

PD-AAB-276-A1

S250177-③
File

OPG/E175

DRAFT COPY

For internal review.
Not for general
distribution.

IA LF - Panama
96p

PLAN GUAYMI:
A NONFORMAL EDUCATION PROGRAM IN PANAMA

First Annual Report

Submitted by the
Inter-American Literacy Foundation
to the
Agency for International Development

Inter-American Literacy Foundation
11 DuPont Circle, Suite 803
Washington, D.C. 20036

October, 1976

INTER-AMERICAN LITERACY FOUNDATION PROJECT PERSONNEL

Ms. Marina Fanning:	Project Coordinator
Dr. Philip Young:	Project Director
Mr. Omar Serritella:	Audiovisual Expert
Dr. Henry Ingle:	Evaluation Consultant
Mr. Basilio Ottey:	Guaymi Technical Adviser
Ms. Martha Echevarria:	Project Administrative Officer

INTER-AMERICAN LITERACY FOUNDATION BOARD OF DIRECTORS

Mr. Jack Hood Vaughn, Chairman

Mr. Basilio Liacuris

Mr. Hernan J. de Santa-Coloma

Mr. L. Ronald Scheman

Mr. Archibald MacKinnon

Mr. Thomas Keehn

Mr. Arthur A. Singer

Ms. Beatriz Kopp de Gomez

Mr. Harold Crow

TABLE OF CONTENTS

Inter-American Literacy Foundation Project Personnel....	i
Inter-American Literacy Foundation Board of Directors....	ii
I. BACKGROUND.....	1
Introduction.....	1
Initial Establishment of Relationship with GOP.....	3
II. EVOLUTION OF PLAN GUAYMI.....	5
Changes in Relationship with GOP.....	5
Changes in Basic Assumptions, Goals and Procedures.....	7
Time Schedule Changes and Reasons for.....	8
III. PROBLEMS ENCOUNTERED AND ACTIONS TAKEN.....	9
Relationship among IALF, MOE and AID.....	9
Comprehension of Nonformal Education Techniques....	9
Lack of Technical Competence in Anthropology, Linguistics and Sociology on the Part of MOE Staff.....	10
Baseline Survey.....	11
Political Climate.....	12
Curriculum Planning and Development.....	12
Training Seminar for Materials Development Team....	13
Development of Instructional Materials.....	14
IALF Staff Problems.....	14

Nationalism, Ethnic Prejudice and Cultural Relativism.....	15
Problems with Local Latino Population.....	17
Guaymi Internal Political Factionalism.....	18
Training Seminar, Selection of Participants and Guaymi Expectations.....	18
Training Seminar for the Instructional Staff of the Guaymi Center.....	20
GOP Financial Resources.....	20
Integrated Socio-Economic Development Plan for Tole.....	21
IV. ACCOMPLISHMENTS.....	22
Positive Changes in MOE Attitudes toward IALF.....	22
Positive Changes in MOE Attitudes toward the Guaymi.....	23
"Technical Notes" Series.....	24
Establishment of a Guaymi Training Center.....	24
Training of Guaymi Voluntary Teachers.....	26
Development of a Baseline Survey.....	27
Evaluation Effort.....	30
V. PLANS FOR THE SECOND YEAR.....	32
VI. SUMMARY.....	33
ATTACHMENTS.....	35
1. "Kissinger and the Guaymi".....	35
2. Accord between the MOE and IALF.....	37
3. Plan of Action.....	40

4.	Current time schedule for implementation of Plan Guaymi.....	41
5.	Curriculum outline for materials development training seminar.....	46
6.	The traditional Guaymi decision-making process.....	66
7.	Technical note: "Historia de los Maestros Voluntarios.".....	70
8.	Cover sheet and table of contents on technical position paper--Plan Guaymi: What to Evaluate and How to Proceed.....	77

PLAN GUAYMI:
A NONFORMAL EDUCATION PROGRAM IN PANAMA
First Annual Report

I. BACKGROUND

Introduction

Plan Guaymi is a project designed to motivate the largely non-literate Guaymi Indian population to participate in a "grass roots" community development process which will impart practical skills training through nonformal education techniques. Though originally intended to serve only the Guaymi population in the District of Tolé, at the request of the Guaymi and the Government of Panama (GOP), the project has since been expanded to include the entire Guaymi population living in the three western provinces of Panama: Chiriqui, Bocas del Toro and Veraguas. The general intent of the project is to help improve various aspects of Guaymi life, for example, agricultural practices and food production, sanitary practices, health and nutrition. This effort basically involves a transfer of new services and new technology, and their effective use, to an isolated and largely illiterate population. The program emphasizes a multi-media approach that involves the use of audio cassettes, low cost graphic and visual materials and the training of extension or change agents selected from the Guaymi community. This is an attempt to apply to an Indian population the Inter-American Literacy Foundation (IALF) approach to rural education, an approach which has been used successfully with campesino populations. A part of the original plan, since realized, was to establish a training center in order to instruct selected Guaymi in the dynamics of social change and development. These trained Guaymi in turn will work with other members of their respective communities to develop a capacity among the Guaymi themselves to initiate programs of socio-cultural change responsive to their own needs.

The impending development of a large open-pit copper mine in the Province of Chiriqui provided the original impetus for the development of this project. The area surrounding the mine is inhabited by Guaymi and the mine is expected to provide employment opportunities in the region. However, it is anticipated that this development will also have a disruptive effect on the socio-cultural fabric of the Guaymi Indians. On this premise, the GOP was (and is) anxious to ensure that alternative economic opportunities be provided for the Guaymi in the area in order to avoid their complete dependence on the copper mine, and at the same time, to prepare them for the impact on their society of a sudden upsurge of major outside economic activity.

As part of an integrated socio-economic development plan for the area, the GOP requested IALF, with the assistance of USAID/Panama, to coordinate the development a major non-formal educational program to respond to the specific needs of the Guaymi population.

Background research by the IALF staff indicated that any effort to provide help that would involve a transfer of new services and new technology would not be effective unless accompanied by programs designed to motivate the Guaymi population to expand their practical skills and increase their awareness of the various rural development services that will be made available to them. After careful analysis of the situation, IALF responded with a project design that emphasized a multi-media approach and interpersonal communication via trained change agents selected from the Guaymi community. (This approach is spelled out in detail in the project proposal.) The effort to provide help for the Guaymi in this manner is designed to accomplish the following:

- (1) Motivate the Guaymi to take an active role in their own development;
- (2) Educate them to understand, appreciate and utilize more effective technological practices;
- (3) Train them in basic practical skills relevant to their personal and community needs;
- (4) Inform them of regional development programs and of what individual and community actions are required to participate effectively in these efforts; and
- (5) Help the Guaymi improve the quality of their life in the face of the potentially disruptive effects of rapid and greatly increased involvement in the market economy that will inevitably come with the opening of the copper mine.

The IALF approach to the accomplishment of these goals is based upon techniques of nonformal education and a philosophy of self-development.

Nonformal Education. Nonformal education is any activity organized outside of the established framework of the formal

school, which focuses on communicating ideas, knowledge, skills, attitudes and practices in response to known needs. Within the context of Plan Guaymi, nonformal education must encompass a great variety of learning needs: for example, the improvement of agricultural practices; the development of cottage industries that will enable the Guaymi to participate more effectively in the economy of Panama; the establishment of programs relating to health, sanitation, nutrition, maternal and child care; and in general the creation of a level of awareness that will enable the Guaymi to effectively cope with the myriad problems that are confronting and will in the future confront them in their social, economic, political, and general cultural relationships with the outside world.

Self-Development. The basic assumption of the self-development approach is that the population to be provided with technical assistance in whatever form will provide the initial input regarding specific projects which represent a consensus of community desires. Technical assistance will then be provided in order to develop and facilitate the accomplishment of community goals. In the event that a community, such as that of the Guaymi, is unable to come to grips with the formulation of any specific plan of action, the change agent through the intermediation of indigenous leaders will then provide a set of alternatives based on background research as examples of some of the possible choices available to the community. However, the main purpose of a list of alternatives is to stimulate development of creative ideas for plans of action among community members, not to limit choices to listed alternatives.

In order to be most effective, Plan Guaymi must be able to cut across traditional cultural divisions of age, sex, division of labor, and traditional divisions within the acephalous power structure that has for a long time characterized Guaymi political organization. The extent to which IALF has been able to proceed in the accomplishment of these goals and the extent to which changes in basic assumptions, goals and procedures became necessary during the first year of the project is set forth in following sections of this report.

Initial Establishment of Relationship with GOP

The initial relationship with the GOP was through the Provincial Council of Chiriqui. The intent was that the Technical Committee of the Provincial Council would serve as a

board of directors to facilitate implementation of a program of technical assistance through nonformal educational techniques. This program was to complement an integrated socio-economic development plan for the District of Tole developed by the Provincial Council with the technical assistance of the Ministry of Planning. As a first step in this strategy, a contract was signed with the University of Panama to design and carry out a baseline survey to serve as a basis for development of program content for Plan Guaymi. Preliminary research and field testing was done by the IALF staff together with the University of Panama and a baseline questionnaire was developed. However, difficulties were encountered as a result of the circulation (fortunately, very limited) of a document entitled "Kissinger and the Guaymi" (see attachment 1). The University of Panama was at this point, for political reasons--fearing attacks from the left--leary of proceeding with the application of the baseline survey questionnaire. This matter was brought to the attention of the Board of Regents of the National University whose president is the Minister of Education, Dr. Aristides Royo. At this point, Dr. Royo made the decision to place the project under the aegis of the Ministry of Education (MOE) itself.

During the period of research prior to the implementation of the project, IALF staff received the close cooperation of the Corporación Fronteriza de Desarrollo of Chiriqui whose general director was a member of the Technical Committee of the Provincial Council. As the project was initially viewed by IALF, the best possible institution within which to develop Plan Guaymi was the Corporación, for the following reasons:

- (1) They had never attempted an educational project; therefore, the problem did not exist of dealing with preconceived notions regarding the value of formal versus nonformal education;
- (2) The extent to which the process of nonformal education achieves success in an area is dependent upon specific development projects taking place to improve the conditions under which the area's residents live and it is the Corporación Fronteriza de Desarrollo that is charged with these activities in Chiriqui;

- (3) To the best of our knowledge, there exists no antagonism on the part of the Guaymi population toward the Corporación. (Such antagonism does exist toward the GOP because the Guaymi feel that on numerous past occasions the GOP has disappointed them.)
- (4) To a large extent, the Corporación already had within its ranks considerable development expertise.

IALF reviewed development projects that the Corporación had undertaken in other (campesino) areas and concluded that establishment of a close working relationship with the Corporación Fronteriza de Desarrollo would be the most successful of the alternatives available. The development philosophy under which the Corporación operates had the best chance for success in the Indian area.

When we were overtaken by events and the project was placed under the aegis of the MOE, first by the MOE taking over the completion of the baseline survey, and later by the Project Agreement signed between USAID/Panama and the MOE, IALF was unable to continue in a program of direct cooperation with the Corporación with specific regard to Plan Guaymi. Relations between IALF and the Corporación nonetheless remain amicable and IALF aspires to cooperate with the Corporación in the future as Plan Guaymi trained change agents begin to take an active role in planning and implementing specific community development projects.

II. EVOLUTION OF PLAN GUAYMI

Changes in Relationship with GOP

Initially the top echelon of the MOE viewed IALF with a great deal of suspicion, though there was acceptance at the highest level by the Minister himself. Specifically, the educational reform group within the MOE, who espouse as a part of their political philosophy the development of Panama for Panama by Panamanians, did not feel comfortable with the cooperative arrangement. The reform group does not believe that experiences in other places have any validity or bearing on the Panamanian scene. More will be said later about this brand of xenophobia. Another point of difficulty involved the knowledge on the part of the reform group that IALF does

enlist the support of private business in generating funds for its endeavors. There is a general sentiment in the GOP against the involvement of private interests in Panamanian development programs.

For all of these reasons, when the project became operational on July 1, 1975, the MOE, and specifically the reform group within the MOE, was reluctant to deal directly with IALF and suggested instead that they deal directly with AID, with AID in turn dealing with IALF.

Because of its desire to find viable alternatives to development in LDC's, the U. S. Congress approved funds in the amount of eleven million dollars to be granted to private voluntary organizations (PVO) for the purpose of facilitating development programs that would be carried out outside of AID channels. The grant awarded to IALF for Plan Guaymi was presented and approved by AID as being within the framework of this alternative established by the Congress, and therefore IALF attempted to establish a relationship with the GOP that would not involve the intervention, intermediation or negotiation of AID with the GOP. Because of a lack of experience in handling this new type of PVO activity, USAID/Panama signed with the MOE a bilateral project agreement which reinforced the belief within the MOE that they were really dealing with IALF as an instrument of AID. This led them to jump to the conclusion that given the past favorable relationship with AID, it would be easier to deal with AID and have AID deal with IALF. This led to a communications breakdown as the MOE kept trying to develop the project with AID instead of with IALF. Since IALF was not a signatory to the accord, it was powerless to negotiate directly with the MOE in the establishment of procedures for development and implementation of specific aspects of Plan Guaymi. Because of the newness of the congressional program for AID to work with private voluntary organizations, procedures had not been established for project approval mechanisms. In this context, USAID/Panama was unaware that an accord between MOE and AID was, in effect, unnecessary. The problems this caused for IALF have been resolved at least in part, as will be noted in later sections of this report. It is worthy of note here that the signing of a bilateral general accord between IALF and MOE (see attachment 2) on July 9, 1976, which specified the nature of the cooperative relationship between IALF and the MOE and the responsibilities of each, resulted in a vastly improved working relationship between MOE and IALF.

Changes in Basic Assumptions, Goals, and Procedures

Changes in basic assumptions, goals, and procedures upon which Plan Guaymi operates have not been found necessary. These remain as stated in the project proposal, with one exception: a change in the use of communication media. Initially, IALF intended to make use of radio programming as a means of reaching a wide audience within the Guaymi community. However, a number of factors have made this means of communication appear increasingly unfeasible, namely:

- (1) Cost. IALF is not in a position at this time to absorb the costs of radio programming;
- (2) Language. Programming of educational messages would have to be in the Guaymi language in order to achieve maximum effectiveness. This alone would not constitute an insurmountable difficulty, but the reluctance of the GOP to permit dissemination of educational messages whose content it cannot directly monitor makes such programming difficult to incorporate within the present political climate of Panama;
- (3) Attributes of the radio medium versus audio cassettes. Radio has been cited as one of the most inexpensive and localized media for rural development work. However, evidence is accumulating from other projects making use of both radio and cassette tapes which indicates that the taped message not only gives the user greater flexibility with respect to the immediate repetition of content, but also puts the actual operation and control of the medium in the hands of the intended audience. Battery-operated tape recorders permit the audience to initiate exposure to the message content within the limitations of their own schedule of activities, and at the same time, allows the content developers a greater degree of content diversification via individualized instructional approaches incorporated into different tape recordings. For these reasons, the audio cassette medium appears to be more appropriate to the Plan Guaymi development thrust and environmental setting, which is

heavily oriented toward content retention and individualized self-pacing techniques for greater learning effectiveness. In addition, the project staff is exploring the added dimension of linking graphic and pictorial material to the audio recording. Jointly the materials will form a comprehensive learning package which is inexpensive to produce and easy to use in a multitude of field settings; and

- (4) Existing programs. The Cerro Colorado Mining Corporation is already engaged in the dissemination of some informational materials to the Guaymi via radio and IALF believes that its limited funds should not be expended in what would amount to at least a partial duplication of effort.

Time Schedule Changes and Reasons for

Initially the implementation plan for Plan Guaymi was developed by IALF in conjunction with the Technical Committee of the Provincial Council of Chiriqui. After the signing of the Project Agreement between the MOE and USAID/Panama, IALF had very little control or even input over the course of events and was unable to adhere to this time schedule. However, when the general agreement between IALF and the MOE was signed on July 9, 1976, IALF and the MOE agreed to a plan of action (see attachment 3) that outlined the major tasks that had to be accomplished in order to insure the success of Plan Guaymi. The MOE imposed upon this list of tasks a relatively rigid time schedule with specific completion dates for the various tasks, based on their beliefs regarding what could be accomplished and in what amount of time, taking into consideration their own assessment of their capabilities. IALF felt and still believes that the completion schedule established by the MOE was and is unrealistic.

A realistic time framework within which to accomplish the various tasks is difficult to arrive at due to the multitude of political, social and technical factors that must be taken into account. A more realistic time schedule has been negotiated with the MOE (see attachment 4), which should be considered an approximation that takes into consideration past difficulties, the current state of the project and the current state of IALF's relationship with the MOE. What is extremely difficult to assess is the MOE's capability to meet self-

imposed deadlines and its level of commitment to the project. It is the opinion of the IALF project staff that the MOE is heavily over-committed and that while there is a good deal of enthusiasm and interest in the project, it is relatively easy to be preempted by over-riding technical and political problems which the MOE faces each day. In light of these considerations, revisions of completion dates are likely to become necessary during the coming year, but this should not be taken to mean that revisions will take the form of delays only. Advances are also possible due to almost daily increases in the cooperation IALF is receiving from the MOE.

III. PROBLEMS ENCOUNTERED AND ACTIONS TAKEN

This section of the report discusses the problems encountered during the first year of the project and the actions taken to resolve them.

