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AGENCY FOR INTERNATIONAL DEVELOPMENT
PROJECT PAPER FACESHEET
TO BE COMPLETED BY ORIGINATING OFFICE

1. TRANSACTION CODE (X APPROPRIATE BOX)
 ORIGINAL CHANGE
 ADD DELETE

69PP
EQUIPMENT CODE 3

2. COUNTRY/REGIONAL ENTITY/GRANTEE
PARAGUAY

3. DOCUMENT REVISION NUMBER
1

4. PROJECT NUMBER
526-15-699-501
5. BUREAU
A. SYMBOL IA B. CODE 3

6. ESTIMATED FY OF PROJECT COMPLETION
FY 78

7. PROJECT TITLE - SHORT (STAY WITHIN BRACKETS)
 RURAL NON-FORMAL EDUCATION

8. ESTIMATED FY OF AUTHORIZATION/OBLIGATION
 A. INITIAL MO. YR. 6/75 B. FINAL FY 77

9. SECONDARY TECHNICAL CODES (MAXIMUM SIX CODES OF THREE POSITIONS EACH)

10. ESTIMATED TOTAL COST (\$000 OR EQUIVALENT, \$1 = 6126)

A. PROGRAM FINANCING	FIRST YEAR			ALL YEARS		
	B. FX	C. L/C	D. TOTAL	E. FX	F. L/C	G. TOTAL
(12) APPROPRIATED TOTAL						
(GRANT)	(130)	(70)	(200 *)	(330)	(190)	(520)
(LOAN)	()	()	()	()	()	()
OTHER 1.						
OTHER 2.						
HOST GOVERNMENT		50	50		175	175
OTHER DONOR(S)						
TOTALS	130	120	250	330	365	695

11. ESTIMATED COSTS/AID APPROPRIATED FUNDS (\$000)

A. APPROPRIATED FUNDS PRIMARY PURPOSE AND TECH. CODE	FY 75		FY 76 & T.O.		FY 77		ALL YEARS	
	D. GRANT	E. LOAN	F. GRANT	G. LOAN	H. GRANT	I. LOAN	J. GRANT	K. LOAN
BH (11) 610	200		205		115		520	
TOTALS	200		205		115			
ESTIMATED EXPENDITURES	90		235		135			

12. PROJECT PURPOSE(S) (STAY WITHIN BRACKETS) CHECK IF DIFFERENT FROM PID/PRP

To establish the capability of the National Apprenticeship Service (SNPP) to conduct successful training programs oriented to rural illiterate and semi-literate adults who presently have limited access to training opportunities

*Project approved May 8, 1975. Funding limited to FY 75 (205,000)

13. WERE CHANGES MADE IN THE PID/PRP FACESHEET DATA NOT INCLUDED ABOVE? IF YES, ATTACH CHECKED PID AND/OR PRP FACESHEET.
 Yes No

15. ORIGINATING OFFICE CLEARANCE

SIGNATURE: *Oliver R. Sauser*
 TITLE: Oliver R. Sauser, Director, USAID/Paraguay

DATE SIGNED: MO. DAY YR. 04/26/76

16. DATE RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
 MO. DAY YR.

AID 1970-9 (4-75)

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6/23/76 EXT:23304
AA/LA:PFMORRIS, ACTING

LA/DR/EST:SAPPLEGATE {DRAFT}
LA/DP,WTATE {DRAFT}
PPC/DPRE,JSHANNON {DRAFT}
LA/APU, NKOCKLER {DRAFT}

LA/DR/HHASAN {DRAFT}
LA/DP,GSCHWAB {DRAFT}
LA/GC, MWILLIAMS
LA/DR, RSIMPSON

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TAGS:

SUBJECT: PP APPROVAL - RURAL NON-FORMAL EDUCATION GRANT

REF: PROJECT PAPER DATED MAY 1976

1. SUBJECT GRANT PROJECT IS HEREBY APPROVED AS REVISED FOLLOWING THE DAEC REVIEW OF MAY 19, 1976 AT A LIFE-OF-PROJECT LEVEL OF 520,000 DOLLARS {INCLUDING FY 1975 COSTS}, WITH UP TO 165,000 DOLLARS IN FY 1976. USAID IS AUTHORIZED TO NEGOTIATE A PROJECT AGREEMENT CONSISTENT WITH THIS APPROVAL. DRAFT PRO/AG FOLLOWS.

2. ADVICE OF ALLOTMENT FOLLOWS SEPTEL. hh

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I. Project Summary and Recommendations

A. Face Sheet

B. Recommendation

That full funding for this project be approved and implementation extended through FY 78.

C. Description of the Project

This project is the first phase of a planned two phase grant activity to develop a nationwide non-formal education program in Paraguay. The first phase was approved for one year of funding (FY 1975) to undertake initial identification and training of GOP counterpart personnel and to carry out information gathering needed to provide a basis for preparation of the project design presented in this paper. Project approval through FY 1978 is needed to allow implementation of a pilot project in a typical rural area, Ita District. The focus of the pilot project will be on the development of the institutional capacity of the National Apprenticeship Service (SNPP) through staff training and through organizational and budget arrangements to carry out the second stage nationwide project planned for FY 1978 initiation. A PID for the second stage project will be submitted with the FY 1978 annual budget submission. The following discussion applies only to the on-going project for which funding is requested through FY 1977.

