle of the secondary school. The program during these three or four years will be designed to prepare the students for a vocation, (such as teaching, agronomy, secretarial, commercial, technical), or to prepare them for university studies.
4. Adult Education Centers -- These centers will offer extension or functional literacy courses for these adults who were unable to study in the aforementioned schools.

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CHART I

Proposed Restructuring of Nicaragua Education System, 1967
Primary and Secondary Levels

Regional
Schools

12	Secondary
11	Level
10	Grades
9	9-11 or 12

District
Schools

8	Intermediats
7	Level
6	Grades
5	5-8

Canton
Schools

4	Primary
3	Level
2	Grades
1	1-4

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The Ministry of Education believes that through this combination reform (revised study and grass-roots implementation) it will be able gradually to solve such serious problems as illiteracy, lack of basic educational opportunity, drop-out, over-emphasis on theoretical type education and lack of family and community interest in education. These reform ideas are still being thought out and as they are clarified and implemented, they will undoubtedly undergo some modification or adaptation.

Within this environment, the Mission's programs are dealing with only a portion of these needs. The GON is undertaking most of these reforms utilizing its own resources and personnel. The USAID is dealing in those areas in which we have the expertise, where we can contribute needed financial resources, and where the GON specifically has requested our assistance.

Progress Since 1967 (selected items relating to this PROP)

1. Budget -- The largest share of the GON budget for 1969 was allocated to Education. The budget for 1969 represents an increase of 9.15% over the budget for 1967.
2. Planning: Primary School Level -- At this level the first and second grade curriculum has been revised to include functional education with a special emphasis on the role of agriculture in education. The new curriculum for the first grade was implemented in 1968 and for the second grade in 1969. The curriculum for the third grade is currently being revised and is scheduled for implementation in 1970.
3. School Construction -- Continuing with the policy to provide classrooms to all Nicaraguan children, the Ministry is constructing classrooms in collaboration with the communities, throughout the country. International agencies are assisting through loans and grants in this activity as follows:

Rural Elementary Schools	AID (loan; completely disbursed)
Urban Primary Schools	AID (loan)
Rural Primary Schools	CARE and the National Alliance for Progress Commission
Secondary Schools	IERD (loan)

The following facilities have been constructed in the past two years:

Primary Schools:	Urban, 36 schools
	316 classrooms

Rural, 123 schools
290 classrooms

Secondary Schools:

Two Institutes with
7 classrooms and 7 other
rooms for library and
laboratories

The program of secondary school construction with the assistance of a loan from IBRD (\$4.2 million) is now being implemented. Construction is scheduled to start in the latter part of 1969.

4. Primary Education

- a. The primary school enrollment for the 1967 school year was 247,436, and in 1968 was 283,968, an increase of 31,532 (12%) students.
 - b. Canton districts have been defined and schools have been allocated and located according to Canton districts. In February 1969 the Canton school-districts plan was partially implemented.
5. Primary School Textbooks -- A total of 505,000 primary school textbooks have been provided to the Ministry of Education for use in primary schools, in the areas of reading, language, social studies, science and mathematics.
 6. Agriculture Education -- The Department of Agriculture Education was created in 1968 in the Ministry of Education. Three new Schools have been established, two agriculture liceos and one Escuela-Grania.
 7. Secondary Education -- The secondary school enrollment for 1967 was 34,185 and in 1969 is 44,128, an increase of slightly less than 10,000 students.
 8. Advisory Services - Ministry of Education -- Two educational advisors, one in the area of educational planning, and one in administration, have been providing advisory services to the Ministry of Education since September 1968. These advisors are professional educators contracted by the Southwest Alliance for Latin America (SALA) through a contract between the Ministry of Education and SALA, funded by USAID/M.

9. Higher Education Institutions -- The enrollment for the school years 1967-1968 in higher education institutions was 4,857 and in 1969 is 7,424, an increase of 2,567 students.
10. Higher Education Institutions Textbook Program -- At the Central American University, a bookstore has been opened as a result of the university textbook program. At the National Autonomous University of Nicaragua the stock of textbooks has been greatly increased through the University textbook program.
11. Nicaraguan Development Institute -- The Nicaraguan Development Institute student loan fund (EDUCREDITO) has made a total of 445 loans to 370 students to date.