Relationship among IALF, MOE and AID

During most of the first year of the project, lines of communication, control and responsibility among IALF, MOE, USAID/Panama and AID/Washington remained unclear due to factors previously discussed at length in this report. Some of the more salient factors were the MOE's unwillingness to deal with a private foreign agency; USAID/Panama's acceptance before the MOE of controlling responsibility for the project; a lack of clear understanding of PVO policies and procedures, and a changeover in personnel at USAID/Panama. These factors clearly hampered the initial progress of the project, but since then, the relationship between IALF and the MOE has been clarified and appropriate working guidelines established by the signing of the agreement appended as attachment 2.

The nature of the relationship between IALF, USAID/Panama and AID/Washington is still not totally clear, but matters are being worked out in detail at project conferences in Panama and in Washington, D. C.

Comprehension of Nonformal Educational Techniques

The MOE's limited experience with nonformal education techniques has been overshadowed by their long-standing commitment to formal education programs. MOE personnel largely have devoted their efforts to the design and implementation of programs to

teach in a formal educational setting what they think people should learn, not to teach people in a nonformal educational setting what the people themselves wish to learn. Inability of the MOE to design an adequate and appropriate baseline survey instrument and to engage in effective curriculum planning can be viewed as among the consequences of this problem.

The resolution of this problem depends upon the ability of IALF staff to educate MOE staff in the techniques and importance of nonformal education, to reduce MOE resistance to technical assistance in this area, and to achieve an overall better working relationship between their staff and IALF's. Some success has been achieved along these lines and present indications are that the situation will continue to improve. With encouragement from IALF, MOE placed the direct working relationship with IALF staff in the hands of its Division of Adult Education (DAE). DAE is the most appropriate division for the utilization of nonformal educational techniques; its personnel are receptive to learning, perfecting and applying NFE techniques. IALF influence on the MOE Division of Adult Education staff and the information IALF has disseminated throughout the other departments of the MOE has led to greater comprehension by all high-level MOE staff of the importance of the nonformal educational approach in directing the processes of development and change among largely illiterate populations such as the Guaymi. However, there are still substantial gaps in MOE specific knowledge of nonformal educational techniques, gaps which must be bridged by IALF slowly but persistently during the life of the project.

Lack of Technical Competence in Anthropology, Linguistics and Sociology on the Part of MOE Staff

The training of most MOE staff members has been in education and administration, rather than in the social science disciplines. In addition, some appointments in the MOE have been politically motivated rather than based on technical competence. The MOE, by its very nature, follows a policy of designing educational programs without regard to fitting program content to the cultural value systems and needs of intended audiences. In the case of Plan Guaymi, this has resulted in the elaboration of program content which has not incorporated Guaymi beliefs and attitudes, as well as some stifling of the development of nonformal education techniques in general. IALF, in numerous conferences with MOE staff,

has convinced them of the importance of a better understanding of Guaymi culture in order to promote the project's intended goals; for this purpose, IALF has agreed to work in the compilation of a list of existing background source materials that will assist MOE staff in improving their knowledge of the Guaymi cultural framework and of nonformal education, its value, techniques and applications.

Baseline Survey

The idea behind any baseline survey is to provide a solid body of specific data which can be analysed and interpreted in order to formulate plans that will lead to the accomplishment of specified goals. Once the MOE took over responsibility from the University of Panama for carrying out the baseline survey, problems arose in the formulation and administration of a baseline survey questionnaire that would adequately and efficiently serve the needs of the project. The causes of this are multiple and complicated, but appear to stem basically from the fact that MOE and IALF staff do not see eye to eye on what is necessary and/or appropriate.

IALF had a consultant available in Panama to the MOE for two and one-half months to provide technical assistance in the design of a baseline survey but the MOE was extremely reluctant to accept her help. The result has been that while a questionnaire was developed by the MOE, it can only be described as a poorly designed "shotgun" approach to baseline data collection efforts. While some data useful to the project will undoubtedly come out of the application and analysis of this instrument, it will not yield information vital to the accomplishment of project goals: for example, information on Guaymi attitudes and opinions toward change and their desires and priorities relevant to improving their everyday conditions of life.

In an effort to overcome the lack of adequate baseline survey data and in the process address itself to the more general problem of MOE resistance to outside technical assistance, IALF held numerous conferences with high-level MOE personnel. This procedure eventually led, in July, 1976, to the signing of the accord between MOE and IALF which accepts the technical assistance role of IALF in the project. Frequent conferences with MOE staff are continuing and IALF views as a major responsibility the task of capitalizing on the now reduced resistance to outside technical advice in order to operationalize a sound technical assistance program for the

project. While documents were prepared by the University of Panama and the MOE that contribute significantly towards the compilation of baseline data, there still is no baseline survey that adequately meets the needs of the project. However, IALF has succeeded in persuading the MOE of the need for additional baseline data and IALF is prepared to provide input in the form of the necessary technical expertise to aid the MOE in the development of a useable set of measurement instruments for the compilation of baseline data that can round out and complement previous and current baseline survey efforts. Thus, while IALF believes that progress has been and will continue to be made in this regard, it does not wish to create the impression that problems of this nature have been entirely resolved; there still is much need to lessen the pervasive xenophobia in the MOE and the GOP in general regarding research, investigation and evaluation efforts.

Political Climate

The nature of Panamanian nationalism as it continues to be developed by Panama's revolutionary government is, in essence, xenophobic. The educational reform movement is only an extension of this. Thus, while this xenophobia has been sublimated through IALF efforts in the case of some high-level MOE staff members, it has not disappeared and will continue to be a problem, in greater or lesser degree, with which IALF will have to contend throughout the life of the project. The magnitude of the influence that this will have on the achievement of project goals will depend on political circumstances which are obviously beyond the control of IALF. It will also depend to some extent on the personal relationships that the IALF staff is capable of establishing and maintaining with MOE staff. At present, these interpersonal relationships are good to excellent, and one, therefore, can express optimism in this regard.

Curriculum Planning and Development

As has been discussed before, because of a lack of understanding on the part of the MOE that nonformal education must be based on real and felt needs of community members as opposed to the imposition of programs totally designed from the outside, the development of a well-planned curriculum specifically suited to the goals of the project has been a problem. A lack of sufficient personnel in the MOE with the technical capabilities to develop a desirable curriculum coupled with a certain amount of inertia on their

part have also contributed to this problem. As a consequence, a well-planned curriculum still remains to be developed. At this point, IALF has succeeded in convincing the MOE of the need for specialized curriculum development, and this has been incorporated in the signed agreement between the MOE and IALF. It is expected that considerable and rapid progress will be made in the coming months in curriculum development because of the increased cooperation currently being received from the MOE, their acceptance of the need to develop a relevant curriculum, and their new willingness to accept IALF input on the matter.

Training Seminar for Materials Development Team

A training seminar in graphic arts and audiovisual media has been planned and shortly is scheduled to become operational. Its objective is to provide expert training to MOE personnel who will assume principal responsibilities in the development of instructional materials for the project. The training seminar had been scheduled to take place in New York. The effort was cancelled because of a lack of understanding on the part of the MOE of what it takes to produce technically skilled graphic artists, writers and audiovisual media experts who are capable of producing materials relevant to curricula specifically designed for illiterate populations, and also because of the previously mentioned xenophobic attitudes which in this instance were manifested in an unwillingness to accept training outside the country. Since IALF was aware of this fact, we proposed to change the site of the training seminar from New York to Panama, even though this would involve technical and staffing problems. However, for reasons which remain unclear, the MOE stated that they would prefer that people from other Latin American countries not be included in their training seminar.

In spite of the fact that governments of other Latin American republics agreed to send a total of eight participants to this seminar at the expense of participating countries, IALF was unable to get the MOE to assign four artists and writers to the project who would attend the seminar. This problem turned out to be impossible to resolve. The break-even point of twelve participants could not be reached without the participation of the Panamanians and the original training seminar in New York, therefore, had to be cancelled. (See attachment 5 for a detailed outline of the content of the proposed training seminar.) However, the materials developed for use in

the cancelled New York seminar will be used within Panama in a less ambitious training program to be coordinated by IALF's audiovisual technical expert once the MOE appoints the personnel to be trained. Top priority must be placed by IALF on getting the MOE to name and assign the materials development team; the members of this team must receive training before the development of instructional materials for the project can begin in earnest.

Development of Instructional Materials

While numerous booklets and presentations have been planned and designed by the IALF staff, final production must await the assigning and training of the MOE materials development team. The lack of a defined, structured curriculum also makes the development of any instructional material difficult to plan, since it is conceivable that some of the ideas which the IALF staff is considering would not be amenable to incorporation in the approved MOE curriculum.

IALF Staff Problems

Difficulties with the project's progress also have arisen with respect to IALF project personnel. The former IALF project director in Panama found it difficult to establish effective rapport with the MOE and the Guaymi population. His resignation mid-way through his first year largely was predicated on these circumstances, and on alleged errors in professional judgment with respect to planning and implementation of project programs. In the interim, the second top professional on the IALF staff in Panama assumed the role of acting project director. Notwithstanding the fact that his areas of professional training and experience do not include project administration nor advanced social science training, he has performed admirably in this capacity. While this has left him with little time to proceed with the development of audiovisual materials and the training of personnel to assist him in this task, this has not greatly held up the project's momentum because, as noted elsewhere, the MOE has yet to assign the materials development team.

IALF has addressed itself to the problem of finding a permanent project director.*

* Since the writing of this report, a qualified anthropologist with extensive research experience among the Guaymi in particular and in Latin America in general has been hired to assume the duties of project director, effective September 27, 1976.

IALF also has encountered some difficulties in its relationship with the MOE due to the fact that several MOE staff members erroneously, to a certain extent, have focused on one IALF Guaymi staff member as the source of MOE political and implementation problems with the project within the Guaymi community. IALF has addressed itself to this problem of the relationship between its Guaymi Indian employee and the MOE, but a workable solution has not yet been found. IALF is aware that among the ultimate alternatives is the possibility of severing its official relationship with this particular Guaymi, though it is unlikely that this action would contribute to solving the problem. IALF would like to emphasize that it believes much of the success of the project depends on IALF's continuing efforts to work closely with members of the Guaymi community in order to accomplish the goal of involving the Guaymi in planning for their own development; and it is precisely for this reason that IALF placed a Guaymi on its staff. Thus, the current problem between the MOE and IALF's Guaymi staff member can be interpreted as simply a manifestation of MOE's seeming reluctance to accept the idea of Guaymi participation in their own development on an equal footing with the MOE and IALF. IALF has set up a continuing dialogue with key MOE officials and it is hoped they will reanalyse their position on this matter.

Nationalism, Ethnic Prejudice and Cultural Relativism

Two historical trends and their accompanying philosophies have combined to create a double-bind situation with respect to existing attitudes toward the Guaymi (as well as toward other Indian and ethnic minority groups) that hamper community development efforts. These trends are on the one hand a strong sense of nationalism which tends to foster behaviors which at best can be described as "benign neglect" and at worst, as indifference toward multi-culturalism; and on the other hand, the historic problem of ethnic prejudice. Indian and minority groups the world over have suffered from this stigma and are viewed by some as being at the bottom of the social status hierarchy, as lazy, unclean, unwilling to help themselves, and thus, somewhat unworthy of development efforts on their behalf. The latter attitude tends to lead to a disparagement of programs uniquely designed to deal with the needs of cultural or ethnic minorities, or at least to an assignment of low priority to such programs. It appears that development efforts in the Guaymi community have encountered similar difficulties, which stem from both a strong sense of Panamanian nationalism and a subtle ethnic prejudice and paternalism toward the Indian population.

The GOP nationalism, as espoused by the MOE educational reform group, has led to an egalitarian philosophy of "we are all Panamanians." In an effort to root out discrimination against minority groups, and particularly, privileged treatment to influential sectors, the MOE has attempted to equalize programs, materials and methodologies throughout Panama. This approach is a source of both positive and negative effects since this position leaves little room for the specialized treatment that the Guaymi, a separate and distinct culture, require at this time. Furthermore, it brands any outside innovations that possibly could benefit the Guaymi as irrelevant strictly because they are not Panamanian in origin. Curiously enough, the MOE seems to believe that the problems of Panama itself are unique and that development programs that have been implemented in other countries cannot be appropriately applied in Panama. This has led to a development stance which is not designed to minister to the specific needs of the Guaymi.

While there is some awareness on the part of the MOE staff members of the kind of specialized bilingual programs required by the Guaymi, the MOE does not currently have the necessary human and financial resources at its disposal that a genuine effort in this regard would necessitate. This lack of resources to implement major efforts for the Guaymi translates itself into what may appear to the outsider as a policy of "benign neglect" or even indifference.

There is a continuing need to overcome prejudices at both the local and national level, regarding the possible benefits accruing to the GCP as a result of the socio-economic development of the Guaymi. In IALF's view, Plan Guaymi has been instrumental in ameliorating prejudicial attitudes among MOE staff members toward the Guaymi. Experience sometimes really is the best teacher. As a result of their own involvement in the project, IALF has witnessed a growing awareness on the part of the MOE of the need to design programs specifically tailored to meet the needs of the Guaymi community. Intensive conferences with MOE high-level staff members in recent weeks have materially contributed to this growing understanding and awareness. While the impact of IALF is evident, the problem of getting the MOE to espouse and translate the philosophy of cultural relativism* into Guaymi programs cannot be totally resolved in a short

* Cultural relativism in its extreme form is a point of view that condones any and all human behavior in any given culture as long as the behavior in question is condoned by the members of the culture. In its milder form, cultural relativism is a viewpoint that espouses tolerance of the attitudes, beliefs and practices of other cultures without prejudging the rightness or wrongness of these from the point of view of one's own value system. It is the milder form of cultural relativism that is being referred to here.

period of time. The problem of ethnic prejudice in the general Panamanian population is far beyond the capacity of any one development program to resolve.

In the opinion of IALF, the nationalistic thrust of MOE programs, as well as the veneer of ethnic prejudice which accrues to the Guaymi as part of a poor minority, and more importantly, the lack of GOP resources to allocate for programs on their behalf, has produced a continuing low priority for Plan Guaymi.

On the positive side, as previously noted, the continuing presence and commitment of IALF to the project over the first year has sparked interest and even enthusiasm toward the Guaymi within the MOE, thereby helping to counteract the position of "benign neglect." One result that may increase the level of cultural relativism within MOE programs is a promise from the MOE to set up a Guaymi council that would have a voice and vote in the policies and procedures to be followed in the project. The MOE has also become convinced of the need to involve other departments of the GOP in the development of the Guaymi area and this, it is hoped, will further contribute to the amelioration of the apparent GOP indifference toward the Guaymi as their involvement in the project becomes more substantial. This in turn will contribute towards strengthening the proposed integrated development thrust of this nonformal education effort.

Problems with Local Latino Population

During the first year of the project we have also encountered some resistance to and lack of understanding of the project on the part of the local latino (non-Indian) population, specifically the residents of Tole, where the Guaymi training center is located. This problem may stem from long-standing local prejudice on the part of the latinos toward the Guaymi, and the temporary location of the Guaymi training center in existing school facilities in Tole, which the community feels a need to use for current education efforts. It appears that the locus of the training center will have to be shifted out of the Tole school facilities since it has been requested that the premises be vacated by April, 1977. Plans are underway to construct a new center in Tole to house the Guaymi training center. This should somewhat alleviate the problem but will obviously not serve to entirely dissipate long-standing prejudice toward the Guaymi on the part of local residents, which is an extension of the overall problem of ethnic prejudice previously discussed in this report.

However, there is a strong indication that there will be an active involvement of the latino population in the building of the new Guaymi center. It is hoped that this involvement, coupled with a growing sense of self-worth on the part of the Guaymi on seeing their importance reflected in a building of their own, designed after their own construction, will lead to an overall amelioration of the underlying ethnic prejudices held by the latino residents of Tole.

Guaymi Internal Political Factionalism

The Guaymi for many years have been fragmented in their internal allegiances, a situation which has made it impossible for them to present a unified front with respect to any outside force. They have no hierarchical political structure recognized and accepted by all Guaymi to deal effectively with outside agencies. Factionalism is the order of the day and there is a tendency on occasion to rely on unrealistic means to achieve desired goals, e.g., religious as opposed to rational means. In other words, there exists an inability on the part of the Guaymi community to present any unified set of desires to any outside agency. There also exists considerable vagueness in their attempts to present felt needs and desires, and a seeming inability to deal with specifics of desired developmental changes. Because of the nature of traditional Guaymi decision-making procedures (see attachment 6), there has been insufficient time for the Guaymi to formulate even local consenses regarding the desires of specific communities.

No effective action on this problem has been possible due to the fact that IALF has been removed from direct interaction with the Guaymi, and cannot therefore exercise as much influence in the matter as might be possible otherwise. Nevertheless, while IALF hopes to have an influence on the consolidation of the Guaymi community, we do not feel that it is desirable to intervene directly in their internal political process and we also believe it necessary to convince the MOE that direct intervention should be avoided.

Training Seminar, Selection of Participants and Guaymi Expectations

Because of an apparent lack of understanding on the part of the MOE with regard to the nature of nonformal education and the technical assistance goals of the project, problems arose in the design of the first training seminar for the Guaymi and the selection of participants. The MOE decided to select

as participants in the first training seminar only those Guaymi who had been serving as voluntary teachers in the Indian area. Furthermore, the MOE designed the training seminar in a traditional formal education format consisting mostly of classroom lectures and emphasizing content that appears to be more appropriate to a formal education thrust. The former IALF project director made little effort to resist MOE decisions regarding participant selection, training course format and content, and apparently made no effort to attempt to influence the MOE to pursue a different course of action.

Other causes of the implementation of a training seminar with an inappropriate format and content and inappropriate selection criteria for participants included MOE lack of comprehension of the importance of volunteer work in community development and lack of understanding of leadership training procedures. This resulted in seminar participants being payed salaries and not being chosen on the basis of their altruism or motivation to work on a volunteer basis for the betterment of themselves and their communities.