(1) The purpose of the project is to establish the capability of the SNPP to conduct training programs oriented to rural illiterate

and semi-literate adults who presently have limited access to training opportunities. Achievement of this purpose will impact on the sub-goal, to provide the information and to bring about the changes in attitudes and practices of the rural population, and on the broader goal, to improve the standard of living of rural inhabitants in Paraguay.

(2) GOP agencies which will carry out the project are the Ministry of Justice and Labor's (MOJL) Directorate of Human Resources (DOHR) and the SNPP. SNPP is semi-autonomous because its financing comes from a special payroll tax rather than regular government appropriations, but according to SNPP's charter the organization is directed by the MOJL and must be responsive to orders and recommendations on types of training offered, and geographic areas of emphasis.

(3) Major outputs expected under this project are: a) a trained staff in SNPP which can prepare, implement, and evaluate NFE activities pertinent to rural target population; b) pilot training programs in six selected content areas; c) validated NFE methods and instructional materials developed in accordance with formative evaluation techniques and field tested in the Ita pilot project, and d) a study of budget and institutional arrangements which SNPP must make during and after this project to extend the project's validated concepts and activities to other areas in Paraguay. GOP and AID inputs to achieve these outputs will include GOP-SNPP staff, and contract advisors to collaborate in the production, implementation and testing of NFE training; development of SNPP staff capability through on-the-job training, and advice on organizational and

managerial measures which SNPP should take to insure that project activities will continue after AID support terminates.

- (4) At the end of the project, we would expect that:
 - (a) A Non-Formal training unit will be established within SNPP
 - (b) A minimum of 8 staff members will be assigned to SNPP's non-formal training unit
 - (c) A line-item in the SNPP budget will be adequate for non-formal training activities
 - (d) The non-formal training unit will be capable of training 120 representatives of GOP ministries and other agencies the year following end of project
 - (e) SNPP's materials production staff has the capacity to produce validated instructional materials for 36 training programs per year.

D. Summary Findings

Paraguay's population has grown from an estimated 263,000 in 1886 to 2,350,000 in 1972, an increase of about nine times in less than five generations. One of the notable characteristics of the population is the relative stability of its urban and rural components. In 1950 the proportion of rural population to total population was 65.4 percent; by 1962 this proportion showed a slight decrease to 64.2 percent. The census for 1972 indicates that the rural population still constitutes 62.6 percent of the total.

Paraguay's elementary school system consists of lower and upper levels of three years each, for a total of six years. Failure and drop-out rates in the lower level elementary schools are so high that there is little argument for increasing the number of upper level schools until the lower schools are able to retain more students to graduation.

The GOP gives priority to education and is at the midpoint of an ambitious 12 year reform of the formal education program, 1969-1980. The program includes steps to improve textbooks, better teacher training, and to increase access to rural elementary education through construction of new schools. In 1973, total enrollment in all elementary schools, public and private, urban and rural was 465,300 representing 80 percent of the total elementary school age population. However, these enrollment figures do not reflect the very large numbers of repeaters and over-grade/age students or the seriousness of Paraguay's education problems.

The government now allocates approximately 17 percent of its total budget to finance the public education system which enrolls about 22 percent of the total population. A Mission funded data base study, completed in June 1974, indicates that the government is not receiving a good return on this investment. According to MOE records, in 1973 approximately 20 percent of the primary education budget was spent on students repeating their previous year of study. When added to the costs of educational services for the 50 percent that drop out of the system

before reaching functional literacy, wastage in the system approaches 70 percent. Because the present rural education infrastructure is weak, increasingly heavy budget outlays will be required to provide even minimal education under the existing system to the rural people who continue to make up the majority of the population. It is readily apparent that alternative methods of education are needed to complement existing education systems, both formal and non-formal. This project in non-formal education aims at developing low cost alternatives to support Paraguay's rural development.

II. Project Background and Detailed Description

A. Background

The project addresses two priority development problems identified in the FY 1975 Development Assistance Program (DAP); 1) the formal education system is not responsive to the educational needs of the rural population, and 2) government financial resources are not adequate to offer countrywide education opportunities.

The Government of Paraguay has a variety of formal and non-formal educational activities aimed at the rural poor and, given GOP financial resources, budgets a substantial amount for educational and technical extension programs (see Annex B). The Ministry of Education's network of elementary schools represents the largest training program in terms of budget, number of training sites, size of staff, and numbers of people reached. However, the typical rural school offers only two or three years of the six year elementary school program and the system is complicated by a high rate of repeaters and drop outs. The Ministry of

Agriculture maintains 68 agricultural extension offices staffed by 165 extension agents and home economists to provide advice and assistance to small farmers, but the program is handicapped by a lack of personnel to reach the target population of approximately 770,000 rural people. A further handicap is that the MAG's personnel, although qualified in terms of technical training in their areas of specialization, lack training in communication skills and have few empirically validated instructional materials for use in their presentations. The Ministry of Health faces similar problems. Although the MOH maintains 161 health centers and health posts which provide medical services and instruction in sanitation and preventive medicine, MOH personnel also lack training and validated instructional materials which would allow them to be more effective as change agents.

The Ministry of Justice and Labor is the GOP entity charged with projecting the country's manpower and training needs and making recommendations for training programs to satisfy these needs. The MOJL maintains its own training through the National Apprenticeship Service (SNPP) which offers a variety of training activities ranging from three to nine months in duration. Technical assistance has been provided to the MOJL by the Government of Spain for more than four years, and the World Bank has recently provided a loan of \$4 million to SNPP to finance expansion of physical facilities and equipment. SNPP's activities, however, are presently limited to training for a literate audience with at least a minimum of formal education; and, because of the length of its courses, its coverage is limited in terms of numbers of people reached.