C. STRATEGY

The Mission is assisting the Ministry of Education and other institutions and organizations in improving the quality and quantity of some components of the educational system. Technical assistance is being directed towards specific programs that represent only a segment of the overall educational program of the Government of Nicaragua. The Mission's assistance is directed towards the following areas:

1. Ministry of Education

Assistance is being provided in the reform of the primary and secondary curriculum, with particular emphasis on functional education and agricultural training. This assistance is being rendered by the Southwest Alliance for Latin America (SALA). The Ministry of Education will also be assisted in developing a personnel system to update the present system. This assistance has been specifically requested by the MOE.

As part of the overall effort to improve the quality and quantity of primary school education, the Mission is providing primary school textbooks through the OEECA/ROCAP Textbook Program in the areas of reading, languages, mathematics, social studies and sciences. Teachers' guides are also being provided to ensure effective utilization of these textbooks.

2. Higher Education Institutions

The Mission's program in higher education has been limited to direct assistance in providing textbooks to the National Autonomous University of Nicaragua, the Central American University and the Polytechnic Institute. In reviewing the textbook situation at the university

level, it was noted that bookstore facilities were limited and that there were few quality, low-cost, Spanish language textbooks available. In deciding to provide a limited quantity of textbooks to these institutions, the objective was two-fold: (1) establish a rental bookstore so that (a) students who are unable to purchase textbooks would be able to rent them (b) establish a revolving fund that could be used to purchase additional books; and (2) require that in support of this program, the Universities would contract and/or improve bookstore facilities. (This latter has in fact been accomplished).

A final component of this project is the educational loan fund (EDUCREDITO) which establishes, through the National Development Institute (INDE), a loan fund for promising and needy students. Matching contributions are being made by INDE, a private businessmen's organization, through donations made by the private sector. In this project, the Mission assists in opening up additional educational opportunities for capable students who otherwise would be unable to enter higher educational institutions. There is a possibility that in the near future, BID will be prepared to provide funds for this project.

At this time, a diligent effort reveals that no non-AID resources were or are available to finance these programs.

D. PLANNED TARGETS

1. In general the targets which this project and its activities are attempting to accomplish are the following:
 - a. To strengthen the organization structure and personnel system of the Ministry of Education so that it can better respond to the educational needs of the country;
 - b. To continue with the implementation of the Canton district school organization plan and expand into the District and Regional organization;
 - c. To improve the quality of education being offered through the revision of the curriculum, improvement of pre- and in-service training of teachers, and the use of the primary school textbooks, in an attempt to decrease the drop-out and illiteracy rate;
 - d. To increase the educational opportunity available to poor but promising students through the establishment of a student loan fund in cooperation with the private sector.

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- e. To improve the quality and quantity of textbooks being sold in the higher educational institutions.
 - f. To strengthen the private printing industry by using local commercial printing firms to print and reprint the primary school textbooks.
2. Specific targets are:

a. Ministry of Education

(1) Administration:

(a) Development of a plan for the reorganization of the Ministry of Education during CY 1969 for implementation in CY 1970; and 100

(b) Development of a personnel system for the Ministry of Education including qualifications, selection, salary scale, retirement and other items, during CY 1969-70, with implementation when the Ministry of Education is able to finance the system, possibly in CY 1971 or 1972. 100

(2) School Organization:

During CY 1970-72 continue with the implementation of the Canton school district organization, and plan and implement the district and regional phases of plan. 100

(3) Educational Planning, Curriculum Revision:

<u>Grade</u>	<u>Revision</u>	<u>Implementation</u>
Primary Level:		
Third	CY 1969	CY 1970 500
Fourth	CY 1970	CY 1971
Intermediate Level:		
Fifth	CY 1971	CY 1972
Sixth	CY 1972	CY 1973

(4) Pre-service and in-service teacher training:

Develop plans for in-service teacher training on the primary level with special emphasis on training of the empirical teachers; also pre-service and in-service training of teachers on the intermediate and secondary educational levels, during CY 70-72, with implementation in FY 1971.