Among the specific consequences of choosing as participants the Guaymi voluntary teachers was the fact that several thousand Guaymi children were left without teachers for several months; Guaymi expectations of receiving formal educational credentials were reinforced; unrealistic expectations may have been created in the Guaymi community with regard to succeeding generations of trainees; and there may have been created among the Guaymi the expectation that social workers/community development agents should be salaried rather than serve on a volunteer basis.

Due to IALF influence and the adverse consequences of unmet Guaymi expectations of the first training seminar, the MOE has become convinced of the inadvisability of pursuing its previous course of action with regard to selection of participants. One of the future selection criteria agreed upon will be willingness to contribute time and effort to community development on a volunteer basis. The problem of seminar format and content is still with us, but IALF has made some progress in convincing the MOE of the value of training seminars which involve more practical application of skills time than formal classroom lecture time.

Training Seminar for the Instructional Staff of the Guaymi Center

A training seminar for the instructional staff of the Guaymi Center in Tole was planned to take place at the Acción Cultural Popular (ACPO) campesino training institute in Sutatenza, Colombia, shortly before the training of the first group of Guaymi change agents began in May, 1976. Its objective was to provide training on how to become effective trainers of "change agents," how to administer a training center, how to relate to trainees with a different set of socio-cultural values, and the effective use of graphic and audiovisual instructional materials in training programs and in field settings. This training seminar in Colombia was replaced by a shorter, more intensive seminar in Tole because of a misunderstanding on the part of the MOE of the importance and value of such an experience to the instructional staff, an unwillingness to accept training outside of the country, as well as a lack of comprehension in the MOE of the difference between teachers and trainers.

In the working agreement signed between IALF and the MOE, it was agreed that the instructional staff would receive training in ACPO as well as in the Centro Ecuatoriano de Motivación y Aprendizaje (CEMA) in Ecuador before another seminar is held for Guaymi change agents. This training will cover the above mentioned aspects as well as specific training in how to motivate people and the use of sensitivity training techniques, as practiced at CEMA.

GOP Financial Resources

The GOP has lacked adequate financial resources to properly support the project; consequently IALF has been called upon to support the project far beyond the ability of its budget. This problem stems from the fact that the MOE apparently viewed the project as a total grant rather than simply the provision of ancillary technical assistance. The GOP initially agreed to provide financial support when it assigned people to work on the project but was subsequently unable to do so because the entire national budget was operating at a deficit and, as noted previously, the GOP has not placed a high priority on dealing with Indian problems. As previously mentioned, there also existed initially a lack of comprehension within the MOE of the value of nonformal education. Under these circumstances the GOP was understandably reluctant to commit a portion of its sparse funds to a project designed to promote development exclusively in an Indian area.

No significant action has been possible regarding budgetary commitments at this time, but efforts are underway to secure the inclusion of funding for the project in the GOP national budget in future years.

Integrated Socio-Economic Development Plan for Tole

An integrated rural development plan was developed in January, 1975, by the Ministry of Planning in conjunction with the Technical Committee of the Provincial Council of Chiriqui. This development plan was reviewed and approved by USAID/Panama as the overall framework within which the Plan Guaymi nonformal education project was to function. Within the development plan, Plan Guaymi was viewed as a mechanism to motivate, train and educate the Guaymi to understand, appreciate and utilize skills, techniques and resources that would be made available to them as part of an overall strategy for integrated rural development that the GOP would implement in the District of Tole.

While it appears that the GOP is still committed to implementing rural development programs for the Guaymi areas, a series of operational problems have arisen as a result of placing the Plan Guaymi project under the aegis of the MOE. With the Technical Committee of the Provincial Council in charge of both implementing the development plan and mapping the strategy for the nonformal education program, there was a clear convergence of interests that would help to channel efforts and impede possible duplication. On the other hand, with the MOE in charge of mapping the strategy for the NFE component, the onus is removed from the Provincial Council to allocate scarce human and financial resources to the Guaymi area. Further, because the project has been expanded to deal with all the Guaymi population which encompasses three provinces, the new mandate is well beyond the scope of the original development plan and budget, which was designed solely to cover the District of Tole. Resources and efforts, therefore, may be unduly taxed.

The MOE is aware of the fact that it must commit other agencies and organizations to support the project before real progress in the development of the Guaymi area can be made. To date, this commitment has not been operationalized; it is one of the priorities to which the IALF staff must give serious attention in the upcoming months.

Notwithstanding these constraints, implementing funds have been made available to build two high schools, several elementary schools, and a health clinic in the District of Tole. Plans are also underway to build a highway in this district, as well as to build a new center to house the Plan Guaymi training activity. Thus, at least on a piece-meal basis, it appears possible to persuade the GOP to continue development efforts at a very minimum in the District of Tole. However, as has been noted previously, the low priority that development of Indian areas appears to have at this point precludes optimistic estimates of major development efforts in Tole or in any of the other Guaymi areas.

IV. ACCOMPLISHMENTS

As noted above, during the first year of the project a number of problems arose, both logistical and political in nature, that had to be resolved in order to clarify and define more precisely the mission of IALF. The situation stabilized considerably with the signing of the accord between IALF and the MOE by Jack Hood Vaughn, Chairman of IALF's Board of Directors, and Dr. Aristides Royo, Panamanian Minister of Education. In spite of the difficulties that beset the project during its first year of operation, it is possible to note several program accomplishments which are encouraging and optimistic with respect to the future of Plan Guaymi. These are as follows:

Positive Changes in MOE Attitudes toward IALF

While the MOE (as opposed to the GOP) initially was not interested in undertaking a specific project for Guaymi education, it has come to see the need for such an effort. Indeed, it is unlikely that anything resembling Plan Guaymi would have been instituted unilaterally by the MOE. IALF presence in Panama appears to have been catalytic in promoting necessary changes. During the course of the year, the MOE not only has come to see the need in the Guaymi area for such a project, but is actively working with IALF in the effort, and has come to realize the political advantages that can accrue through participation in such a unique experimental effort. The degree of cooperation that currently exists between IALF and MOE personnel has been a major turning point in project efforts. Because of suspicions about the role of IALF in the project (which was, at that time, not well defined)

and some misunderstandings regarding the value of nonformal education, initial working relations were not the best. During the course of the year, MOE personnel gradually began to appreciate the social value of nonformal education, and to recognize the possibility that political benefits might be derived from implementing the project. Suspicions toward IALF also dissipated as IALF and MOE personnel engaged in the process of joint planning and arrived at a better understanding of the goals of the project, as well as a better understanding of the role each would play in the proposed effort.

The relationship between MOE and IALF unfortunately suffered a heavy blow because of apparent insensitivity to the GOP political climate on the part of the former IALF project director. This insensitivity resulted in his producing a baseline survey questionnaire which the MOE viewed as politically sensitive, and this in turn led to a breakdown in MOE/IALF communications. It has taken time and considerable effort on the part of IALF personnel to repair the damage done to our working relationship with the MOE by this turn of events.

Thus, the signing of the accord between IALF and the MOE, which clearly defines the relationship between the two agencies and specifies the role of IALF, represents the culmination of a productive interchange of ideas over the course of almost an entire year. The attitude of the MOE toward the IALF and toward Plan Guaymi in particular, can now be assessed as very positive, and it is anticipated that the close cooperation achieved will continue.

Positive Changes in MOE Attitudes toward the Guaymi

Throughout Latin America marginal Indian populations occupy the lowest position in the socio-political structure and, as noted previously in this report, are frequently the target of discriminatory attitudes. Panama is no exception to this generalization so far as the general population is concerned. However, as the MOE personnel gradually became better informed regarding the plight of the Guaymi, largely through participation in the project, IALF has witnessed in many instances the replacement of unfavorable attitudes by a genuine desire on the part of MOE personnel to aid in the general improvement of life conditions for the Guaymi. Indeed, the MOE has come to view the Guaymi more and more in a positive fashion as fellow human beings in need of assistance. IALF considers this change in attitude of the MOE toward the Guaymi to be a

positive accomplishment; without such a change, there would have been little hope for continued success in promoting the project's long-term development goals.

Lack of political unification among the Guaymi themselves, a condition which has existed for a great many years, has contributed to their own problems and has made their relations with the GOP difficult. While the MOE was aware of this internal dissention, it tended to give exaggerated importance to the caciques during the early stages of the project. There has been a growing realization that while taking the caciques into account is certainly of symbolic importance as an indicator of genuine interest and desire to elicit participation, broad-based participation to include all factions within the Guaymi community is imperative to the success of the project. This fact still is not fully understood by all MOE integrators in the project. Some of the instructional staff at the Guaymi Center in Tole demonstrated a tendency to distort their role of training Guaymi community leaders by interjecting themselves into internal Guaymi conflicts, some possibly of long standing, thereby strengthening some factions and raising the possibility of creating new ones. IALF must address itself to creating consciousness of this fact in MOE project integrators to achieve optimum progress toward project goals. IALF has succeeded in creating an awareness of this problem among high-level MOE personnel and their new willingness to address themselves to the problems is evidenced by changes now underway in the staffing of the Guaymi training center and new plans for the training of personnel at the center.

"Technical Notes" Series

IALF has initiated a "Technical Notes" series to serve as a means of documenting the course of events in the Guaymi area as they pertain to the project, and to serve as a vehicle for the dissemination of information to the MOE staff, the development community and the general public, regarding various aspects of the technical assistance that is being provided to the Guaymi community. An example of this series--"Historia de los Maestros Voluntarios" by Basilio Ottey, a Guaymi Indian on the IALF staff--is appended as attachment 7.

Establishment of Guaymi Training Center

A major accomplishment during the first year of the project has been the establishment of a training center for Guaymi

Indians in Tole, Chiriqui. The mission of the Center is to provide broad-based assistance to all of the Guaymi in the three provinces of Chiriqui, Veraguas and Bocas del Toro.

The staff of the Center presently consists of seven instructors, a director, an assistant director, and a cook, all of whom are Panamanians. The Center now utilizes dormitory and kitchen facilities of the Tole high school and classrooms in the primary school. Because space in the high school will not be available after April, 1977, plans are being formulated jointly by IALF and the MOE to construct a new Center consisting of modular units; these include classrooms, dormitory space and cooking facilities on a 3/4 hectare plot of land that the high school has offered to donate for this purpose.

During the course of the year the personnel of the Center have provided some technical training for a group of 91 Guaymi voluntary teachers in order to better prepare them to serve as resource people and agents of change in their respective communities. Plans are to provide further training for this group, as well as to begin the training of a second group of approximately 100 Guaymi during 1977, and a third group during 1978.

While IALF views the physical establishment of the Center and the training so far provided for 91 Guaymi as considerable accomplishments, the program has not been free of imperfections. The instructional staff still requires further training and a curriculum relevant to the real and felt needs of the Guaymi is still to be defined. IALF staff in Panama will, of course, continue their efforts to refine the training program in order to better serve project goals.

On the positive side, the instructional staff of the Center is young, highly motivated, interested in change, exhibits a genuine desire to help the Guaymi, and is willing to endure physical hardship and work with less than adequate professional training aids.

On the negative side, the instructors have had no experience in nonformal education nor have they served previously as trainers rather than teachers. Their background has been that of teachers of children in the formal classroom situation which, in Panama, consists of students memorizing materials, reciting on demand and being stringently tested. At the Center, on the other hand, the instructors work with Indian adults and are expected to impart knowledge relevant to the immediate needs of the participants within a much less rigid format.

While a short intensive training course was provided for the instructional staff at Tole with IALF technical assistance, the MOE has agreed that further training is indeed necessary and will be programmed to cover aspects gone into in detail in a previous section of this report.

Training of Guaymi Voluntary Teachers

When a development project goes into a community, it should address itself to the felt needs of the community first before it can begin to accomplish anything more specific. A major felt need of one sector of the Guaymi community at the beginning of this project was for certification and teacher training for existing volunteer teachers. IALF was aware of this but was careful to point out to the Guaymi that nonformal education was separate and distinct from formal education. However, the MOE compounded the problem by trying to meet both the Indians' and the IALF's expectations at the same time. The MOE decided that since the IALF wanted to give leadership training seminars, the first group that should go to such a seminar should be the volunteer teachers. However, Guaymi expectations were not just for a training seminar but for training that would lead eventually to teacher certification. IALF should not have agreed since the primary mission of IALF was (and is) nonformal education and this way of going about things did not fit that format. The former IALF project director displayed some lack of understanding of the complexities of the issue and seemingly did not recognize the disparity among the expectations of the MOE, IALF and the Guaymi community. As a result, he agreed to the MOE plan for a training seminar for the Guaymi volunteer teachers and it was not possible for IALF to reverse this commitment.

IALF was thus placed in the position of having to make clear to the Guaymi that the proposed training seminar would not lead to teacher certification, and at the same time having to convince the MOE that this was not the best way to go about promoting truly beneficial development in the Guaymi community. As a result, some Guaymi dropped out of the training seminar when they discovered that teacher certification was not forthcoming. However, drop-outs were few, due in considerable measure to the fact that all participants were receiving a cash subsidy. Only Guaymi voluntary teachers participated in the first training seminar in spite of belated IALF efforts to convince the MOE that this was not desirable.

It was held on short notice and with insufficient prior planning. The result was that many Guaymi children (we estimate several thousand) were left without teachers for several months because their teachers were in the Tole Center attending the seminar.

Discussions with the MOE led to some major confrontations with MOE staff because they were geared to a program which they perceived as meeting the major felt need of the Guaymi community--formal educational training--and IALF attempts to alter the direction of the program led the MOE to believe that in some unfathomable way IALF did not have the best interests of the Indians in mind, and was contributing to the poor image the Indians held of the GOP.

The MOE views the training seminar as the significant accomplishment of the project to date. IALF views as an accomplishment the fact that it has now had considerable success in reorienting MOE personnel to the point where they are coming to understand the value of nonformal educational training procedures; and IALF has succeeded in dissuading the MOE from repeating the mistakes of the first seminar in preparing a program for a second group of Guaymi trainees and in selection criteria for participants.

Development of a Baseline Survey

Before the project was funded, AID awarded a SDA grant to the University of Panama to do the baseline survey for the project. Work was begun by the UP in December, 1974, and a field survey questionnaire was developed by IALF in conjunction with the UP. Fifteen Guaymi Indians were trained as interviewers and the questionnaire was field tested in two communities and accordingly revised. Application of the questionnaire was postponed for three weeks so that the fifteen Guaymi could attend a teacher training seminar in David, Chiriqui. This seminar never materialized, but in the interim a brief article entitled "Kissinger and the Guaymi" fell into the hands of the UP administration. Fearing repercussions from leftist students at the UP should the contents of this article become public, the UP decided to dissociate itself completely from the baseline survey. The whole matter was brought to the attention of the president of the Board of Regents of the UP who is also the Minister of Education. In his capacity as Minister of Education, he decided that it would be appropriate for the MOE

to undertake the baseline survey. He further decided that the MOE should assume GOP responsibility for the entire project since he viewed it as an education project. During this same period, IALF had been planning to conduct the project in cooperation with the Corporación Fronteriza de Desarrollo of Chiriqui (as stated on page 4). Though the MOE did not make use of the questionnaire developed by the UP, they did produce a working document which they considered would serve as a baseline for the project. In IALF's opinion, this document does not contain all the basic information necessary to formulate specific plans designed to accomplish project goals. Close to one-half of the document is devoted to a lengthy documentation of provisions within the 1972 Panamanian Constitution that would serve as a basic justification for doing anything in the Guaymi Indian area, and to a discussion of the educational philosophy of the MOE. A small section of the document provides some demographic and economic data on the Guaymi population. Much of the rest of the document is devoted to outlining a program of bilingual education, a program which was not a part of the IALF project as formulated, and which appears to lack sound scientific justification. This document was compiled from existing data without much field research input.

At this point, IALF suggested that it was necessary that a survey questionnaire be administered in order to compile the types of basic data necessary to the project, e.g., attitudes, knowledge and practices of the Guaymi relating to agriculture, animal husbandry, health, sanitation, nutrition, etc. Also at this point, the former IALF field project director lost the confidence of the MOE because of the politically sensitive questionnaire he developed. The MOE did proceed to develop its own questionnaire but because of the circumstances outlined, IALF had no input in its development. While the MOE questionnaire will undoubtedly yield important data on the current state of affairs in Guaymi communities, particularly with respect to demography, economy, and condition of living quarters, IALF does not believe that this questionnaire will yield data directly relevant to the design and implementation of a community development program intended to serve the real and felt needs of community members. It is one thing to assess an existing state of affairs and entirely another to determine needs and attitudes toward change from the viewpoint of community members. The MOE questionnaire to some extent accomplishes the first but does not address itself at all to the second.

In spite of the deficiencies noted in the baseline survey questionnaire produced by the MOE, IALF views it as an accomplishment that the participants in the first training seminar participated actively in the design of the questionnaire, its field testing, and the selection of the communities to be interviewed. This is the first time in the project when the Guaymi have actively participated in an activity directed at them. Also, they did receive some training in procedures for administering the questionnaire and did successfully carry out this task (though it should be noted that administration of the questionnaire occurred after the end of the first year of the project).