The MOJL believes that non-formal education aimed at an illiterate and semi-literate audience would greatly increase SNPP's coverage and would address priority training needs among the rural poor who presently have very limited access to educational opportunities. In the first year of the project, the MOJL's Department of Human Resources, the project's principal counterpart, has actively participated in the training and information gathering activities which have been carried out under the project. A solid institutional framework exists for implementation of the project over the next two years, and beyond.

B. Detailed Description

Sector Goal (A-1)

The ultimate goal of this project is to improve the standard of living in rural Paraguay through education. This population, which is described under the section on social analysis (Part III below) is made up of traditional subsistence farmers, farm laborers and other rural residents. They are typically unemployed or underemployed. They live in a barter economy with very little or no experience with the management of cash income. Their farming and animal husbandry practices reveal little or no knowledge of modern agriculture and farm management. They have a very high rate of diseases such as intestinal parasites and hookworm which could be prevented through basic knowledge of health and sanitation. The infant morbidity rate is high, and there is evidence of serious nutritional deficiencies caused more from ignorance than lack

of availability of relatively low cost food. The limited physical resources of the family may be wasted through neglect or misuses growing out of ignorance of basic home management.

Although the rural poor of Paraguay demonstrate a great deal of natural artisan talent in the creation of exquisite lace, pottery, leather goods and musical instruments, there is evidence of lack of basic "know how" in the use of tools and materials for arts and crafts and cottage industries and in basic utilitarian and coping skills. The pottery made in the project site Ita, for example, is cleverly designed but practically useless for cooking or carrying water since the pottery workers do not know enough about clay refining. If these problems can indeed be resolved in part through education, then it becomes very important to devise effective education training services and extend them especially to segments of the population in Paraguay currently not receiving them. The goal as stated above is of such magnitude that it could not be totally accomplished within the time and budgetary constraints of this project. A sub-goal has been established to which results of this pilot project will contribute: provide information and bring about the changes in attitudes and practices of the rural population related to the problems described above.

Measures of Goal Achievement (A-2)

It would appear that the best indicators of improved quality of living conditions would be within the following areas: an increase in the durable goods owned by rural inhabitants contributes to a lessening

of time devoted to manual household chores (i.e., a pump eliminates hand carrying of water), and released time can be directed to other activities on the farm plot and to the application of technology resulting in increased productivity. The increased production should increase the per capita income of target groups to be used to expand the cycle.

Means of Verification (A-3)

Two basic means of verification can be used. Baseline data could be collected and compared. 1972 census data could be used for this purpose. A second method could be a longitudinal study using evaluation criteria developed for this purpose.

Important Assumption (A-4)

There are two key assumptions upon which attainment of goal is based: (1) Improved education results in improved quality of life and, (2) the Paraguayan economy will continue to grow and will absorb increased farm production. There is no evidence at the present time that would tend to indicate that either of the above assumptions is invalid.

Sub-Goal (A-1a)

In order to attain the stated goal, the target population must change certain attitudes and practices. The sub-goal is to provide the information and to bring about the changes in attitudes and practices of the rural population which will contribute to improvement in their standard of living.

Measures of Sub-Goal Achievement (A-2a)

With the task of changing the attitudes and practices of the

target population, this pilot project will attempt to bring this change about through a non-formal education program. We have selected six areas of demonstrated need. The six areas are: (a) home management; (b) environmental sanitation; (c) basic agriculture; (d) small scale livestock-poultry production; (e) crafts, and (f) small farm improvement and management. It is through the validated learning methodology and instructional materials that this project hopes to bring about a change in the pilot target population and through the institutionalization of the system in SNPP that the pilot project will be expanded to the entire country.

Means of Verification (A-3a)

Verification of the indicators of sub-goal achievement will be accomplished as follows: (1) validation of the training program will be by criterion referenced pre-test and post test analysis; (2) attainment of skills will be determined by: (a) collection of data from the recipients of the training, and (b) by observation of the participants in their local environment. (See Page 47 for A-4a).

Project Purpose (B-1)

The purpose of the pilot project is to develop the capability of the National Apprenticeship Service (SNPP) to conduct successful training programs oriented to rural illiterate and semi-literate adults who presently have limited access to training opportunities. SNPP was established in July, 1971. It is governed by an interministerial

committee composed of representatives from the Ministries of Labor, Education, Industry and Commerce, Agriculture, and the National Planning Secretariat. In 1974, SNPP conducted 90 courses for 1,950 students in the industrial service and agricultural sectors.

Agriculture courses are given in a number of areas throughout the country. Courses have been given in swine and milk production, farm machinery operation and maintenance, and cultivation of the following crops: wheat, corn, soy beans, sugar, cotton and potatoes.

SNPP courses have been aimed at a literate audience and are up to nine months in length. Working with illiterates and semi-literates will be a new experience for SNPP. It is anticipated that, through the technical assistance promised under this agreement, SNPP facilities will be utilized to train the delivery agents for the non-formal training project. In addition, SNPP has its own materials production center, which is a vital element in the proposed project. With a modest input in personnel and equipment, and necessary training in instructional systems materials design and production, the SNPP materials production center can produce all of the instructional materials required for the pilot project.