50

(5) Primary School Textbooks:

To print the following textbooks for the Ministry of Education:

With FY 70 Funds

- Social Studies V
- Science V
- Mathematics V
- Language V

With FY 71 Funds

- Social Studies VI
- Science VI
- Mathematics VI
- Language VI

The printing of the above textbooks by local commercial printing firms will complete the commitment to print thirty-four titles for the six grades of primary school in the areas of reading, social studies, science, mathematics and language. Reprinting of these titles will be done by the Ministry of Education.

b. Higher Educational Institutions

- (1) To provide additional titles for the bookstores at the National Autonomous University of Nicaragua, the Central American University and the Politechnical Institute, during FY 70. The sales of these titles will contribute towards the establishment of a fund for the continued purchase of quality textbooks; and,
- (2) To create a permanent student scholarship loan fund (EDUCREDITO) by complementing Nicaraguan donations from the private sector with matching AID seed capital during FY 1970, 71 and 72.

E. COURSE OF ACTION

USAID inputs in this project will be in the form of direct-hire AID personnel of the Human Resources Division (HRD), contract personnel of SALA, provision of commodities, participant training, and the use of other cost funds for certain aspects of the project. Funding will be provided through FY 1972.

Contract personnel of SALA will be responsible for providing advisory services for the specific targets of the Ministry of Education in administration, school organization, education planning and curriculum revision and in pre-service and in-service teacher training. Two to four professional educators will be on board through FY 1972. The Ministry of Education will provide the personnel to do the studies, planning and implementation of the activities envisioned in this project. These Ministry of Education personnel will work with the SALA advisors who have their offices in the Ministry of Education. Salaries and other expenses for Ministry of Education personnel will be borne by the Ministry of Education. USAID/N will fund the costs of the SALA advisors.

The printing of the first edition of the primary school textbooks will be accomplished by contracts with local printing firms. The scheduling of printing of each of the textbooks will be governed by the production of manuscripts by the OEECA-ROCAP authorship teams located in San Salvador. Printing materials will be purchased in the United States. The Ministry of Education will schedule the reprinting of textbooks as required, using their own resources to finance the reprinting. Local printing firms will also be used to reprint the textbooks. In addition to reprinting of textbooks, the Ministry of Education will warehouse, distribute, and orient the teachers in the use of textbooks. These activities will be funded by the Ministry of Education from their own resources. USAID/N funding for this project is scheduled to terminate in FY 1971. Advisory services for this project will be provided by a member of the HRD staff.

Textbooks will be provided through the RTAC project through FY 70 to each of the Higher Educational Institutions, (National Autonomous University of Nicaragua, Central American University and the Politechnical Institute of Nicaragua). Advisory services for this project will be provided by a member of the HRD staff. The institution named will provide personnel to manage the program and space in their bookstores to shelve the textbooks until sold. The revenues generated will be used to purchase new textbooks.

Seed capital will be provided to the Nicaraguan Development Institute EDUCREDITO for the student loan fund through FY 72. The inputs into the fund will come from repayments of loans, and from contributions from the private sector through the efforts of the fund raising committee of the Institute. Efforts will be made to insure the continuation of this project through a form of a guarantee program sponsored by the private sector and/or through additional funds from USAID. Advisory services for this project will be provided by a member of the HRD staff.

Basic Statistical Data - Education

Total Population of Nicaragua:	1,875,190
Literacy rate age 15 years and older:	less than 50%
School age population:	631,000 (33% of the total population)
Primary Level:	431,000 (68%)
Secondary Level:	200,000 (32%)
Population attending school:	373,000 (57% of the school age population)
Primary Level:	329,000 (90%)
Secondary Level:	44,000 (10%)
Enrollments in Higher Educational Institutions	7,424
National Autonomous University of Nicaragua	4,363
Central American University	2,572
National School of Agriculture	130
Politechnical Technical Institute	359
Teachers in service:	10,312
Primary level:	8,225 (80% of all teachers)
Titled teachers:	5,510 (67%)
Non-titled teachers: (Empirical)	2,715 (33%)
Secondary Level:	2,087 (20% of all teachers)
Classroom teachers:	1,725 (82%)
Special teachers:	362 (18%)

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Classrooms:

7,987

Primary:

7,185 (90%)

Official:

7,185 (83%)

National:

(2,973) (50%)

Communities:

(265) (4%)

Rented:

(2,718) (48%)

Private:

(1,229) (17%)

Secondary:

802 (10%)

Total National Budget:

(Thousands of ₡) 659,033

Educational Budget:

(Thousands of ₡) 130,474

Percentage of National Budget for Education: 19.80%**Education Budget designated for:****Primary Level: 62.15%****Secondary Level: 17.95%****Other: 19.86%****BEST AVAILABLE COPY**