Evaluation Effort

Since the initiation of the Plan Guaymi project in Panama, IALF has been interested in the establishment of a system to monitor and assess the project's overall effectiveness and impact, and at the same time, provide continuing feedback to the project staff. With this purpose in mind, IALF has retained since January, 1976, the services of an evaluation consultant who has been working on a periodic basis with the IALF staff and the Evaluation Unit of the MOE on an overall evaluation design. A technical position paper on what should be evaluated and how to proceed has been prepared by the consultant as a first step in the development of an evaluation strategy for Plan Guaymi (see attachment 8). This paper has been used as a working document with personnel from the Evaluation Unit of the MOE, which currently is developing the final evaluation plan for the project. Three principal types of evaluation activities have been proposed: planning, formative and summative. In addition, the research-evaluation needs of the project's developers have been defined as follows:

- (1) the development of a pretesting and feedback system for use in the instructional materials design process;
- (2) the collection of information on the impact of the instructional materials on the target audience;
- (3) the establishment of an information gathering mechanism to guide the necessary revisions of the project, and its various components, as the total system is implemented;
- (4) the establishment of a system to monitor the project's administrative history, its progress and achievement in an effort to see which aspects of the experience worked and are worthwhile transferring to other similar regions in Panama and/or other developing country settings.

Planning research, as the term implies, is concerned with the collection of essential data on a proposed project effort before it is implemented. Its objective is to help in the construction of a global picture of the intended project, the services to be provided, the audience to be served, existing conditions, and possible barriers and sensitivities to the proposed effort. It also can be used to develop the project's curriculum and training methodologies.

To date, the thrust of evaluation activities for Plan Guaymi logically has focused on the planning stage. IALF efforts to generate baseline survey data previously has been discussed.

A socio-economic census of the Guaymi areas in which the project will operate has been attempted recently by the MOE. Although IALF personnel did not participate in the design of this census questionnaire, IALF's evaluation consultant is providing advisory technical assistance to MOE personnel in the coding and tabulation of the questionnaire data. It is expected that through appropriate statistical treatment of the data, weaknesses in the design and administration of the questionnaire can be diminished. Complementary attitudinal and aspirational data on the Guaymi is lacking in the census questionnaire effort, and IALF is working with the MOE to complement the data-base with appropriate aspirational and attitudinal measures. In addition, IALF is proposing a thorough review and analysis of previous research on the Guaymi undertaken in years past as a means of strengthening the survey baseline data.

The formative evaluation effort on the project has not yet been started; it will be implemented during the upcoming months as the curriculum design and materials development process gets underway. The objective of this evaluation activity will be to provide immediate, short-term feedback to the project developers so that corrective measures can be taken during the course of the program effort to modify and improve the quality of the materials being developed for the training activities. Evaluation in this sense is not necessarily research information which can be generalized to other settings or situations. Instead, it becomes an aspect of the administrative functions of the project, where the concern is the identification of weaknesses in the program and the development of specific corrective action.

Possibly the most difficult task facing the project team during the formative evaluation phase will be the development of reliable ways of collecting valid information from the audience about the programming, the content and its usefulness, because the audience, as currently known to the project staff, is characterized as being illiterate, unapproachable, inarticulate, and culturally unknown, or even alien, to the project developers. There also will be the problem of being able to approach the intended audience directly without interference from village officials, government agents or other community opinion-shapers. The trained community "change agent", if properly selected from the Guaymi population as a credible and trustworthy spokesman, could play a valuable role in establishing direct lines of communication with a sub-sample of the intended audience for purposes of conducting the varied formative evaluation activities. An audience participatory research approach, therefore, could be implemented.

The third and final type of evaluation research tentatively envisioned as part of the effort to assess the worth of the Guaymi project is summative in approach. This effort involves both the question of costs and overall program effectiveness and efficiency. It is intended to provide the project planners with a more comprehensive understanding of how the project grew and developed, lessons learned from the experience, and an indication of the variables that hindered and/or promoted the project's goal achievement. It is expected that the planning and formative evaluation stages will generate data that can also be used for summative evaluation purposes. Technical advisory assistance on a short-term basis also will be requested for this purpose from an economist with some knowledge of the cost-benefit ratios of nonformal education approaches. This individual will work jointly with IALF staff and MOE personnel.

V. PLANS FOR THE SECOND YEAR

Plans for the second year of the project include:

- the continuing development and implementation of carefully planned curricula;
- the production of audiovisual instructional materials which reflect the curriculum emphases outlined and complement IALF's methodological approaches for teaching illiterate populations. IALF is confident that within a short time the MOE will assign the necessary artists and writer to the project so that the production of instructional materials can begin in earnest;
- the realization of the second training seminar for the second group of Guaymi community change agents;
- the holding of a follow-up seminar for those Guaymi who participated in the first training seminar;
- the initiation of a series of small extension seminars involving the participation of 10-12 Guaymi who have, in each instance, requested information on a specific topic of interest to them;
- the assessment of Guaymi technology, skills and relevant environmental resources with a view to introducing technological innovations that would usefully improve Guaymi technology and at the same time be low-cost, possible to produce with available resources, and would involve the mastery of relatively uncomplicated skills;

- the perfection of measurement instruments for the collection of data on Guaymi attitudes, opinions and desires; the application of this instrument in the field; the analysis of the data collected; and the incorporation of insights gained into all planning and implementation phases of the project;
- the development of an evaluation design that will facilitate an assessment of the progress of the project on a more continuous basis than was possible during the first year of operation;
- the establishment of active working relationships with other ministries within the GOP in order to make available to the Guaymi technical expertise that does not exist in the MOE, for example, in the field of agriculture;
- cooperation with the MOE and the GOP in the planning and construction of a permanent training center for the Guaymi;
- redefinition of the role of the Guaymi change agents on a volunteer basis rather than as salaried or subsidized social promoters;
- initiation of site visits by MOE staff to similar projects in other countries.

VI. SUMMARY

This report has provided a chronological administrative history of the first year of Plan Guaymi. It has focused on problems encountered during the project's first year of operation, on the resolutions arrived at for some of these problems and on the current status of negotiations that IALF hopes will lead to a satisfactory resolution of others. The report has also recounted the accomplishments achieved during the project's first year and briefly outlined IALF's planned activities for the second year of the project. IALF has acquired considerable experience during the first year of the project and has sharpened its awareness of the multitude of problems confronting this project and other similar efforts in the implementation of nonformal education programs in a developing country setting. This experience will be invaluable in charting the course of the project's programs during the coming two years.

For clarification or discussion of any part of the content of this report, the IALF staff currently connected with the project can be directly contacted.

of original

DEPARTMENT OF STATE
TELEGRAM

ACTIN: USAID

UNCLASSIFIED

17 DEC 74

INFO

Classification

DCM CHRON

R 162129Z DEC 74

FM SECSTATE WASHDC

TO AMEMBASSY PANAMA 7101

BT

UNCLAS STATE 275139

E.O. 11652: N/A

EACS:

SUBJECT: OPG PROPOSAL FROM IALF

THE DAEC MET ON NOVEMBER 26, 1974 TO REVIEW THE OPG PROPOSAL FOR A NON-FORMAL EDUCATION PROGRAM IN PANAMA BY THE INTER-AMERICAN LITERACY FOUNDATION (IALF), AND APPROVED IT IN PRINCIPLE. FOR FINAL APPROVAL, THE FOLLOWING INFORMATION IS NEEDED:

3. COP'S DEVELOPMENT PLAN FOR THE REGION WILL BE APPRAISED BY THE MISSION AND IALF BOTH ON ITS MERITS IN GENERAL AND ON ITS SPECIFIC RELATIONSHIP TO THE SUCCESS OF THE PROJECT. THE APPRAISAL WILL COVER ADEQUACY OF PROGRAM ELEMENTS, THE FINANCIAL INPUTS OF COP, THE MEANS OF INTEGRATION WITH THE PROPOSED PROJECT, HOW THE PLAN AND PROJECT WILL BE COORDINATED WITH ALL RELEVANT COP AND OTHER ACTIVITIES IN THE AREA, AND EXTENT TO WHICH IT WILL MAXIMIZE BENEFIT AND MINIMIZE DAMAGE TO GUAYMI. THIS APPRAISAL SHOULD BE FORWARDED TO LA/HRSD AS SOON AFTER THE PLAN IS ISSUED AS POSSIBLE.
8. DESCRIPTION IN THE PROPOSAL OF THE ADEQUACY OF PRESENT INFORMATION ON THE GUAYMI AND THE NEED FOR ANY ADDITIONAL INFORMATION IN ORDER TO WORK MORE EFFECTIVELY WITH THE GUAYMI. THIS TOUCHES ON A LARGER ISSUE(S) WHICH WERE RAISED IN THE DAEC. FOR EXAMPLE, THE CULTURAL PATTERNS OF THE GUAYMI NEED TO BE CAREFULLY CONSIDERED AND RESPECTED. ANOTHER ISSUE: DO WE HAVE ENOUGH INFORMATION AND INSIGHTS AS TO GUAYMI TO HAVE RELIABLE NOTIONS AS TO WHAT WILL WORK? ACCORDINGLY, EMPHASIS SHOULD BE PLACED, IN PROJECT PLANNING AND JUSTIFICATION, ON HOW, VIA DELIVERY OF SERVICES, THE GUAYMI WOULD BE INTEGRATED INTO THE ECONOMY AND SOCIETY, WHILE PROTECTING AND PRESERVING THAT CORE OF STRUCTURE, TRADITION, AND CULTURAL INTEGRITY NECESSARY FOR COMMUNITY SURVIVAL.
- C. MECHANISM FOR A FEEDBACK SYSTEM, FROM THE GUAYMI THROUGH THE PROJECT STRUCTURE, AND BACK TO THE OVERALL PLAN, THAT WILL ENSURE PLAN AND PROJECT RESPONSIVENESS TO PERCEIVED AND EXPRESSED NEEDS, DESIRES AND INITIATIVES, BOTH POSITIVE AND NEGATIVE, ON THE PART OF THE TARGET POPULATION.
- D. DESCRIPTIONS OF OTHER INPUTS AND RESOURCES AND THEIR ANTICIPATED IMPACT ON THE GUAYMI. THIS WOULD INCLUDE FINANCIAL INPUTS, GOODS, FACILITIES FROM THE CATHOLIC CHURCH AND THE PRIVATE SECTOR. A CLEAR DISTINCTION SHOULD BE MADE OF WHAT IS INDISPENSIBLE AND WHAT IS NOT TO THE PROJECT FROM NON-AID SOURCES.
- E. THE EVALUATION COMPONENT TO THE PROJECT SHOULD FOCUS ON THE PROCESS OF MOTIVATION, AND THE REPLICABILITY OF THE PROCESS, METHODS AND TECHNOLOGY, RATHER THAN ON THE SPECIFIC MATERIALS. THE EVALUATION SHOULD MEASURE UTILIZATION, AND TO DO SO, TARGETS AND GUIDELINES SHOULD BE CLEARLY STATED.
- F. A QUARTERLY IMPLEMENTATION SCHEDULE.

KISSINGER

BEST AVAILABLE COPY

KISSINGER AND THE GUAYMI: What is going on?!

Why is the powerful U.S. Secretary of State, Henry Kissinger, interested in the powerless Guaymi Indians of Panama? Why is their integration into the Panamanian economy and the transformation of their culture of interest to him and the object of U.S. AID funding? These questions are crucial to an understanding of the motive behind State Department intervention into Panamanian internal affairs.

At the 1973 OAS conference in Tlatelolco, Mexico the U.S. was accused by Latin American governments of "acting as the voice of multinational corporations." This accusation provides the link between Kissinger and the Guaymi Indians. To understand this link, the State Department telegram, reproduced on the preceding page, must be analyzed in terms of the role of the Inter-American Literacy Foundation program and who it is designed to benefit.

Two factors emerge from a careful reading of the telegram.

- 1) The Inter-American Literacy Foundation (IALF) is embarking on a "non-formal education program" which has as its justification the integration of the Guaymi Indians into a so-called "modern" economic and social structure. This transformation of the Guaymi social structure is bounded only by consideration of what dislocations can be enacted while still preserving community survival. Clearly, the social structure and cultural integrity of the Guaymi are peripheral to the concerns of the project, relating to it only inasmuch as they are necessary.
- 2) The phraseology of the telegram reveals significant facts about the State Department's intentions. The document refers to the Guaymi as the "target population" of the project. The usage of the phrase is of the IALF "zooming in" on the area, their literacy project acting as a front for the U.S.'s real concern with the territory of the Guaymi.

What then are the concerns of the project? The results for the Guaymi are to be "community survival" and "minimum damage" - a concern based on "liberal" doctrine which only barely protects the native population from total elimination. Clearly, the territory of the Guaymi Indians can be utilized by others with more lucrative results. For example, known reserves of copper along with other precious metals are located in the area of the Guaymi and the Indians' "integration" into the national economy may well be as a work force for a mining corporation.

The connection between Henry Kissinger and the Guaymi Indians becomes clear - the real benefits are meant to accrue to U.S. corporations.

The most chilling aspect of the State Department telegram is the statement that the project evaluation should "focus on...the replicability of the process, methods and technology." The CIA and the State Department are gathering data to perfect their methods of penetration and exploitation. Chile serves as a model for U.S. penetration via CIA "destabilization" programs and outright economic strangulation. In Ecuador another "target population" was attacked in order to develop oil reserves for the use of U.S. oil corporations. The Inter-American Literacy Foundation project and the data collected on its "process, methods and technology" will be used as a model by the U.S. for future reference in their dealings with Latin America - a subtle model which masks the first stages of economic exploitation.

ATTACHMENT No. 2

ACUERDOS ENTRE EL MINISTERIO DE EDUCACION DE LA REPUBLICA DE PANAMA Y LA FUNDACION INTERAMERICANA DE ALFABETIZACION.

El Ministerio de Educación de la República de Panamá y la Fundación Interamericana de Alfabetización considerando:

Que el Gobierno de la República de Panamá ha iniciado un Proyecto de Capacitación dirigido a la población Guaymí, con el propósito de promover el desarrollo de las comunidades mediante la formación de sus propios líderes.

Que para tal efecto el Ministerio de Educación ha establecido un acuerdo con la Fundación Interamericana de Alfabetización, en donde esta última entidad se compromete a aportar recursos financieros y técnicos.

Resuelven:

- 1.- El Ministerio de Educación establecerá la política en cuanto a la planificación, programación, administración, ejecución, supervisión y evaluación del programa.
- 2.- La participación de la Fundación Interamericana de Alfabetización se canalizará a través de la estructura regular del Ministerio de Educación así:
 - a) El aspecto financiero a través de la Dirección de Administración y Finanzas.
 - b) La producción de materiales gráficos y audiovisuales se elaborarán con base a la

- 2 -

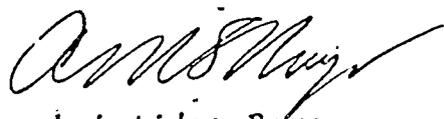
orientación de la Dirección Nacional de Curriculum y Tecnología Educativa.

- c) La Asesoría Técnica para la ejecución del proyecto será canalizada por la Dirección Nacional de Alfabetización y Educación de Adultos.
 - d) La evaluación se realizará conjuntamente entre el Ministerio de Educación y la Fundación.
- 3.- Se destinará un espacio dentro del Ministerio de Educación para ubicar a los funcionarios de la Fundación y asegurar así una estrecha colaboración.
- 4.- La Fundación se compromete a financiar becas para realizar estudios a corto plazo, al mayor número posible de instructores en los siguientes Centros: ACPO en Sutatenza, Colombia y CEMA en Quito, Ecuador.
- 5.- La Fundación se compromete a financiar la capacitación especial de los maestros voluntarios que no sean nombrados como docentes, que revelen aptitudes especiales incluyendo liderazgo, de preferencia en los campos siguientes: salud, construcción, agropecuaria, desarrollo de la comunidad, nutrición, pequeñas industrias.

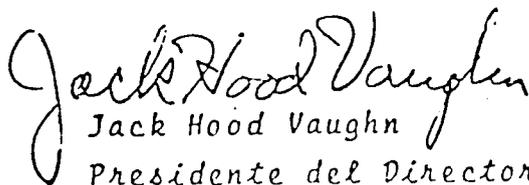
- 3 -

6.- Se adjunta el plan de acción para el período comprendido entre el 1o. de julio de 1976 y el 30 de junio de 1977.

Dado en Panamá a los nueve días del mes de julio de 1976.



Dr. Aristides Royo
Ministro de Educación



Jack Hood Vaughn
Presidente del Directorio
Fundación Interamericana
de Alfabetización

PROGRAMA DE CAPACITACION BILINGUE PARA JOVENES Y ADULTOS GUAYMIES
(JULIO 1, 1976 HASTA JUNIO 30 1977)

page 40

	MAESTROS VOLUNTARIOS	PERSONAL DEL CENTRO E INSTRUCTORES	MINISTERIO DE EDUCACION	GUAYMIES VOLUNTARIOS	FUNDACION	OTROS MINISTERIOS E INSTITUCIONES
9 JULIO AL 15 JULIO	1a. etapa terminación	Terminación 1a. etapa	Desarrollo 1a. encuesta		Asesoría desarrollo encuesta	
16 JULIO AL 15 DE AGOSTO	Aplicación Encuesta	Seguimiento y selección candidatos 2º grupo	Enlace otros Ministerios e Instituciones (Continúa)			
16 DE AGOSTO AL 30 DE SEPTIEMBRE	Motivación para 2º grupo Trabajo docente y trabajo con comunidades, experiencias de aprendizaje con material gráfico y audiovisual	Experiencias Internacionales (Colombia y Ecuador)	Análisis 1a. encuesta desarrollo curriculum		-Asesoría Análisis 1a. encuesta y asesoría desarrollo curriculum	Acciones apoyo 1er grupo
10 DE OCTUBRE AL 31 DE DICIEMBRE		2º grupo, 1a etapa seguimiento mensual 1er grupo evaluación materiales	Coordinación acciones de apoyo otros Ministerios e Instituciones (Continúa) Desarrollo 2a. encuesta de evaluación	2º Grupo 1a. etapa	- Asistencia técnica al Ministerio en producción de materiales (Continúa) - Asesoría desarrollo 2a. encuesta de evaluación	
10 DE ENERO AL 31 DE MARZO	2a. etapa 1er grupo (los que no asistan a seminario docente)	2a. etapa 1er grupo seguimiento mensual 2º grupo evaluación materiales	Planear capacitación especial	Encuesta de evaluación. Trabajo con comunidades, experiencias de aprendizaje con materiales gráficos y audiovisuales	-Asesoría capacitación especial	Acciones apoyo 2º grupo
10 DE ABRIL AL 30 DE JUNIO	Capacitación especial	2a. etapa 2º grupo seguimiento mensual 1er grupo, evaluación materiales	Análisis 2a encuesta de evaluación Revisión curriculum	2a. etapa 2º grupo	Asesoría análisis encuesta y asesoría revisión curriculum	Acciones apoyo 1er grupo

DESGLOSE DEL PLAN DE ACCION DEL PROYECTO DE CAPACITACION BILINGUE
PARA LA POBLACION GUAYMI

"Calendario de Actividades Propuestas Para El Proyecto"

26 de julio al 1 de agosto

Validación de la encuesta, parte del Estudio Base, por el sistema de muestreo en una comunidad (Alto Caballero y Potrero de Caña).