End of Project Status (B-2)

At the conclusion of the pilot project, certain conditions are expected to exist to indicate the level of success the project has made in accomplishing the project purpose. Five indications of proposed achievement are as follows:

1. A non-formal training unit will be established within SNPP

to carry out training programs for the target population. At the present time, SNPP has three operating units which teach systematic 9 month courses and assume literacy in Spanish:

- a) Industry
- b) Agriculture/Livestock
- c) Service

With the addition of a non-formal training unit, teaching short courses in Guarani and Spanish with an orientation toward the illiterate, SNPP will have a capability to offer these services to the urban/rural sectors, the agriculture/industrial sectors, the monolingual/bilingual segments of the country.

2. A minimum of eight staff members will be assigned to the SNPP non-formal training unit. Although SNPP at the present time has a very capable staff of 92 people, their area of expertise is in developing skills of workers who are literate and capable of passing a written examination for entry into courses offered. The pilot project will concentrate upon developing a team of fifteen key staff members who will form the nucleus of the SNPP unit responsible for training programs to teach illiterate and semi-literate adults. It is through the trained staff and the experience acquired in the non-formal programs in Ita that SNPP will have the institutional and staff basis as well as proven instructional techniques to continue and expand those project activities which prove to be effective in producing learning gains.

3. A line item in SNPP budget will be adequate for these non-formal training activities. Presently SNPP funding is generated through a one percent payroll tax. In 1974 a total of \$504,000 was generated through the payroll tax, and SNPP utilized only \$365,711 which indicates that funds are potentially available for SNPP to assume greater training responsibilities. A budget line item will assure continuation of non-formal training activities. The second stage AID project will supplement this budget through 1980.

4. The non-formal training unit will be capable of training 120 representatives of GOP ministries and other agencies the year following the end of this pilot project. During the life of this project, six SNPP personnel will be trained in designing and conducting non-formal training activities. At the conclusion of the project, these six trainers will train a minimum of 120 trainers from other entities to conduct non-formal training courses. During one year, 6 training activities will be held by each of the six trainers with twenty trainees resulting in an output of 120 people trained.

5. An SNPP materials production staff (4 staff members) will produce validated instructional materials for 36 training programs per year. The present SNPP materials production staff will undergo training in an entirely new concept of materials development than they are currently utilizing. For this project, materials will have to be developed and validated for students who cannot read or who can barely read. A major change in types of materials will be introduced. Examples are as follows:

pictures that transmit messages; combination of cassette tapes and flip charts; verbal instruction to monolinguals in Guarani; demonstrations on local plots in the companias of Ita. etc. The effective training of SNPP staff to produce, design and evaluate training methods and materials is a key element of this project. Contract technical assistance will be provided with consultants who are experts in the aforementioned areas.

Means of Verification (B-3)

The basic means of verification of the EOPS will be Mission reports, reports submitted by the GOP and consultants, and observation of performance.

Assumptions for Achieving Purpose (B-4)

Three general assumptions must be made which hold the project together. 1) The Government of Paraguay will be responsive to the need for expansion of SNPP; 2) There will be sufficient human resources and budget allocations to meet the requirements of SNPP's role of NFE trainer; 3) Results of the pilot project can be adapted to other programs on a nationwide basis; 4) The nucleus team can be expanded to serve nationwide program.

Outputs (C-1)

From the inputs of the project will flow the following outputs. It is expected that: 1) a properly trained staff will be in place and functioning at SNPP; 2) pilot training programs will be conducted in the project area of Ita; 3) non-formal education methods will be practiced by trainers, and materials produced will be in use which are appropriate

for training semi-literate and illiterate adults, and 4) a study will be conducted of budgetary and institutional requirements to continue the project and extend its concepts/activities to other areas in Paraguay.

Magnitude of Outputs (C-2)

1. Non-Formal Education Trainees

To carry out the project six instructors will be identified and trained in NFE techniques to develop learning activities in each of the six content areas. In addition, an Instructions Systems Design Coordinator will be trained in the methodology of developing instructional systems and a Project Coordinator will be trained in the management of the training unit. At the end of the project and after employing and evaluating those learning activities and materials in the field, the trainers will have developed the skills to identify which training activities are necessary and valued by the target population and how to transmit those messages using various mixes of instructional techniques. The team will incorporate an instructional systems methodology during the development of these materials. This methodology is an instructional process to plan, create, and validate learning materials to ensure message transmission.

2. Training materials production personnel

In addition, in view of the personnel requirements to prepare materials to be used by those six trainers, four materials production technicians (1 materials production coordinator, 1 photographer, 1 illustrator, 1 printer) will be trained by outside consultants as well as by local

technicians (e.g., graphics artists, photographers, etc.). At the end of the project this materials production team will have acquired the skills to prepare materials which will communicate effectively with illiterate and semi-literate Guarani speakers to provide them with the knowledge and to bring about changes in attitudes and development of new practices needed to improve their standard of living.

A third component of the project is the training of the SNPP administrative staff that takes place during planning and continuous monitoring and evaluation of project progress. The National Director of Human Resources, the Director of SNPP and the Director of Courses and Methodology of SNPP will share with contract consultants and the project team decisions regarding project activities and direction equipping those decision-makers to make based-on-experience decisions regarding how to continue to train and use the NFE training unit to reach the target population upon project completion.

3. Pilot Training Programs

There will be six training programs of approximately five weeks duration. Two weeks will be devoted to instruction after which three weeks will be spent in revising content and materials. This is essential to validating instructional delivery systems and will provide training for SNPP instructors. Participants in the Ita pilot project will gain new knowledge attitudes and practices from the programs delivered.