NONCAPITAL PROJECT FUNDING (OBLIGATIONS IN \$000)

Country: NICARAGUA

Project Title: EDUCATIONAL PLANNING AND DEVELOPMENT

PROP DATE Mo/Day/Yr
 Original X
 Rev. No. _____
 Proj. No. 524-11-690-
023

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TO: ID A-219

MANAGUA

Fiscal Years	AP	L/G	Total	Personnel Serv.			Participants		Commodities		Other Costs	
				AID	PASA	CONT	US Agencies	CONT	Dir US Ag	CONT	Dir & US Ag	
Prior through Act. FY-69			2,891	1,135	21	155	419	7	305	6	380	413
Oper. FY-70			276			75	26		21		40	114
Budg. FY-71			307			130	25		11		30	111
B + 1 FY-72			215			150	25		10		30	
B + 2 FY-73												
B + 3 FY-74												
All Subs.												
Total Life			3,639	1,135	21	510	495	7	347	6	480	638

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FROM - MANAGUA

SUBJECT - Education Planning and Development, PROP - Project No. 524-11-690-023

REFERENCE - AIDTO A-20

- Mission has reviewed the issues raised by AID/W and believes that there may have been some mis-reading of the objectives and intentions of this project. Although this Mission discussed the overall setting of the educational sector, the Mission does not intend this project to deal with development of the overall sector. As we attempted to express in the PROP (p. 7), "Technical Assistance is being directed toward specific programs that represent only a segment of the overall educational program of the Government of Nicaragua". The Mission's program of limited technical and financial assistance to the educational sector may at some point in time be extended to embrace an education loan. The Mission is planning to institute, as part of its TC program, assistance to the Ministry to help it determine project priorities and requirements that would be of utility in developing a future educational loan proposal. This will be discussed in a revised PROP that will be forward to AID/W in time to meet FY 1971 project approval deadlines as per AIDTO CIRC A 687.
- The Mission does not plan to have a formal joint evaluation of the project with Ministry of Education officials, although there are regular consultations on project issues and effectiveness between the USAID technicians and Ministry officials. We do plan to have a Woodrow Wilson school graduate here (see AIDTO A-28 dated March 27, 1970) during the summer months to undertake a full review of the program. We believe this procedure

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PAGE 1 OF 2

DRAFTED BY <i>A Goldstein/eb</i>	OFFICE DEVPLN	PHONE NO.	DATE 4-28-70	APPROVED BY <i>RL Ameson, Director</i>
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CB Johnson, Asst. Dir. *CMJ*

should be satisfactory to all parties concerned.

3. The Mission believes that implicit in every project is the fact that it has been jointly planned with the Ministry through daily contracts with Ministry officials and technicians. The signing of a Project Agreement by the Minister of Education, is another indication of this.
4. Table (A.2) is not required, as this project utilizes no local currency, has no food component, or voluntary agency support.

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FROM - AID/W

SUBJECT - Education Planning and Development PROP (524-11-690-023)

REFERENCE

The AID/W Evaluation Panel has reviewed the PROP and has approved it for the life of the project with the following observations and conditions:

1. The PROP states that it is designed to help the Ministry of Education in the area of education reform in order that the Ministry can approach the basic problems of illiteracy, drop-out, etc. The PROP also outlines the purpose of USAID's textbook programs and the educational loan fund. However, the principal problem AID/W has with the PROP, as drafted, is that it does not define the problems of education and their significance to Nicaragua.
2. The PROP lists two general areas curriculum reform and higher education institutions--to be confronted by the USAID's technical assistance program for education. The panel observed that these two areas consist of subprojects that are not related but collected on a target of opportunity ~~XXXX~~ basis. The planning function within the Ministry of Education is weak and this has prevented the formulation of a coordinated technical assistance strategy in Nicaragua.
3. The PROP states that the textbook program is scheduled to end in FY 1971 and that the termination date for the project as a whole is FY 1972. Although the Panel approves the project, it will not extend it beyond the timetable indicated in the PROP.

SAMUHS

PAGE	PAGES
1	OF 1

DRAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY:
Richard L. Camar:ys	LA/CLW	23079	8/14/70	LA/IR: Glenn O. Patterson

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 LA/DP: CJohnson
 LA/DR: GCoobs

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