Breve capacitación, de uno o dos días, a los encuestadores, para orientarlos en la aplicación de la encuesta ya válida y unificar criterios que den mayor confiabilidad a la misma, 26 de julio en adelante: continuación de las actividades del grupo de estudio de la lengua, conforme a lo detallado en el Anexo 1.

2 al 8 de agosto:

Reunión con el Director e Instructores, para orientarlos en su labor de supervisión de la encuesta, selección de nuevos candidatos (criterios) y conversación acerca de la 2a. fase del programa.

2 de agosto al 31 de agosto:

Aplicación de la encuesta en las comunidades seleccionadas. Supervisión de la aplicación de la encuesta por parte del personal docente y administrativo del Centro.

Elaboración de un instrumento de evaluación para los participantes de la Ia. fase. (Dirección Nacional de Enseñanza, Dirección Nacional de Alfabetización y Dirección Nacional de Planeamiento y Reforma Educativa.)

- 2 -

Dirección Nacional de Alfabetización: _____

Dirección Nacional de Planeamiento y
Reforma Educativa _____

Dirección Nacional de Enseñanza: _____

Dirección Nacional de Perfecciona-
miento: _____

Dirección Nacional de Currículum: _____

1 al 10 de septiembre:

Aplicación del Instrumento de evaluación a los participantes del primer grupo.

Entrega e inicio del procesamiento de la encuesta, con la participación de los encuestadores.

6 al 17 de septiembre:

Visita por funcionarios del Ministerio de Educación, que laboran en el programa, a los Centros ACPO en Colombia y CEMA en Ecuador. Posteriormente a esta visita viajarán los Instructores que laboran en el Centro de Capacitación Bilingüe.

11 de septiembre;

Salida del Primer Grupo para realizar trabajo docente y acciones de motivación en la comunidad de acuerdo con un Plan de Trabajo que se detalla en el Anexo 2. (personal directivo del centro).

13 de septiembre en adelante:

Iniciar la recopilación y la codificación de los estudios antropológicos y sociológicos relacionados con la vida de los indígenas, particularmente de los Guaymies.

Coordinación con las Instituciones del Estado, especialmente los que realizan acciones en el área (MIDA, Salud, Vivienda, etc.) Dirección Nacional de Enseñanza y Dirección Nacional de Alfabetización y Educación de Adultos.

13 de septiembre al 17 de septiembre:

Seminario de Capacitación Política para Personal del Centro. (Planeamiento y Reforma Educativa).

20 de septiembre al 24 de septiembre:

Seminario para Instructores del Centro sobre Técnicas de Enseñanza para Adultos. (D.N. de Alfabetización y Educación de Adultos).

27 de septiembre al 1 de octubre:

Seminario para Instructores sobre Preparación de Materiales Audiovisuales. (D.N. de Curriculum)

13 de septiembre al 30 de septiembre:

Tabulación de la encuesta según lo disponga el Ministerio de

- 4 -

Tabulación de la encuesta según lo disponga el Ministerio de Educación. (Procesamiento Automático de Datos-MINEDUC)
- Procesamientos del instrumento de evaluación aplicado a los participantes del Primer Grupo. (Dirección Nacional de Enseñanza) Comisión.

1 octubre al 10 de octubre:

Análisis e interpretación de los resultados obtenidos por la encuesta del Estudio de Base. (Dirección Nacional de Enseñanza)

4 de octubre al 15 de octubre:

Experiencia internacionales (colombia y Ecuador) para Instructores.

13 de octubre al 10 de diciembre:

Elaboración de la Programación Curricular para el 2do, Grupo y preparación de material didáctico para el desarrollo del mismo (Dirección Nacional de Curriculum y Tecnología Educativa)

15 de noviembre al 10 de diciembre:

Gira de seguimiento y asesoría a Integrantes del 1er. Grupo en sus comunidades por parte del personal del Centro.

13 de diciembre al 17 de diciembre:

Preparación y entrega de informes sobre, la gira de instructores.

- 5 -

3 de enero al 7 de enero de 1977

Capacitación de personal del Centro en los Contenidos Curriculares, uso de materiales didácticos etc. que se utilizarán con el 2do. Grupo.

10 de enero al 4 de marzo de 1977

2do. Grupo Ia. etapa (Ver anexo No.3)

Ier. Grupo, seguimiento mensual, elaboración de Programas

de la 2da. etapa del Ier. Grupo (Directores del Centro)

Preparación del Curso de Capacitación. (Perfeccionamiento Docente).

17 de enero al 31 de marzo:

Curso de Capacitación Docente.

Preparar la Capacitación Especial

1 de abril al 30 de junio:

2da. etapa del 2do. grupo

Seguimiento mensual al Ier. grupo

Evaluación de la 2da etapa del 2do. grupo

Capacitación Especial:

Nota: En las actividades precedentes, La Fundación Interamericana de Alfabetización participará según lo establecido en el Acuerdo del 9 de julio firmado entre el MINEDUC-y FIA

Communications for Development

A DIVISION OF THE INTER-AMERICAN LITERACY FOUNDATION

The Inter-American Literacy Foundation, through its activities in the field of non-formal education, has long been aware of the tremendous need for innovative materials in connection therewith, and for practitioners specifically trained to produce such materials.

To fill this need, IALF has joined forces with Information Materials Press to form COMMUNICATIONS FOR DEVELOPMENT, a training center which offers a comprehensive, accelerated course in the communications arts, with special emphasis on techniques designed to accomplish the objectives of these programs.

This unique center, which provides a well-rounded curriculum covering a wide and selective range of skills in graphic arts, and in the writing and audio-visual fields, will function under the direction of Thomas J. Fanning, founder and head of Information Materials Press, a firm which has gained a solid and unrivaled reputation in the field of mass communications throughout the Hemisphere.

The teaching staff is composed of highly professional Latin American specialists, drawn from a number of disciplines, all of whom have done extensive work in mass communications, in both the U.S. and Latin America.



Communications for Development represents a new concept in the training of specialists in the field of communications.

Its primary aim is to instill in the participants a comprehensive understanding of the art of communications in all its aspects, with special emphasis on approaches leading to the development of materials which will be easily understood, meaningful, and of value to audiences of limited formal education.

Our intensive workshop method offers the participants a unique opportunity to study and work in an adult learning environment in which each individual's work is specifically geared to the over-all purposes of the program.

The course covers a five-month period. Candidates may be professionals seeking to specialize in the field of mass communications, and to extend the range of their skills, or qualified non-professionals with the same goals.

- - - - -

GENERAL INSTRUCTIONAL CRITERIA

Collaboration between artists and writers

The work of writers is facilitated and enhanced when they are able to conceptualize their message in visual terms, and artists are able to illustrate the message more effectively if they share in the creative process from the conception of the idea through its development and into its final form.

Our trainee writers and artists will therefore work together as a creative team, so that each may be aware of the possibilities and limitations of the media selected for any particular project and work out the approaches best suited to the theme and to the audience. Classroom instruction will be geared to this type of symbiotic activity.

Learning while doing

While the theory of every aspect of each skill will be dealt with in depth, it will be directly correlated to performance. At all phases of the learning process, the students will be using and developing the skills they are taught.

Orientation and discussion periods

Instructors and students will participate in discussion and evaluation periods. These sessions will serve to enhance the students' understanding and enjoyment of the process of working as a creative team, as well as to stimulate individual thinking.

Each participant will be encouraged to express his or her ideas, and each contribution will be seriously debated and developed. This "brainstorming" approach has proven to be extremely fruitful in bringing out the ability of participants to conceptualize and communicate and in encouraging creativity.

The types of subjects to be covered at these sessions, the primary purpose of which is to determine the most effective approach to a given project, is given below:

- Identification of the interests, needs and socio-economic characteristics of a hypothetical audience;
- The audience's needs which can most effectively be dealt with through the use of mass communications materials;
- General approach to the creation of materials addressed to the subjects decided upon, from the point of view of:
 - 1) Format & treatment: motivational, step-by-step instructional, illustrated continuity, humorous, dramatic, or a combination of 2 or more of these.
 - 2) Graphics: various possible techniques, and their relative advantages as applied to the project at hand.
 - 3) Media: radio, booklets, flipcharts, posters, filmstrips, films or animated films, live theater, puppet shows, etc., or a combination of 2 or more of these.

When, after thorough discussion, one or more approaches are decided upon, each student will be assigned a specific aspect of the work for development. The work in progress will then be monitored at various stages, through to completion.

Problem solving

In order to gain direct experience in working on a project from its inception (the decision that materials are needed for a particular audience on a particular subject), students will be given assignments wherein they will work out their own solutions to the problems presented at each phase of production. As the work progresses, the contributions of both artists and writers will be critiqued by their fellow students and evaluated by their instructors.

Field trips

Visits to engraving and printing plants, linotype and phototype (computer) typesetting shops, silkscreen production facilities, audio-visual and photo labs, educational publishing houses, museums and galleries, etc., will form an integral part of our training program.

- - - - -

Following is a list of the subjects we will cover. Summarized resumés for the candidates we have assembled to form our professional teaching staff are attached. In addition to the course instructors, we have as well arranged for the participation of a number of Guest Lecturers and Consultants, who will give capsule courses and/or serve as technical consultants in the preparation of materials on specialized themes.

- - - - -

The cost of the five-months course is \$6,250.- per participant. This covers tuition, supplies and books for the course, as well as housing and living allowances. Participants will be lodged in an attractive, centrally located apartment hotel.

C U R R I C U L U M

Two complete five-months courses will be given yearly. The 1976 terms will run from January 5 through May 28, and from July 5 through November 26.

INTERDISCIPLINARY SUBJECTS

Special approaches to mass communications materials

The use of simple, meaningful language and graphics to convey a message; addressing a specific audience; developing identification with the people to whom the message is directed.

(Artists & writers in joint sessions) 8 hours (*)

Subject & audience research

Basic guidelines for researching the cultural and socio-economic status of the audience and the subject with which materials to be produced will deal. Students will also be taught the effective use of research facilities and source materials.

(Artists & writers in joint sessions) 18 hours

Symbiotic relationship between text & art

Student writers and artists will work together, under the guidance of instructors in both disciplines, to learn to forge text and graphic design into a single, powerful communications tool.

(Artists & writers in joint sessions) 45 hours

Multimedia approaches

Writers and artists will work as close-knit teams in developing multimedia approaches for the delivery of specific messages. All available media will be considered, and those which are considered most appropriate will be woven into a coordinated campaign.

(Artists & writers in joint sessions) 20 hours

(*) Course hours per semester.

Evaluation of materials

Basic principles for testing materials at various stages, and after completion, to determine the relative effectiveness of different approaches. How to design a questionnaire for this purpose, interpret the results, and evaluate the finished product in terms of the recipients' comprehension and acceptance of the message.

(Artists & writers in joint sessions)

25 hours

ART INSTRUCTION

Figure drawing and anatomy

The essential basis for effective illustration. The student will draw from clothed and unclothed models. The sessions will be a mix of long and short action poses to allow the student to work in a variety of media, and learn the principles of sound draftmanship.

(Artists)

50 hours

Pictorial composition

The importance of composition in the over-all impact of an illustration. Basic rules of composition and exercises designed to develop the artists' awareness of, and effective use of, this essential element. How to compose scenes (background and people) so as to enhance the dramatic value of an illustration. Use of black and white and color values in composition.

(Artists)

40 hours

Studio skills

To enable the student to become adept in the use of new and traditional methods, materials and equipment in the preparation of artwork for reproduction.

(Artists)

20 hours

Pen & ink techniques

The mastery of this difficult and important art form will be the goal of these classes, in which the students will be encouraged to experiment with the basic techniques.

(Artists)

20 hours

Concept and use of color

We will explore with the students all the ways in which color can be used to heighten the effectiveness of printed and projected materials. The advantages and limitations of different techniques such as transparent water color, gouache, 3-M overlays, etc. will be taught.

(Artists)

40 hours

Wood & linoleum cuts

This art form which has been widely employed since the invention of the printing press, can be used to great effect in producing certain types of materials. The students will be taught to engrave the woodblock (or linoblock) to create illustrations in black and white or color.

(Artists)

12 hours

PRINT MATERIALS

Motivational and instructional booklets -- texts

Writing short, simple texts for booklets addressed to people of low reading ability. These materials will carry abundant illustrations, which the text will complement and supplement in order to achieve clearly understandable and effective messages.

(Writers)

80 hours

Non-verbal booklets

Artists and writers will, together, develop the story line and work out the graphic approach for booklets which will carry the message by means of the illustration alone. This procedure will also be used in creating some materials which, when finished, will include some (minimal) text, in order

to help the students work out clear, simple images and concepts.

(Artists: 18 hours
Writers: 20 hours)

38 hours

The art of the poster - Text

The student will be taught the art of writing short, pithy texts to form a perfect "marriage" with the design, in order to create a compelling message.

(Writers)

10 hours

The art of the poster - Design

Techniques for producing simple, strong, effective poster art, so that the message can be understood at a glance.

Dramatic use of color will be stressed.

(Artists)

12 hours

Typography

The use of type as a means of enhancing the effectiveness of both text and illustration. Students will be taught to choose appropriate type faces and sizes, and will be required to "cast" type from actual copy to fit specific layouts.

(Artists & writers in joint sessions)

10 hours

Booklet design

Aesthetic and meaningful integration of typography and illustration in a graphic concept which clarifies and reinforces the text.

(Artists)

40 hours

Graphic reproduction processes

The students will be taught to prepare artwork for all the different reproduction processes such as Offset, Letterpress, silk screen and multilith printing. Every phase, from layout to final reproduction by whatever process is most appropriate for the specific piece, will be covered. Visits to engraving and printing plants, where the students will be given an opportunity to closely observe, and in some cases participate in the working of modern graphic arts plants, will be arranged.

12 hours

Silkscreen process

The basis of silkscreen printing will be taught, with emphasis on the economy, simplicity and flexibility of this process, which is especially effective when used to produce posters or flipcharts in color. Stencilling processes will be taught -- hand painting, tusche, glue paper, cut film and photographic.

(Artists)

21 hours

Flipcharts

The requisite techniques for producing effective, easily understood captions and/or narrations for cassettes, and simple illustrations, for step-by-step instructional and motivational messages in this medium.

(Artists: 20 hours
Writers: 20 hours)

40 hours

AUDIO-VISUAL MATERIALS

Writing for radio

Students will be taught the special techniques of writing for radio. They will be given practical exercises in developing materials in the variety of forms which this medium permits: playlets, narration, spots, soap operas, etc.

(Writers)

40 hours

Filmstrips & slide films -- captions and story boards

The student writers will identify a problem to be addressed, develop the concept, write the story line and, together with the artists, create the story board and finished script.

(Artists & writers in joint sessions: 20 hours
Writers alone: 20 hours)

40 hours

Filmstrip and slide film production

The art of producing filmstrips and slide films. Preparation of story boards, special art techniques and materials, and photographic and lab requirements for artwork for this medium.

(Artists)

35 hours

Introduction to the animated film

The basics of this medium will be taught to both artists and writers to enable them to work together as a team in developing the concept, script and story board for animated films. (Artists & writers in joint sessions) 18 hours

Basics of animated film production

Simple and economical film animation techniques from story board to finished film. Innovative techniques will be taught as well as the limitations imposed by the photographic process. The importance of developing effective materials under a tight budget will be stressed. (Artists) 40 hours

Video tape programming

Video tape's special asset is the recording and playing back of spontaneous discussions among the participants. Conducting a successful session, however, does require planning, and a special approach designed to uncover feelings and ideas which will lead to each subject's better understanding and recognition of his own and others' situation and attitudes. The resulting tape can also be of great value in helping non-participants gain an understanding of the participants' views. Students will be taught how to outline and conduct sessions that will achieve this vital, communicative exchange. (Writers) 20 hours

Video tape production & techniques

The basics of video tape production will be taught after the students have had some training in elementary photography. Each student will be taught the use of the Sony Portapack, lighting and sound equipment. The special advantages of this medium as an instructional and motivational tool, and special techniques for setting up effective video tape sessions (physical setting and camera work) will be explored. (Artists & writers in joint sessions) 40 hours

Photography basics

A workshop course for both writers and artists, covering the basics of photography and photo reportage. It will involve a limited amount of darkroom work, which will be done in an off-premises lab. This will not be an advanced course, but will provide the students with a foundation upon which to build. The course instruction is designed to enable both artists and writers to use the camera capably as a visual data gathering tool. The artists, on the other hand, will also be taught the technique of photographic illustration.