These programs will be in the following areas: home management, (food preparation, nutrition, economic opportunities for women at home, etc);

environmental sanitation (latrine construction, sanitizing water sources, well construction, etc.); basic agriculture, (vegetable gardening, corn production, cotton production, mandioca production); small scale livestock and poultry (chickens, rabbits, dairy cattle, ducks, etc.); crafts (ceramics, weaving, lace, embroidery, musical instruments, leather working, etc.) and small farm improvement and management (rural construction; optimal use of available resources, etc.). Each training program will design approximately six learning activities offered once for a two week period utilizing the Instructional Systems Process (ISP) of program and materials design. The ISP will be the basic methodology utilized in developing materials.

Preceded by training needs assessment and identification of available resources, this system plans and develops validated instructional materials which insure that persons using this material are taught the knowledge, skills and attitudes necessary adequately to perform in the specific life support areas such as "home management," "small scale agriculture," etc.

There are nine basic steps to the instructional process to which the trainees and SNPP staff will be exposed during their on-going training and which those new NFE trainers will use as they develop their training courses in Ita and, later, for representatives of other GOP agencies. The methodology followed in the ISP is to: 1) develop performance requirements; 2) determine learning requirements; 3) determine criterion objectives; 4) develop criterion-referenced tests; 5) select media/methods; 6) develop and print instructional materials; 7) validate

and revise instructional materials; 8) present instructional materials; 9) evaluate instructional process.

4. & 5. ISP Education Methods, Materials, Training Activities

Each of the training activities developed during the project will need materials to assist in conveying the technical message to illiterate and semi-literate adults between 18-44 years of age. The materials to be developed may be black and white photographs or multi-colored line drawings reproduced through silk screen demonstrating information specifically related to local conditions and recommended practices. Cassette tapes used in conjunction with flip charts may also be incorporated as a learning tool. Hand-out materials will be created for each content area pictorially demonstrating the activity's message. In some cases, slides or poster photos taken of participants and practices at the site, may be used by trainers during instructional meetings, if conditons permit.

All materials will be developed relevant to an illiterate or semi-literate population. Written symbols and verbal explanations will be primarily in Guarani, the indigenous language spoken by the majority of the people, although Spanish may be used when appropriate.

6. During the life of this project, the project coordinator will make two progress surveys each year. Those surveys will assist in determining not only progress but in analyzing constraints that may have developed which would adversely effect project success.

7. Study of Budgeting and Institutional Requirements to Carry Out the Project and Extend its concepts/Activities to other Areas:

The GOP agencies (DOHR and SNPP) have requested this pilot project in order to prepare themselves to reach a population they heretofore have not been reaching with training programs. The project will establish an institutional implementation plan including field facilities, materials, personnel and budgeting prerequisites that will permit SNPP permanently to institutionalize this new capability and act as a resource providing technical assistance to other Paraguayan private and public groups needing assistance in developing programs and materials appropriate to reach the target group.

Means of Verification (C-3)

Verification of the outputs will be made by examination of Mission reports, examination of materials, visits to materials production center and visits to training sites.

Assumptions for Achieving Outputs (C-4)

In order to achieve the outputs previously described, it is assumed that the project will have adequate personnel and facilities to carry out activities. A second assumption is that the Government will continue to cooperate in development and implementation of the project. Finally, we assume that it will be possible to develop materials for use in training classes which do not require literacy of the target group.

Inputs (D-1)

This project is estimated to require \$520,000 for A.I.D. and \$175,000 from GOP. When the project was approved in May, 1975, a ProAg was negotiated to obligate \$200,000 of FY 1975 funds. It is

estimated that \$205,000 will be required for FY 76 and the transition Quarter with the remaining \$115,000 to be obligated in FY 77.

These funds will be expended in three basic areas: Personnel, commodities, and other costs. (See Financial Plan III. B.)

Implementation Target (D-2)

1. A.I.D. Grant Assistance

a. Personnel - the following personnel are planned:

(1) Project Coordinator

Will serve the project for 36 months. He will provide the expertise to plan and implement the project, organize training programs for project personnel, participate in evaluation, assist in reporting, and recommend directions for NFE in Paraguay.

(2) Eleven man months of short term consultants in the behavioral sciences to work on actions related to the satisfaction of con May 75 PROP approval.

(3) Cost Effectiveness Expert

Will serve the project for a period of two months. In FY 1777 he will work with the project team in establishing criteria for including cost-effectiveness information in the pilot project design and evaluation of the design. In FY 1978 he will return to participate in preparation of the final report on the project.

(4) Four ½ man months for two man evaluation team.

(5) One man month for materials equipment specialists.

(6) Artist (12 mm) to work with illustrator in development of materials.

(7) Silk Screen technicians (1 mm) to train local technician.

(8) Materials Production Specialist

Will serve the project for a total of fifteen months. This specialist will work with SNPP personnel to design and produce instructional materials.

for the non-literate target population.

(9) Four and a half man months Instructional System Specialist to train project team and develop instructional scheme and instruments to be used during the on-going evaluation.

b. Commodities

(1) Agricultural and construction tools, craft equipment

(2) Training vehicle equipped with a generator.

The unit will be utilized by delivery agents to conduct training activities in pilot communities.

(3) Printed materials production equipment to produce non-formal training instructional materials and evaluation instruments.