(Artists & writers in joint sessions) 30 hours

DRAMATIC ARTS

Drama as an educational tool

The theatre has been a potent, persuasive force throughout the ages, and invites audience participation to an extraordinary degree. Our course is designed to impart to the student the necessary skills to develop simple playlets which will appeal to audiences of little formal education.

(Artists & writers in joint sessions: 40 hours
Writers alone: 10 hours) 50 hours

Puppetry

The unique values of this age-old art are gaining increased recognition in modern communications, as a result of renewed awareness of the great intensity and tremendous degree of identification with which audiences react to these appealing "actors." In order to avail ourselves of this unique medium as a vehicle for our messages, our student writers and artists will be taught all the basics of the art, from the writing of playlets to the making and operating of simple hand puppets.

(Artists & writers in joint sessions) 40 hours

MISCELLANEOUS

Games as a communications technique

The creation and development of games designed to involve the players (our audience) in the playing out of real life problems and situations within a game context. These games will be designed to offer alternative courses of action, which are played through to their logical conclusion.

(Artists: 20 hours
Writers: 20 hours)

40 hours

- - - - -

Supervised study periods have been scheduled, during which students will carry out individual assignments under the guidance and direction of their instructors.

In some instances, the time will be used for field trips, outside research and other ancillary activities related to the course instruction.

THOMAS J. FANNING

Founder and director of Information Materials Press, Mr. Fanning lived and worked for 14 years in Latin America, first as creative director of Berg y Cía., and later for J. Walter Thompson and as Vice President in Charge of the Buenos Aires office of Grant Advertising. The Grant offices in Santiago, Chile, and Rio de Janeiro and Sao Paulo, Brazil, were also under his direction. After two years in the latter position, he was named Executive Vice President of the firm's home office in Chicago, and Director of Latin American Activities.

In 1947, he left Grant Advertising to become Vice President of Marketing of Santiago Development Corporation, a food marketing firm based in New York, with interests throughout Latin America.

At the same time, he held the post of President of Trans-World Advertising, an agency wholly owned by S.D.C.

He founded Information Materials Press in 1951 for the purpose of producing materials for the mass market, with special emphasis on health education.

Throughout his career in Latin America, he emphasized the need to gear communications and advertising materials to a specific audience, by making them relevant to their socio-economic situation and attitudes. He had long been aware that the undereducated segment of the population could not be reached by means of conventional reading materials, and of the great need for materials which would be understood by and appeal to such an audience. It was therefore natural that his firm's primary efforts should be concerned with the production of messages designed to fill this vital need.

Almost 85 million of I.M.P.'s Spanish-language booklets have been distributed in Latin America, among them the more than thirty titles they created for the United States Information Agency.

In addition, they have created a large body of materials addressed to disadvantaged groups in the United States. These include brochures, filmstrips, games, coloring books and a 16-mm. color film.

I.M.P.'s publications have been extensively audience-tested, most notably in a survey recently completed by the Educational Policy Group of George Washington University in collaboration with Profamilia, a Colombian family planning organization. This study showed an overwhelmingly favorable reaction to the message contained in both publications -- "Dos Familias" and "Su Gran Error" -- which were the subjects of the test.

As a result of the unique reputation he has gained in his field, Mr. Fanning has, on a number of occasions, been engaged as a mass communications consultant by prestigious governmental and educational entities.

OMAR SERRITELLA

Graphic designer and illustrator as well as director, and producer, of short films and audiovisual presentations.

Mr. Serritella was born in Buenos Aires, Argentina, where for many years he worked as an independent producer of commercial and educational films. He has also worked at his specialty in Sao Paulo, Brazil.

He has received a number of awards at international film festivals, among them the International Experimental Film Festival (held in Argentina, in 1965) and the International Film Festival (in Berlin, 1966).

Since his arrival in the U.S., seven years ago, he has produced an impressive body of work in film animation, slides, filmstrips, etc., as well as illustrations for Spanish-language publications.

In addition to his work in the United States, he has on a number of occasions been invited to travel to Latin America to carry out special assignments in his specialty. His most recent assignment, in May of this year, was in Caracas, Venezuela, where he made four animated films at the invitation of a local film producer.

Throughout his career, he has been concerned with the training of younger artists. As a result, almost all his former disciples now occupy important positions as designers, or have become established as independent producers.

In 1973, he was invited by the Academy for Educational Development as part of an Information Materials Press team, to examine the Basic Village Education project in Guatemala, and make recommendations for the formation and operation of a graphic arts and audio-visual department for that program.

NORMA LOMBOY

Chilean dramatist and theatre arts professor, puppeteer, actress, radio and television director and author of educational books and articles.

Miss Lomboy has taught all aspects of theatre arts, at the University of Chile, and throughout that country, under the auspices of the University and the Ministry of Education.

She also scripted, directed and acted in an extensive series of radio and television programs.

On invitation from TOLA (Theatre of Latin America) to the U.S., she has, since 1973, taught a number of theatre arts courses at Cornell University as well as at other New York State schools. Miss Lomboy has evolved, and places special emphasis on, a concept of drama as an educational tool.

She is a graduate of the Instituto Pedagógico, Universidad de Chile, and of the Theatre Arts School of the same university. She also attended the Universidad Nacional Autónoma de México and the Instituto Nacional de Bellas Artes, México.

LASZLO MATULAY

Mr. Matulay is an internationally known painter, illustrator, poster artist, printmaker and teacher as well as award winning designer and illustrator of 40 books. (His illustrated Bible Book for Children, Lion Press, New York, has to date sold well over a million copies.)

He has for the past several years specialized (though not exclusively), in the illustration of picture-narrative Spanish-language booklets designed for the mass audience and published by Information Materials Press/Editorial Dos Mundos. These mass communications materials have been widely acclaimed for their uniquely appealing and empathetic qualities. An extensive survey was conducted by George Washington University in collaboration with Profamilia, a Colombian family planning organization, on the effectiveness of two of these booklets, "Dos Familias" and "Su Gran Error." This study demonstrated the extraordinary effectiveness of these publications in interesting and motivating their readers.

A U.S. citizen since 1943, Mr. Matulay was born and educated in Vienna, and is a graduate of the Hochschule fur Kunst Gewerke. He has taught Life Drawing at Design Laboratory (Bauhaus) in New York, and has been a featured lecturer at a number of colleges and universities as well as many elementary and secondary schools.

His work is included in national collections, such as the Museum of Modern Art, as well as in many private collections. Mr. Matulay reads and speaks fluent Spanish.

SERGIO M. GARCIA

A successful commercial artist, art teacher and writer in his native Chile, before coming to this country in 1961, Mr. Garcia worked for eight years as Art Director of "La Nación," in Santiago, produced a daily continuity strip for that paper, wrote sports features and historical articles and designed and illustrated children's books. He also did illustrations for encyclopedias and created a number of filmstrips, TV sports & flip charts.

His career output in this country reflects the same versatility of approach. Working both free-lance and on staff positions, he illustrated children's books, created materials for a series of educational programs for high school students, created TV storyboards and point-of-purchase materials, produced a daily newspaper strip, and designed and illustrated mass communications materials, among other activities.

Mr. Garcia is a graduate of the Colegio Episcopal, San Rafael, Chile, and attended the School of Fine Arts in Santiago.

MARUZA FERNANDEZ

Born in the U.S. of Mexican parentage, Miss Fernandez is a versatile specialist in the development of educational multimedia materials in the fields of Health and Nutrition.

She has originated and worked as a creative consultant on a number of projects dealing with these subjects and as a writer in the preparation of television materials on nutrition.

In 1972, Miss Fernandez participated as a consultant in the IX International Nutrition Conference in Mexico City as well as in a scientific symposium which took place in that city during the same year.

In late 1974, she was engaged to work as a communications consultant for US/AID, in Chile. Her responsibilities in that assignment included the management of a feasibility study for a multimedia campaign to promote breastfeeding, designing a pilot project for such a campaign, and preparing a cost-benefit effectiveness study and research design to assess resultant changes in knowledge, attitudes and behavior.

Miss Fernandez received her B.A. from the University of California at Berkeley and her Masters degree from Teachers College, Columbia University in New York.

She is also an accomplished photographer, an important asset for a communications specialist.

DORINDA LEE HOARTY

Presently an independent portable video producer and president of her own company, Video Contact, Miss Hoarty has worked in all phases of video production, including filming, directing, editing, as Assistant Producer, as consultant and conducting workshops on the subject.

Among the great variety of video-tape projects in which she has participated are: 2 conferences on Women in Politics (Director); taping the first annual Amnesty International Conference (Director) and a psychological study, "The Girl with Possibilities" (Co-director).

Under a contract with US/AID she took part in a two-week workshop in Jamaica, West Indies in which she taught all aspects of portable video production and participated in taping several films on groups such as sugar workers, the National Youth Service and the National Literacy Board. She is keenly aware of and knowledgeable about the possibilities of video-tape as a teaching tool and of its value as a means of promoting the exchange of ideas and bringing out people's ability to express themselves and formulate ideas regarding a subject.

Miss Hoarty attended the Università per Stranieri, Florence, Italy, as a language major and the University of Toledo, in Ohio, as a philosophy major. She studied studio production techniques at the RCA Institute in New York City.

THE TRADITIONAL GUAYMI DECISION-MAKING PROCESS

by Philip D. Young and John R. Bort

The key components in the traditional Guaymí decision-making process are compromise and consensus. Overt verbal conflicts are judiciously avoided in forums of open discussion in which any member of a particular social, political, or community group has the right to participate and present an opinion. Differences of opinion are resolved, or at least an effort is made to resolve differences, in informal discussions between individuals in the interim between open meetings. The modus operandum is gentle persuasion rather than open confrontation. Majority rule is still an alien concept to most Guaymí. It should be noted, however, that exceptions to these statements are becoming more frequent in the case of young men who sometimes violate the above points of procedure in open meetings, much to the consternation of the older generation. Departures from accepted traditional procedures seem to create a great deal of tension among the older and/or more traditionally oriented people present (but it should be further noted that this last statement is only an impression).

The procedure for arriving at a decision regarding any particular issue is in general as follows. At the first meeting at which a particular issue or idea is introduced, only a brief discussion will ensue and no action will be taken (with the exception of minor or trivial issues about which it is immediately evident that there is general accord). Prior to the following

meeting of the group the issue will be discussed in an informal fashion between individuals during either casual or deliberate encounters. In the case of the latter, the proponent of an issue will use techniques of gentle persuasion in an attempt to win over to his point of view any who oppose his ideas. If a general accord has been reached in this informal fashion prior to the next meeting of the group, then the idea will be accepted or the issue resolved at the next formal group meeting. A proponent will simply present a proposal to accept. There will be some expressions of agreement on the part of others present, but never any vocal disagreement. The proposal is then considered to be accepted by the group. No formal vote is taken. Precisely for this reason it is often difficult for an outside observer to come to the realization that an agreement has been reached and accepted by the group as a whole.

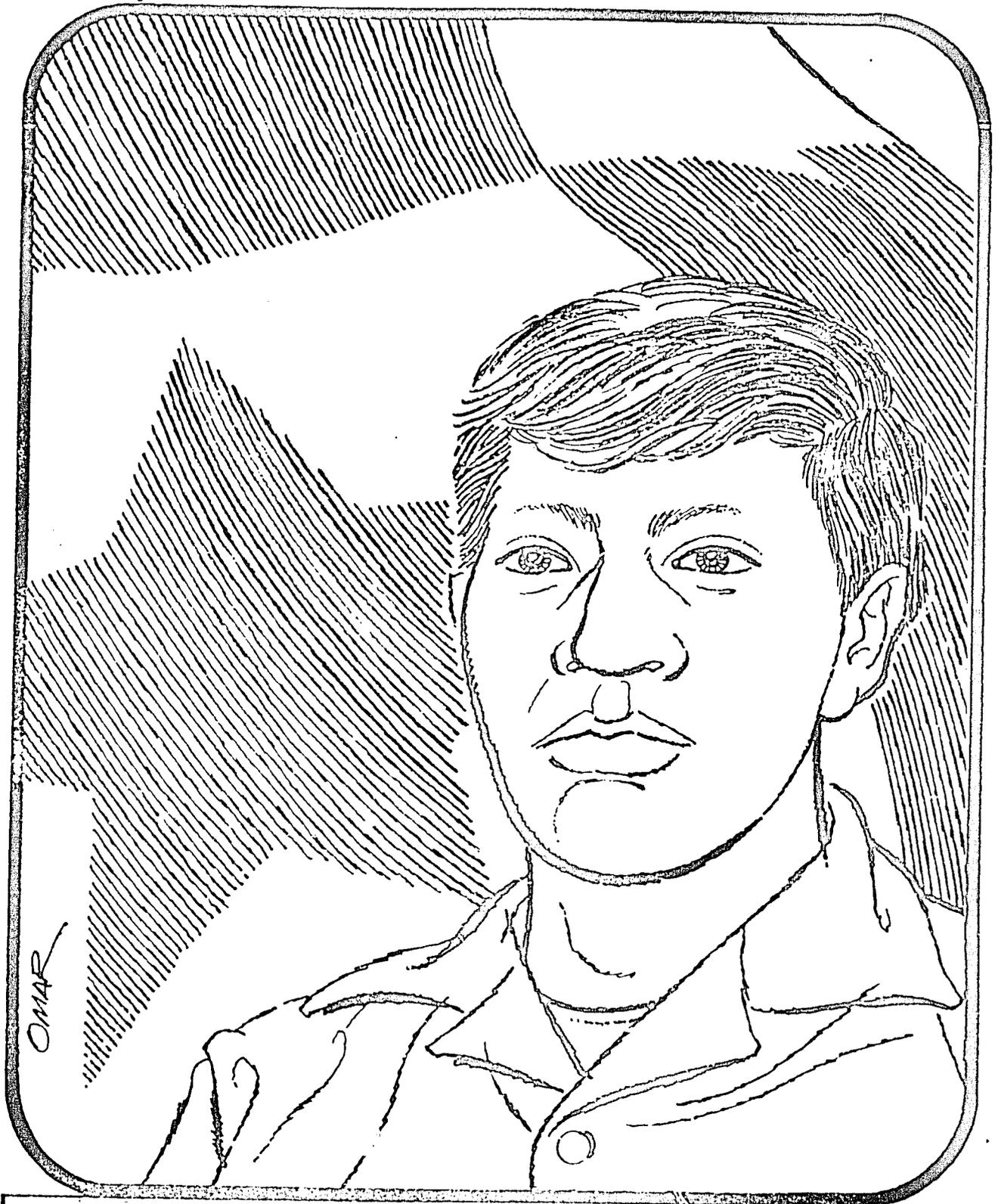
In the event of continuing lack of agreement, there will ensue formal discussions of the issue at several successive meetings, accompanied by informal discussions between meetings. Such formal and informal discussions may continue over a period of several months. Throughout this process no formal vote is ever taken to determine if there exists majority approval or disapproval. If, after several months, it becomes evident that no significant progress is being made toward a compromise agreeable to all, then the matter is quietly dropped with nothing further being said about the issue at future meetings. Again, it is difficult for an out-

sider to grasp the fact that anything at all has happened when in fact a decision by consensus has been made--a decision not to decide.

Certain points regarding comportment and behavior during open meetings should also be noted. Throughout meeting discussions direct confrontations between protagonists are judiciously avoided. Another man or his ideas are never overtly and directly attacked (although it is the case that thinly veiled dissent is occasionally apparent). Usually the strongest position taken in verbal discourse is a description of the advantages of one idea over another with considerable care being taken to omit any direct reference to the advocate of either idea. Even direct comparisons of ideas are avoided by the more skillful speakers among the Guaymí who stress their own positions and only imply the existence of weaknesses or disadvantages in the positions taken by others.

An analysis of Guaymí procedures for arriving at a concensus leads to two major conclusions of relevance to development and change agents and others who may by seeking insight regarding processes of conflict and change that have been set in motion and will, in all likelihood, continue to accelerate as the Guaymí are increasingly confronted with the need to deal directly with the modern world and adapt to it. These conclusions, although fairly obvious, are of considerable importance to an understanding of some of the sources of difficulty confronting Guaymí adaptation:

(1) The traditional Guaymí decision-making process is not well adapted to dealing with situations of sharp conflict; (2) traditional Guaymí procedures for arriving at consensus are not well adapted to tight or restricted time schedules.



LOS MAESTROS
VOLUNTARIOS
GUAYMIES

Nota de Trabajo # 1
por BASILIO OTTEY

"Somos nosotros los que tenemos que entender a los Indígenas. Porque ellos son los primitivos habitantes de este País"

"...el Indio no va a ser explotado más. Pero para esto se requiere que ustedes también me hagan una promesa: Que no se dejen explotar, porque cuando a uno lo explotan es por que uno se deja explotar"

"...el Gobierno adquirió el compromiso de ayudarlos con lo que ustedes piden y ustedes adquirieron el compromiso de organizarse y de trabajar en grupo y ordenadamente"

General OMAR TORRIJOS HERRERA

LOS MAESTROS VOLUNTARIOS GUAYMIES
por Basilio Ottey

Notas de Trabajo / # 1
Transcripción de una grabación efectuada por el Sr. Ottey

Los Maestros Voluntarios son un grupo de jóvenes que surgieron en base a una necesidad de las Comunidades. Esta agrupación comenzó entre los años 1965 a 1967. Yo, por lo menos, llevo 9 años al frente de la misma. Había una urgencia de maestros en las zonas guaymies.

A pesar de tantos maestros latinos graduados ellos no estaban en posición de poder cumplir a cabalidad sus funciones como educadores dentro de las zonas indígenas. Porque el ambiente no les favorecía y estaban acostumbrados a tener todos los medios adecuados para poder trabajar con la gente. Los alimentos que ingerían estos señores no les eran propicios o no lo eran de una forma que ellos querían. Además, en cuanto a responsabilidades de clases, ellos jamás cumplieron con su deber como maestros y nunca cumplieron con las horas de trabajo como es debido.

Podemos tener en mente que estos señores trabajaban tres días a la semana y el resto se la pasan en reuniones o viajando a cada rato para las Inspecciones para ir a buscar cheques. Esto quiere decir, que fuera de que una maestra o un maestro podían tener una relación muy amigable que a la larga terminaba en relación amorosa. Esto no era una forma, digamos, de tener en cuenta a los muchachos, sino que se hacía en forma abierta, cosa que para los muchachos, dentro de la Nación Guaymí, este aspecto jamás acontece.

Todas estas anomalías hacen que los Maestros Voluntarios Guaymies surjan. Por la deficiencia de los educadores latinos, las irresponsabilidades de ellos, los acomodamientos, la diferencia de alimentación, las distancias que deben recorrer en nuestras zonas. Ahora bien, ellos trabajaban solamente o trabajan solamente con el interés de obtener un sueldo. No les importaba si los niños aprendían o no, no les importaba si los niños estaban bien alimentados. Solamente llegaban, dictaban sus horas de clases y luego se iban a las casas donde residían.

Viendo todas estas fases, recuerdo muy bien que en el año 1968 había tres muchachos que trabajaban como Maestros Voluntarios. Tenían ya de tres a cuatro años de estar luchando solos y comencé a impulsarlos y ví la realidad de que hacían falta más. Me uní a ellos y me puse al frente del movimiento. De esto surge una agrupación de aproximadamente catorce muchachos. Por primera vez el 7 de febrero de 1968 nos reunimos en la comunidad de Coglá para plantear y ubicar nuestra posición ante los maestros latinos graduados, porque bien sabíamos que no estábamos preparados para poder enseñar y bien sabíamos que íbamos a ser perseguidos, encarcelados e injuriados en todo aspecto y sabíamos que no íbamos a gozar de las

simpatías de los supervisores y los inspectores de zona. Por lo tanto, se dio unificamos nuestro criterio y dijimos: Hasta el fin, hasta la muerte. Nos uniremos y combatiremos.

Siguió el movimiento que impulsé. Comencé a concientizar a las comunidades sobre la falta de educación. Luego la gente, no consciente de lo que es educación, dijeron que ya habían tenido amargas experiencias de aquellos maestros, pero les toqué el punto de vista de que ya no era un maestro latino que había de ir, sino que eran nuestros propios hermanos que habían de ayudar a nuestras comunidades. Luego, ellos simpatizaron mucho con esa idea y comenzaron a apoyarnos. Comenzaron a hacer escuelas con las propias comunidades. En una humilde y sencilla forma hicieron horcones, hicieron casas para maestros y escuelas. Los pupitres eran una banqueta larga de balsa, que se formaba como una tableta y encima de esto los muchachos escribían. Para tableros se usaban cueros de vaca y se usaba carbón como si fuera tiza.

Mientras esto acontecía en las zonas indígenas, vine al Ministerio de Educación para buscar apoyo de parte de ellos aquí en Panamá. Pero jamás se me brindó apoyo en esto. Busqué ayuda en todos lados y no la obtuve. Pero esto no me desanimó. No pude continuar con los señores de aquí del Ministerio, sino, que con la fuerza de nosotros mismos comenzamos a movilizarnos. A la vez el Cacique concientizó a la gente de que había ya un Coordinador delante de todo este movimiento. Entonces la gente comenzó a buscar más elementos. Se comenzó a planear la forma en que se iba a estudiar. Ahora, a estos jóvenes que solamente habían podido ir hasta sexto grado, se les prometió que se buscaría una forma de que el Ministerio pudiera darles una capacitación o formación docente para que así ellos fueran a enseñar en las comunidades, y estuvieran mejor preparados en cuanto a conocimientos, para así transmitirlo a los niños. Con este ideal, entonces los muchachos llegaron a una cantidad de treinta y dos que actuaban en las diversas comunidades. Estos eran solamente de Chiriquí.

Pero recuerdo bien que pensé en una forma de cómo hacer para enlazar esto con el Ministerio de Educación. En la época cuando estaba el Ministro Guillermo Aizpú éste se negó rotundamente a darnos apoyo. Al contrario, nos llamó la atención diciendo que esto era una cosa anormal, lo que estábamos haciendo nosotros. Pero esto no me desalentó, sino que me dió más ánimo para trabajar y continuar el movimiento.

Y continuamos hasta el año de 1971. Recuerdo que en ese entonces, hice un viaje a Panamá y hablé con el señor Ministro Lic. Manuel Albino Moreno, para invitarlo a una reunión para que se percatara de la situación que atravesábamos en esos momentos. Aceptó el Sr. Ministro que nosotros nos reuniéramos y él iba a ir a esa reunión. El día 7 de agosto de 1971 convocamos la reunión en Olá, Corregimiento de Nancito, Distrito de Remedios. El Sr. Ministro llegó ese día juntamente con todo su personal y escuchó muy atentamente las peticiones, las solicitudes de nosotros, y él vió que eran razonables los planteamientos que le estábamos haciendo. En ese entonces, los inspectores más feroces que estaban peleando contra nosotros eran Italo Antinori y Fidel Santamaría, quienes eran los inspectores de las zonas 13 y 14 de esos distritos. Pues ese día cuando se a-

proximó el Sr. Ministro a la reunión, y dado que al Sr. Antinori le faltaban unos cuantos meses para jubilarse, el Sr. Ministro, para demostrar su apoyo a este programa, inmediatamente dió por jubilado al Sr. Antinori y en su afán por ayudarnos, nombró inmediatamente a diecisiete muchachos. A pesar de que era una agrupación de 32 sólo se nombró a esos 17 porque en esos precisos momentos no se encontraban los otros presentes. Se continuó y se nombró un Coordinador al frente de esa agrupación.

Se comenzó a impulsar el Programa y se llevó como una meta para el pueblo Guaymí. Un sentir de alegría, porque ya contaba con todo el apoyo del Gobierno Nacional, Pero, sin embargo, a través del tiempo el Coordinador que era el compañero Lorenzo Rivera no pudo lograr la simpatía de todos debido a que los ideales de él eran al estilo, o en la forma de pensar de un individuo del Occidente. No podía acoplarse jamás a la forma de pensar del indio. El no tenía una mentalidad tradicional, cosa que trajo una división por el mal entendimiento. Jamás hubo una comprensión entre los dos grupos que se formaron. Luego, el Coordinador trató de reajustar todo el programa, pero ya no había esperanzas ya que no había ningún Maestro Voluntario trabajando en las diversas zonas.

Los muchachos, conscientes de que yo conocía este Movimiento, se aproximaron y me preguntaron qué era lo que iban a hacer. Pues, no me quedó otra cosa que buscar a los Caciques de las tres Provincias, para así poder hacer una reunión. Hicimos la reunión y en esto llegamos a un acuerdo: deberíamos llamar al General Omar Torrijos.

Lo hicimos. Nos apersonamos al Cuartel de la Quinta Zona. Nos acercamos al Mayor Thurber, quien estaba de Jefe en esos momentos. El nos atendió muy bien y nos preguntó qué era lo que queríamos. Le expusimos nuestros puntos de vista para que llamara al General. En un buen gesto de su parte, él llamó al General citándolo para el día 25 de agosto de 1973. El General dijo: "Estaré con ustedes allá". Pues bien, llegó el día y el General, después de oír las inquietudes y todos los planteamientos, comenzó una nueva etapa diciendo: "Uds. tendrán todo mi apoyo. Uds. tendrán un Seminario por seis años mediante el cual tendrán un crédito que sirva para Maestros Primarios. Segundo: a Uds. los vamos a reconocer y, dentro de estos dos meses, párenme la escuela que vamos a iniciar la primera etapa del Seminario". Así, complacidos de esto, aplaudimos con júbilo el pronunciamiento del General.

Luego, este programa del Seminario quedó a cargo de, en aquel entonces, Coordinador de la Unidad Descentralizada de Chiriquí, el Dr. Diógenes Cedeño Cenci y el Profesor Ramón Izos, quien era el Director Provincial de Chiriquí. Asumieron la responsabilidad estos señores. Hicieron un mecanismo para comenzar el Seminario. El Seminario se dictó por dos meses en Alanje.

Luego de esto, terminado el Seminario, en la frontera, allá en Sereño, el General mismo dió un certificado de reconocimiento a los muchachos. A cada uno de los participantes que había estado en ese Seminario. Luego, el General prometió nombrar cien muchachos como Maestros Voluntarios con un subsidio de B/70.00 y prometió pagar el año anterior o sea el año 1972. Hasta el momento, no hemos podido obtener esa meta o ese querer del General.

No sabemos si ese pronunciamiento del General llegó al Ministerio de Educación, pero jamás hemos obtenido esa ayuda. Ni una palabra de parte del Ministerio. A veces, la Unidad Descentralizada de Chiriquí dice que todo depende del Ministerio, y éste nos dice que todo depende de la Unidad. Así que estamos entre dos cosas. Estamos ambulantes, no sabemos a dónde vamos a ir.

La meta de estos Maestros Voluntarios es la de obtener un crédito para Maestros de Enseñanza Primaria y luego ser reconocidos como Maestros y, además, lograr que se oficialicen las escuelas en las que actualmente están enseñando.

Por qué? Porque han podido comprender, a través de esta dura lucha, que la Nación Guaymí, con su forma de ser arisca, debe continuar la lucha hasta lograr la conquista de sus derechos.

Si las autoridades no comprenden nuestros problemas y necesidades, entonces, cuando quieran hacer proyectos o programas para nuestro pueblo, los Guaymíes los recibirán con indiferencia. La gente ya no cree en tantas promesas y sabemos que si nosotros los Guaymíes, no tenemos participación con todo tipo de planificación y, específicamente en este caso, los Maestros Guaymíes no son reconocidos, entonces los Guaymíes no podrán colaborar con entusiasmo porque dirán: otra vez. Es una promesa más.

Pero todavía tenemos fé y confianza en el Gobierno y en el Ministerio de Educación. Todavía confiamos en que nuestra voz será escuchada y se dará participación a nuestros dirigentes. Debemos tener la oportunidad de opinar y de que nuestras recomendaciones a favor de nuestro pueblo, sean escuchadas por las autoridades. Nosotros no tenemos solamente la actitud de pedir cosas al Gobierno. Por eso queremos que los Maestros Voluntarios sean reconocidos, para que trabajen y enseñen a su mismo pueblo. Porque el pueblo Guaymí, con una mejor educación podrá trabajar mejor para hacer un Panamá más grande. Y yo creo que pedirle al Ministerio que nos reconozca a los Maestros Voluntarios, para que estos puedan mejorar la educación de su pueblo, no es mucho pedir.

Si no tuviéramos deseos de superarnos y no quisiéramos una mejor educación para nuestro pueblo y si nos conformáramos con nuestro destino actual, entonces, no estaríamos luchando por tanto tiempo hasta el presente.

Hasta ahora, el Ministerio nos ha dado pocas oportunidades de dialogar con tiempo y cuando se sientan a hablar con nosotros, las reuniones siempre se interrumpen por una cosa u otra, justo cuando tenemos cosas importantes para decir. Siempre nos quedamos con las ganas de poder plantear todos nuestros problemas. Un día porque tienen que irse a otro lado, otro día porque necesitan la sala de conferencias. Y así siempre.

Ahora, yo como individuo, opino que esto es absurdo. Por qué? Porque siempre se presta más atención a los campesinos que a los indígenas.

Es cierto que se puede decir que hay Honorables Representantes Indígenas. Ellos son 45. Pero sabemos que no luchan duramente ante las autoridades del país para hacer oír la voz del pueblo Guaymí. Y es mentira

que ellos se sientan en una Mesa Redonda con Ministros, Directores o Supervisores para aclarar, paso a paso, lo que planean hacer los Ministerios en nuestras zonas.

Dá igual forma; podemos ver que hay algunos proyectos que se han hecho en nuestras zonas y que no han tenido resultados positivos debido a la poca comunicación, poca coordinación y poca participación que ha podido tener el Guaymí. Y no sólo los Guaymíes sino también los grupos Teribes, que son los hermanos más olvidados y a los cuales nosotros estamos ayudando con los pocos medios que tenemos. Nos asociamos con ellos para que ellos también tengan participación en Programas. A ellos nadie los menciona en el país, pero, para nosotros, ellos son como Guaymíes también ya que viven en territorio Guaymí.

Es así que, con esto de los Maestros Voluntarios, el pueblo Guaymí se ha establecido una meta, una bandera de lucha. Ha podido formar y dar una buena organización y conciencia a un grupo de jóvenes guaymíes. Y esto no ha sido por milagro de Dios, sino porque nuestro pueblo tiene el razonamiento de que necesita con mucha urgencia una mejor educación.

Esta organización de Maestros Voluntarios la hemos ofrecido al Ministerio de Educación para que ellos nos presten asesoramiento, ayuda técnica y todo lo necesario para seguir adelante con esta obra. Podemos decir que estos jóvenes esperan que los funcionarios del Ministerio de Educación les den la oportunidad para continuar su obra.

ATTACHMENT No. 8

Plan Guaymí Non-Formal Education Project: What Should be Evaluated
and How to Proceed

A Technical Paper Prepared at the Request
of the Inter-American Literacy Foundation

by Henry T. Ingle

Research-Evaluation Consultant

January, 1976

Draft Copy: For Internal Project
Staff Distribution. Not for Publica-
tion or Quotation.

TABLE OF CONTENTS

	Page
Introduction and Overview.....	1
Guaymi-Project Description and Characteristics.....	3
Audience.....	4
Project.....	4
Objectives and Goals.....	5
Influence of Project, Objectives and Audience Character- istics on Evaluation.....	9
General Concerns.....	9
A Participatory Research Approach.....	12
Types of Evaluation Required.....	17
I. Planning Research.....	19
A. Review of Existing Documents.....	20
B. Biographical Audience Profiles.....	22
C. Expert Panel/Knowledgeable Individuals.....	22
II. Formative Evaluation.....	24
A. Expert Appraisal.....	27
1. Technical Review.....	29
2. Instructional Review.....	30
B. Developmental Testing on Target Audience.....	32
1. Initial Developmental Testing.....	34
2. Quantitative Developmental Testing.....	37
3. Total-package Testing.....	39
III. Summative Evaluation.....	40
A. Effort Expended and Received.....	43
B. Effectiveness of the Project.....	44
C. Efficiency.....	45
D. Impact on Target Population.....	49
E. Process of Project's Achievement.....	52
Educational Environment.....	52
Administrative Environment.....	55
Political Environment.....	57
Instructional Materials and Summative Evaluation.....	59
Internal Validation.....	60
Transfer Validation.....	60
Payoff Validation.....	60
Selection of Evaluation Design.....	61
Constructing Testing Instruments.....	66
1. Input Measures.....	67
2. Process Measures.....	67
3. Output Measures.....	69

TABLE OF CONTENTS, p. 2.

	Page
Summary Comments on Types of Evaluation.....	68
Constraints to Evaluation Effort.....	72
Research Evaluation Activities: Short Term Work Plan.....	77
Appendices.....	79
1. Bibliography on Guaymí.....	79
2. Sample Book Review Form.....	83
3. Research References.....	85



Department of State

TELEGRAM

UNCLASSIFIED 3249

PAGE 01 PANAMA 06449 161907Z

7
Net

15
ACTION AID-27

LD

INFO OCT-01 1021 W

020819

161900Z SEP 76
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 9119

INE

UNCLAS PANAMA 5449

1-2

AID-27

1/11

REF: 11652: N/A
SUBJECT: RVO/DRG IALF NON-FORMAL EDUCATION

1/10

REF: STATE 217930

1/10

PURSUANT TO PARAGRAPH 4 REFTEL REQUEST MRSD ASSISTANCE
IN SEEING THAT THE TIME-PHASED IMPLEMENTATION PLAN AND
BUDGET COMPLY WITH EDUCATION SECTOR AUDIT RECOMMENDATIONS
26, 28, 29 AND 30.
JORDEN

1/10

Jim Smith 22370



Department of State

TELEGRAM

M

UNCLASSIFIED 8574

A-MRSD

DR

D

LGL

LA

1976 JUL 31 AM 11 56

PAGE 01

PANAMA 05235 01 OF 02 281415Z

ACTION AID-31

INFO OCT-01 IGA-02 /034 W

045229

R 072146Z JUL 76
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 8580

UNCLAS SECTION 1 OF 2 PANAMA 5235

AIDAC

FO 11652: N/A
SUBJECT: PVO/OPG IALF NON-FORMAL EDUCATION

REF: A. STATE 157211, B. STATE 172377

1. MISSION RECEIVED A COPY OF IALF - MOE AGREEMENT ON 14 JULY. SPANISH VERSION MAILED TO PAUL BELL. FOLLOWING IS ENGLISH TRANSLATION OF TEXT AGREEMENT. AGREEMENTS BETWEEN THE MINISTRY OF EDUCATION OF THE REPUBLIC OF PANAMA AND THE INTER-AMERICAN LITERACY FOUNDATION -- THE MINISTRY OF EDUCATION OF THE REPUBLIC OF PANAMA AND THE INTER-AMERICAN LITERACY FOUNDATION CONSIDERING:

1. THAT THE GOVERNMENT OF THE REPUBLIC OF PANAMA HAS INITIATED A TRAINING PROJECT FOR THE GUAYMI POPULATION WITH THE PURPOSE OF ENCOURAGING THE DEVELOPMENT OF COMMUNITIES THROUGH THE CREATION OF THEIR OWN LEADERS.