(4) Teaching materials and supplies for production of instructional materials.

c. Other Costs

(1) Local travel and per diem of project team members and delivery agents.

(2) Local contract services for training of team members in photography, materials reproduction, etc.

(3) Contracts with local organizations and individuals for project evaluation and other specific services required for project implementation and follow-up of SNPP graduates.

(4) Local purchases of supplies and materials for non-formal training activities including seeds, fertilizer, insecticides, lumber, bricks, mortar, etc.

(5) 1st year studies satisfying conditons of approval.

(6) Consultant per diem, travel, post differential.

2. GOP Inputs

a. The Mission estimates that the GOP's contribution exceeds 25% of the total cost during the period of active AID involvement. In addition to a direct counterpart contribution estimated at \$175,000, the GOP maintains on-going NFE activities budgeted under the Ministries of Health, Education, Agriculture, and Labor which are additional resources upon which this project will draw. A written assurance of a 25% counterpart contribution will be included in each year's project agreement.

b. The GOP will identify with AID concurrence the following personnel:

1. Director of the Project Team (to be appointed by the Ministry of Justice and Labor)

2. Project Coordinator, appointed by SNPP as a member of a team to work with the U.S. project coordinator, monitoring and planning project activities.

3. Instructional System Coordinator, appointed by SNPP to train and control activities assigned to project team related to on-going evaluation task instructional systems development (i.e., pre and post test data, interpretation of that data, recommendations for change in techniques, etc.)

4. Materials Production Coordinator, skilled in graphic arts, this team member will coordinate all activities related to materials design and reproduction.

5. Six project trainers will work under the direct supervision of the project coordinators. Their main functions will be to plan and develop courses, gather data, train target groups, and evaluate training results.

6. Six illustrators will work with the materials production coordinator creating the techniques and materials to be used by the trainers.

7. One photographer will be assigned by SNPP to handle photographic requirements of project as well as enlarging and printing of those materials.

8. One printer will be assigned by SNPP to print and reproduce all materials to be used in training sessions.

9. One bilingual secretary in Spanish and English with a working knowledge of Guarani.

10. One materials production secretary working with materials production team.

11. One driver full time who will transport trainers and equipment to various training sites.

Part III, PROJECT ANALYSIS

A. Technical Analysis

1. Host Country Capability for Operation and Maintenance.

Servicio Nacional de Promocion Profesional, (SNPP), was established in July, 1971, for the purpose of providing free training in semi-skilled and skilled trades to adults and both sexes in all of the economic sectors in which manpower needs exist. It is this institution through which the non-formal education project will operate.

SNPP has its own teacher training facilities in Asuncion developed in agriculture and livestock, industrial skills, and home and institutional services. The shops where courses are given in welding, auto-mechanics, house wiring, bricklaying, carpentry and leather work are also located there. A number of courses have also been given in other areas in collaboration with the Ministries of Education and Agriculture.

SNPP courses have in the past been aimed at a literate audience and have been long-term in nature (nine-months). The proposed project will introduce an element unique to organizations of this type; that of working with rural, illiterate campesinos in short-term, non-industrial type courses. SNPP facilities will be used to train the delivery agents for the project and its materials production center will be the locus for developing the materials to be used in the non-formal education classes.

The funding for SNPP is generated by a 1% payroll tax which amounted to \$504,000 in 1974 of which only \$365,711 was expended. It is a viable organization and not dependent upon the national budget for its operation.

2. Technology to be employed. The non-formal education project will employ carefully selected technology designed to meet the needs of the project and the pilot area. As can be seen in the logical framework, the project will employ in teaching-learning situations, cassette tape recordings, flip charts and posters capable of being understood by students unable to read. Instruction will be in Guarani and Spanish in order to transfer the technology of a particular program. Examples of what subject areas may be taught are: Use of fertilizers; use of pesticides, quality control, simple irrigation systems, bricklaying, carpentry, ceramics, design,

nutrition, sewing. Care will be exercised to ensure that the level of training will be tailored to the ability of the group involved. A.I.D. has financed research in materials development and technology delivery in the Basic Village Education Project located in Guatemala. The project will call upon the experiences gained from this previous research and utilize that which can be applied and eliminate duplication.

3. Environmental Impact. The project as designed will have no adverse effect upon the environment. The project is primarily concerned with, technician development, instructional materials and methodology suitable for effective use in non-formal education. It is the objective of the project to create an institutional capacity to conduct relevant training programs activities to rural adults. From this process a positive impact on the environment could result. Examples might be improved sanitation, reduction in crop losses due to better pest control, improved food preservation and home improvements.

4. Integration of Women into the National Economy

As previously stated, the project will place particular stress on the needs of rural women. Needs of rural women will be identified and appropriate skill training will develop to address these needs. We anticipate that rural women will be interested in learning improved homemaking and artisan skills which can add to their earnings. GOP reports indicate that women have received less public education than men, and are much less active in the economy. Therefore, the training proposed by this project will make a contribution toward improving these previous imbalances. In addition, the project will include, to the extent possible, female GOP counterparts in the development and implementation of the project's activities.

B. Financial Analysis and Plan

	<u>*FY 75</u>	<u>FY 76</u>	<u>TQ</u>	<u>FY 77</u>
Personnel	80	80	15	60
Commodities	50	20		
Other costs	<u>70</u>	<u>65</u>	<u>25</u>	<u>55</u>
	<u>200</u>	<u>165</u>	<u>40</u>	<u>115</u>

* Project approved May 8, 1975. Funding limited to FY 75 (205,000).

Kinds of Inputs AID

Technical Assistance (See attachment 2)

a) Project Coordinator	36 mm	\$ 75,000
b) Contract Specialists	40 mm	160,000

Commodities

a) Training vehicle w/generator	20,000	
b) Agriculture & construction tools, craft equipment	10,000	
c) 20 cassette tape recorders-tapes	2,000	
d) Printing equipment	3,000	
e) 4 typewriters	1,000	
f) 2 tape copiers	500	
g) Photo lab equipment	4,000	
h) Materials production equipment	15,000	
i) 4 cameras	1,000	
j) 6 slide projectors	500	
k) Miscellaneous supplies	17,700	70,000

Other Costs

Personnel (local staff, share salaries)*	65,000	
Studies for 1st year	50,000	
Follow-up of SNPP graduates	5,000	
Per diem, travel, overhead	95,000	
Post differential (see attachment 2)		<u>215,000</u>
	TOTAL	\$520,000

Kinds of Inputs GOP

Personnel		
a) Director of DOHR 1/4 time	7,200	
b) Director of SNPP 1/4 time	7,200	
c) Director of Courses 1/2 time	8,600	
d) Accountant 1/2 time	6,000	
e) Purchasing Agent 1/4 time	3,000	
f) Asst. Director 1/4 time	2,000	
g) Office accountant 1/4 time	800	
* h) Project coordinator	7,500	
* i) Printers	2,900	
* j) Instructors (6)	19,800	
* k) Instructional System Coordinator	1,000	
* l) Materials production coordinator	7,000	
* m) Illustrators (6)	21,000	
* n) Photographers	3,500	
o) Secretary	6,000	
p) Driver	2,000	
q) UTILITY WORKERS (2)	3,500	
Cost of living increase	10,000	
		\$125,000

Other Costs

1. Renovate materials, production studio and photo lab.	11,500	
2. In kind contribution		
a) vehicle and maintenance	10,000	
b) building rental	5,000	
c) office space	17,000	
d) supplies	5,000	
e) miscellaneous	1,500	88,500
	TOTAL	\$175,000

COSTING OF PROJECT OUTPUTS/INPUTS (U.S. #000)

X new

___ rev

Project NO. 526-15-699-501

Title - Non-formal Education

Project Inputs	Project Output				TOTAL
	1	2	3	4	
<u>AID</u>					
Personnel	120	60	50	5	235
Commodities		35	35		70
Other costs	65	80	70		215
<u>GOP:</u>					
Personnel	20	75	29.5	.5	125.0
Other costs		11.5			11.5
In-Kind	10	22	6	.5	38.5
	215	283.5	190.5	6.0	695.0

OUTPUTS

#1 Trained staff

#2 Pilot training program

#3 Methods and materials

#4 Study of budget/institution assignments

SUMMARY COST ESTIMATE and FINANCIAL PLAN

(US \$000)

Non-Formal Education

Source	AID		GOP		TOTAL
	FX	LC	FX	LC	
Technical assistance	235				235
Commodities	70				70
Other costs	95	120			215
GOP Personnel				125.0	125.0
Other costs				11.5	11.5
In-Kind				38.5	38.5
TOTAL	400	120		175.0	695.0

Part III. Project Analyses

C. Social Analysis

1. Sociocultural Feasibility

According to the most recent agricultural census performed by the Ministry of Agriculture (MAG), approximately 140,000 rural families live on farms of one to 20 hectares. Using a conservative estimate of 5.5 persons per family, the small farm population totals approximately 770,000 of Paraguay's 2.5 million people, or 31% of the total population. Because these small farmers are characterized by low productivity and low income, they make up the poor majority of Paraguay and are the target of AID assistance.

Small farmers typically live in communities which fall under one of three community types. The first type is the central zone, an area which includes one-half of the country's small farms located in four districts near Asuncion. The second community type includes traditional settlements outside the central zone which have in common with central zone communities networks of social and economic relationships which have developed over generations. The third type of small farm community is found in colonization areas, both spontaneous and sponsored, which are the result of GOP efforts to encourage "homesteading" on public land to relieve population pressure in the first two community types where land has been subdivided into smaller plots with each generation. Colonization is a fairly recent phenomenon,

and socio-economic relationships have had much less time to develop than in the first two community types.

Paraguayan communities are called *companias*; each *compania* is identified as a unit in the national census and is charged with small community betterment projects such as the repair of secondary roads. *Companias* are grouped into districts, with the district as the lowest level of government in Paraguay's legal system. The district town is the center of local government, and economic and social activities for its surrounding *companias*, and typically contains government offices and schools, a church, a market place, shops and small businesses, and is located on an access road which leads to larger market places.

Our best available information indicates that the small rural farm family is unemployed or underemployed through much of the year, except for times of peak demand in the agricultural cycle such as planting or harvest time. According to the small farmer subsector assessment (prepared by USAID/Paraguay and the MAG, and reproduced by LA/DR in December 1975) the small farmer with five hectares or less uses less than half of his available family labor on his own farm. Off farm employment may be available on larger farms or in small industries but such employment is seasonal in nature and leaves the rural labor force with a great deal of time not utilized in economic pursuits.