2. THAT FOR THIS PURPOSE THE MINISTRY OF EDUCATION HAS ESTABLISHED AN AGREEMENT WITH THE INTER-AMERICAN LITERACY FOUNDATION WHERE THIS LAST ENTITY PROMISES TO CONTRIBUTE WITH FINANCIAL AND TECHNICAL RESOURCES.

IT IS RESOLVED:

1. THE MINISTRY OF EDUCATION WILL SET UP THE POLICY AS TO THE PLANNING, PROGRAMMING, MANAGEMENT, EXECUTION, SUPERVISION AND EVALUATION OF THE PROGRAM.

UNCLASSIFIED

93

LA
WFO
H-3-3
HHA
SHA
PVC
DOC
D
L
SCLA
SOPD
SPL



RECEIVED

UNCLASSIFIED

CASE #2

PANAMA 05235 01 OF 02 281415Z

2. THE PARTICIPATION OF THE INTER-AMERICAN LITERACY FOUNDATION WILL BE CHANNLED THROUGH THE REGULAR STRUCTURE OF THE MINISTRY OF EDUCATION IN THE FOLLOWING MANNER:

- A) THE FINANCIAL ASPECT THROUGH THE DIRECTORATE OF ADMINISTRATION AND FINANCE.
- B) THE PRODUCTION OF GRAPHIC AND AUDIO-VISUAL MATERIALS WILL BE ELABORATED BASED ON ORIENTATION FROM THE NATIONAL DIRECTORATE FOR CURRICULUM AND EDUCATIONAL TECHNOLOGY.
- C) THE TECHNICAL ADVISORY FOR THE EXECUTION OF THE PROJECT WILL BE CHANNLED THROUGH THE NATIONAL DIRECTORATE FOR LITERACY AND ADULT EDUCATION.
- D) EVALUATION WILL BE CONDUCTED JOINTLY BY THE MINISTRY OF EDUCATION AND THE FOUNDATION.

3.-A SPACE WILL BE ASSIGNED IN THE MINISTRY OF EDUCATION FOR THE FOUNDATION'S OFFICIALS TO ASSURE CLOSE COLLABORATION.

4.-THE FOUNDATION PROMISES TO FINANCE SCHOLARSHIPS FOR SHORT-TERM STUDIES, TO THE GREATEST NUMBER OF INSTRUCTORS POSSIBLE IN THE FOLLOWING CENTERS: ACPO IN SUTATENZA, COLOMBIA, AND CEMA IN QUITO, ECUADOR.

5.-THE FOUNDATION PROMISES TO FINANCE SPECIAL TRAINING FOR VOLUNTEER TEACHERS WHO HAVE NOT BEEN OFFICIALLY APPOINTED AS TEACHERS, WHO SHOW SPECIAL ABILITIES, INCLUDING LEADERSHIP, PREFERABLE IN THE FOLLOWING FIELDS: HEALTH, CONSTRUCTION, AGRICULTURE, COMMUNITY DEVELOPMENT, NUTRITION, AND SMALL INDUSTRIES.

6.-THE ACTION PLAN FOR THE PERIOD OF JULY 1ST, 1976 AND JUNE 30, 1977 AIRPOUCHED.

ISSUED IN PANAMA THE 9TH DAY OF JULY, 1976.

DR. ARISTIDES ROYO
MINISTER OF EDUCATION

JACK HODO VAUGHN
PRESIDENT OF THE

UNCLASSIFIED

23

UNCLASSIFIED

PAGE 03

PANAMA 05235 01 OF 02 281415Z

DIRECTORATE INTER-AMERICAN
LITERACY FOUNDATION

(SIGNED)

(SIGNED)

2. IN FY 77 CONGRESSIONAL PLAN GUAYMI IS SHOWN AS A REGIONAL PROJECT BEGINNING IN TQ. THEREFORE, ASSUME THAT PRINCIPAL MONITORING RESPONSIBILITIES AS WELL AS PROGRAM DOCUMENTATION WILL BE DONE BY AID/W AND THAT THERE WILL BE NO FURTHER ALLOTMENTS TO MISSION.

3. PER REF A, MISSION IS TO TAKE RESPONSIBILITY FOR MONITORING PROJECT PROGRESS TOWARDS ACCOMPLISHING OBJECTIVES SET FORTH IN THE PROG AND GRANT. THIS RAISES CERTAIN CONCERNS AND QUESTIONS FROM BOTH PROGRAMATIC AND FINANCIAL MONITORING ASPECTS.

4. USAID HAS NOT BEEN, AND IS NOT NOW IN A POSITION TO ASSUME RESPONSIBILITY FOR MONITORING PROJECT FINANCES, SINCE MUCH OF GRANT HAS BEEN FOR EXPENDITURES IN WASHINGTON (FORMERLY NEW YORK) HEADQUARTERS OF FOUNDATION AND APPROPRIATENESS DETERMINED BY AID/W POLICIES VIS-A-VIS PVO'S. DISBURSEMENTS ARE MADE IN AID/W. MISSION DOES NOT KNOW, ON A CURRENT BASIS, HOW MUCH MONEY HAS BEEN EXPENDED UNDER THIS GRANT. THE PROJECT IS ALREADY WELL-ADVANCED FROM A POINT OF VIEW OF TIME AND MONEY SPENT BUT VERY LIMITED PROGRESS HAS BEEN MADE TOWARD REALIZING PROJECT OBJECTIVES. LACK OF PROGRESS HAS BEEN IN PART DUE TO PROBLEMS OF A POLITICAL NATURE. MISSION IS NOT IN A POSITION TO ACCOUNT FOR THE APPARENTLY DISPROPORTIONATE HALF EXPENDITURES SINCE A LARGE PORTION OF THESE EXPENDITURES HAVE BEEN FOR STATESIDE OPERATIONS AND INTERNATIONAL TRAVEL.

UNCLASSIFIED

23



UNCLASSIFIED 8572

PAGE 01 PANAMA 05235 02 OF 02 2814522

45L

ACTION AID-31

INFO OCT-01 IGA-02 /034 W

045593

R 072146Z JUL 76
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 8581

UNCLAS SECTION 2 OF 2 PANAMA 5235

AIDAC

5. MISSION SUGGESTS THAT AID/W AND IALF PREPARE A TIME-PHASED DOCUMENT RELATING PROJECT FUNDING TO THE ACTIVITIES OUTLINED IN THE ABOVE IALF-MOE AGREEMENT. GRANT AGREEMENT MAY NEED TO BE AMENDED TO MORE ACCURATELY REFLECT THIS REVISED PLAN. MISSION DOES NOT FEEL OBLIGATION OF TO FUNDS JUSTIFIED FOR OTHER THAN CLEARLY APPROPRIATE EXPENDITURES IN PANAMA UNTIL REVISED PLAN RECEIVED AND APPROVED. BELIEVE UNDER CURRENT CIRCUMSTANCES AID/W JS IN BEST POSITION TO ASSUME THIS RESPONSIBILITY.

6. EXTENT OF MISSION MONITORING RESPONSIBILITIES AND OF IALF OBLIGATION TO INFORM MISSION NEED TO BE CLARIFIED IN LIGHT OF AID PVO POLICIES AND PROJECT HISTORY.

7. IMPLEMENTATION MONITORING COULD RANGE FROM (A) CLOSE AND EXTENSIVE MONITORING OF INPUTS, OUTPUTS AND RESULTS, TO (B) COMMENTING TO AID/W ON FOUNDATION REPORTS, FORMAL AND INFORMAL, AND PASSING ON OTHER PERTINENT INFORMATION BROUGHT TO OUR ATTENTION. IN BETWEEN THESE POSSIBILITIES ARE SUCH OTHERS AS : (C) CONSULTING WITH FOUNDATION ON PROJECT STRATEGY; (D) SPOT CHECKING REPORTS, INPUTS, AND RESULT TO

FORM JUDGEMENT AS TO RELIABILITY OF REPORTING.

8. GIVEN PVO POLICY AND NATURE OF RELATIONSHIP

UNCLASSIFIED



Department of State

TELEGRAM

UNCLASSIFIED

PAGE 02

PANAMA 05235 02 OF 02 281452Z

BETWEEN AID/W, FOUNDATION AND MISSION WITH RESPECT TO THIS PROJECT. WE WOULD PREFER THAT AID/W ASSUME MANAGEMENT OF PROJECT AS SOON AS POSSIBLE AND THAT MISSION MONITORING RESPONSIBILITIES BE LIMITED TO SIMPLEST FORM OF REPORTING DESCRIBED IN ALTERNATIVE (B) ABOVE.

9. IF WE ARE TO BE ANYTHING MORE THAN (B) THERE WILL HAVE TO BE CLEAR UNDERSTANDING BETWEEN AID/W AND IALF, AS SUPPLEMENT TO GRANT, CONCERNING MISSION MONITORING RIGHTS AND FOUNDATION OBLIGATION TO KEEP MISSION INFORMED. IALF UNDERSTANDING OF PVO POLICY HAS BEEN THAT FOUNDATION NOT OBLIGATED TO CONSULT WITH MISSION OR KEEP IT INFORMED AS TO PLANNED DEMARCHES OF STRATEGIC IMPORTANCE VIS-A-VIS GOP AND PROJECT BENEFICIARIES, EITHER BEFORE OR AFTER THEY OCCUR. FOUNDATION ALSO RELUCTANT ACCEPT SIGNIFICANT DIRECT USAID MONITORING OF PROJECT, I.E., OTHER THAN THROUGH INFORMATION SUPPLIED BY FOUNDATION. THUS, PROBLEMS LIKELY WITH MORE EXTENSIVE MISSION MONITORING UNLESS LINES OF AUTHORITY AND RESPONSIBILITIES WITH RESPECT TO PROJECT CLEARLY DEFINED.

10. IALF IS IN THE PROCESS OF MOVING ITS OFFICE TO THE MOE AND IALF AND MOE OFFICIALS ARE WORKING ON PROGRAM DIRECTION AND BUDGET MATTERS. MISSION FEELS THAT SUCCESSFUL IMPLEMENTATION OF PROJECT WILL DEPEND UPON DEGREE OF OPENESS AND TRUST ESTABLISHED BETWEEN IALF AND MOE.

JORDEN

UNCLASSIFIED



Department of State

TELEGRAM

UNCLASSIFIED 7621

PAGE 01

STATE 217930



RGIN AID-26

INFO OCT-01 /027 R

*Jim Smith
message*

MD
PAN
MRS D
DR
DP
CPNS
LA

DRAFTED BY LA/MRS D:PBELL:MP
APPROVED BY LA/MRS D:CGRADER
LA/PAN:RCAMAUR (DRAFT)
LA/DR/ES:JSMITH (DRAFT)
DESIRED DISTRIBUTION
7C ACTION LA 11 CHRON 1 2 INFO PHA PVC IDC PPC 26P

1976 SEP 25 3 45 PM '76

088337

P @21632Z SEP 76
FM SECSTATE WASHDC
TO AMEMBASSY PANAMA PRIORITY

UNCLAS STATE 217930

AIDAC

E.O. 11652:N/A

TAGS:

SUBJECT: PVO/OPG IALF NON-FORMAL EDUCATION

REFS: PANAMA 5235, 5801, STATE 157211

1. GIVEN HISTORY OF THIS PROJECT, AID/W AGREEABLE TO JOINT MONITORING.
2. WE UNDERSTAND THAT PAUL WHITE WILL BE MISSION'S OFFICER RESPONSIBLE FOR LOCAL MONITORING. SUGGEST THAT IN VIEW RECENT AGREEMENT SIGNED BY MINED AND JACK VAUGHN, ALTERNATIVE B, PARA 7 CITED IN PANAMA 5235 WOULD BE APPROPRIATE METHOD.

MRS D WILL MONITOR US ACTIVITIES AND EXPENDITURES AND REPORT ON SAME TO MISSION, AND WILL MAINTAIN PRIMARY SAISON WITH IALF HEADQUARTERS.

UNCLASSIFIED



Department of State

TELEGRAM

UNCLASSIFIED

PAGE 02

STATE 217930

4. UPON RETURN OF MARINA FANNING FROM PANAMA, MRSD WILL WORK WITH HER TO RESPOND TO PARA 5, PANAMA 5235.

5. FROM CONVERSATIONS WITH MARINA FANNING UNDERSTAND THAT SHE HAND-CARRYING FOR MISSION, COPIES OF ALL FINANCIAL REPORTS PREVIOUSLY SUBMITTED TO AID/W.

6. FANNING ALSO PLANNING TO PROVIDE PAUL WHITE WITH ALL INFORMATION NECESSARY FOR MISSION TO RESPOND TO AUDIT RECOMMENDATIONS.

7. WILL ASK OFFICE OF FINANCIAL MANAGEMENT TO ASSIST MRSD IN REVIEWING PAST HALF US EXPENDITURES, AND WILL REPORT FINDINGS TO MISSION.

8. LA/DES/ES WILL PROVIDE TECHNICAL BACKSTOPPING AS NEEDED. ROBINSON

UNCLASSIFIED



Department of State

TELEGRAM

UNCLASSIFIED 7336

PAGE 01 PANAMA 05801 201404Z

14
ACTION AID-31

TNFO OCT-01 EB-07 IGA-02 /041 W

064596

R 192355Z AUG 76
FM AMEMBASSY PANAMA
TO SECSTATE WASHDC 8R39

UNCLAS PANAMA 5801

AIDAC

F.O. 11652: N/A
SUBJECT: AUDIT RECOMMENDATIONS: PVO/OPG-
TALF NON-FORMAL EDUCATION

REF: PANAMA 5235

1. THE AREA AUDITOR GENERAL LATIN AMERICAN ISSUED
AUDIT REPORT 1-525-76-39 ON MAY 6, 1976 ONE SECTION
OF WHICH DEALS WITH NON-FORMAL EDUCATION-GUAYMI
PLAN (PROJECT #525-15-690-177).

2. BECAUSE FINANCIAL MONITORING OF THIS PROJECT HAS
ALWAYS BEEN DONE IN AID/W, AND BECAUSE THE EXTENT
OF IMPLEMENTATION MONITORING RESPONSIBILITIES OF
MISSION AND OF IALF OBLIGATION TO INFORM MISSION
OF ITS ACTIVITIES IN PANAMA HAS NOT BEEN CLARIFIED (SEE REFTEL)
BY AID/W, MISSION IS NOT IN A POSITION TO ANSWER
SOME OF THE AUDIT RECOMMENDATIONS.

3. MISSION REQUESTS AID/W TAKE ACTION TO ANSWER THE
FOLLOWING AUDIT RECOMMENDATIONS:

✓ RECOMMENDATION NO. 26

USAID/P REQUEST THE IALF, IN COOPERATION WITH THE
MOF, SUBMIT REALISTIC BUDGET ESTIMATES FOR SALARIES,
COMMODITIES AND OTHER COSTS AND TO VERIFY THAT THE
FUNDS ARE PROPERLY AUTHORIZED AND AVAILABLE FOR

UNCLASSIFIED



Department of State

TELEGRAM

UNCLASSIFIED

PAGE 02

PANAMA 05801 201404Z

PROJECT IMPLEMENTATION.

RECOMMENDATION NO. 27

USAID/P REQUEST IALF TO SUBMIT A QUARTERLY REPORT FOR THE PERIOD ENDING DECEMBER 31, 1975, AND THAT FUTURE REPORTS BE SUBMITTED ON A TIMELY BASIS.

✓ RECOMMENDATION NO. 28

USAID/P REQUEST IALF TO PREPARE AND SUBMIT FOR APPROVAL A REVISED BUDGET ESTIMATE FOR THE THREE-YEAR PROGRAM.

✓ RECOMMENDATION NO. 29

USAID/P ESTABLISH PERCENTAGE LIMITS FOR EXCEEDING BUDGET LINE ITEMS.

✓ RECOMMENDATION NO. 30

USAID/P IN COLLABORATION WITH THE MOE AND IALF, REVISE THE PROJECT IMPLEMENTATION PLAN TO REALISTICALLY REFLECT TIME PHASED ACTIONS REQUIRED TO ACHIEVE PROJECT OBJECTIVES.
JORDEN

UNCLASSIFIED

The Board of Directors
of the
INTER-AMERICAN DEVELOPMENT INSTITUTE

CORDIALLY INVITES YOU TO ATTEND A RECEPTION TO INAUGURATE
THE CHANGE IN DIRECTION AND SCOPE OF ITS ACTIVITIES THAT
ACCOMPANIES ITS NAME CHANGE FROM "INTER-AMERICAN LITERACY
FOUNDATION" TO
INTER-AMERICAN DEVELOPMENT INSTITUTE

5:30 - 7:00 P.M.
Thursday
4 November 1976
Suite 803, 11 Dupont Circle
Washington, D.C.

REFRESHMENTS WILL BE SERVED.

INFORMAL.

BOARD OF DIRECTORS: BASILIO LIACURIS, HERNAN J. DE SANTA-COLOMA,
L. RONALD SCHEMAN, ARCHIBALD MACKINNON, THOMAS KEEHN,
ARTHUR A. SINGER, HAROLD CROW; JACK HOOD VAUGHN, ADVISOR TO
THE BOARD.