There are indications that small farmers are motivated to improve their situations, but there are few channels for them to act out these motivations. Public and private cooperative

organizations which offer production credit, technical assistance, and/or cooperative marketing arrangements are enjoying membership increases each year. The number of farmers who settle in colonization areas also shows annual increase. It is also worthwhile to note that the majority of respondents in a recent household survey indicated that a lack of money or things which money could buy was the greatest cause of dissatisfaction with their circumstances. While a desire for more money does not guarantee that farmers are motivated to take steps which will lead to greater earnings, the presence of this desire for economic improvement is an important pre-condition for offering training which includes instruction on skills or practices which lead to greater earnings.

The 1972 National Census offers information on minimum participator levels in terms of education. Out of 1,112,096 rural people seven years of age or older, 218,717 (20%) had never attended school; within this figure some 151,303 (14%) are fifteen years or older. The census also indicates that rural women have had less access to education than rural men have had. Some 128,888 (12%) of the total rural population aged seven years or more are women who have never attended school including 96,472 (9%) aged fifteen years or older.

Census figures indicate that 849,601 (76%) of the rural population is either in elementary school or has had some elementary school instruction. The figure is an aggregate which includes those who enrolled in the first grade but may never have completed even the first year up to those who completed the first six years of the elementary school cycle. Normal ages for elementary school

attendance in Paraguay are from seven to fourteen years of age, which includes 280,894 of the figure previously cited. Some 451,787 (41%) of the total rural population which has had elementary school instruction are men, compared to 397,814 (36%) women. Of the group aged fifteen or older, out of the 568,707 which had attended school, 263,235 were women.

Census data therefore indicates that any program aimed at the rural target population, and particularly a program which includes instruction for rural women, must recognize that the population includes a sizeable number with little or no literacy. In view of the above, the pilot activities undertaken in Ita District will use instructional techniques which will not require literacy skills as a pre-requisite for participation.

D. Economic Analysis (Paraguay NFE)

The proposed program will endeavor to assist low income rural families. The description of this target group (Section IIIC.) characterizes its members with respect to their low productivity and poor health and nutrition. The intent of this program is to convey to these low income families the knowledge and skills needed to raise their standard of living. Investment in the provision of knowledge and skills is intended to complement GOP investments in agriculture, electric power, and other development areas.

Given AID's interest in assisting low income groups and the considerable favorable evidence from many countries on returns to investment in human capital, the important economic question

is not whether investment to improve the capabilities of the identified target group is sound, but whether the proposed project will do so efficiently. No single measure of efficiency would be meaningful. The economic benefits and costs of this project will vary considerably from one course to another depending on the subject content, the length of the course and the level of participation. Ideally, GOP planners would know a priori the benefits and costs for each course to be offered, and these would be broken down geographically if large variations were expected among locations. However, as has been indicated in other sections, the specific skills and knowledge within the six above-mentioned content areas which the program will attempt to convey have not yet been identified. Since the length of each course and the specific type and cost of inputs required will clearly depend upon the content, accurate estimates of costs and benefits cannot be made until some experience is obtained.

Despite these limitations, there are several characteristics of the project which suggest that it will develop into a sound economic investment. First, curriculum content will be determined in such a way as to insure its relevancy to the target population. Curriculum content will be determined by: an initial survey of Ita; 1972 census data; on-going expert appraisal of existing conditions of Ita; regular feedback from course participants, and periodic evaluation and revision of training programs. As compared with many educational programs which are rigidly designed and structured on the basis of learning needs as perceived from the capital city, the planned program should be responsive to the changing local economic and social situation.

A second characteristic which will encourage economic soundness is the fact that the course will be optional, and although tuition will not be charged, the participants will need to give something (at least some leisure time) in order to participate. Optional courses logically should be economically superior because, unlike compulsory education, the participant would not be there unless he expected to benefit. Voluntary participation and continuing participation in all course sessions will perhaps be the best indicator that the course content is relevant to the learners' needs, and curriculum relevance is a key determinant of the external efficiency of educational programs. It is also reasonable to expect that volunteer participants would have greater motivation to learn than would compulsory participants, and would thus be more receptive to attitudinal change and more apt to apply their learning.

Thirdly, efficiency will require a minimum number of student participants in each course. However, attracting enough participants is not perceived as a problem. The results of the Ita Survey indicates that 82% of the target population would attend a training course. The appropriate number will vary depending on the type of instruction provided. The SNPP and instructional system consultants are sensitive to this factor and will determine appropriate participation criteria for providing each course.

A fourth characteristic which suggests efficiency is the extent to which the activity uses existing resources. Training activities will take place in existing facilities such as rural schools, participants' homes and farms. Training materials will be produced in an already existing materials production center at SNPP.

Finally, it should be noted that although a quantitative economic evaluation of the program cannot be provided a priori, data will be collected during the project on the costs of each course and through follow-up studies on economic and social benefits. This data will be utilized to determine in which subject areas the project might be expanded or contracted, and whether it should be expanded to other geographical areas.

IV. Implementation Planning

A. Administrative Arrangements

1. Recipient

The Directorate of Human Resources (DOHR) and the National Apprenticeship Service will be jointly responsible for the administration of this Project. Both organizations are departments within the Ministry of Justice and Labor (MOJL).

DOHR is responsible for research and planning of Paraguay's human resource requirements. Its 14 employees define and identify available human resources and project resources which will be needed in the future.

The DOHR has completed and published sophisticated research studies including one manpower study completed in 1974 with AID/P assistance and a Technical Skills Training Survey completed in 1975 conducted in conjunction with the International Labor Office. Both indicated to interviewers and project managers that there was a need to develop the materials and capacity to produce effective materials directed toward training of semi-literates and illiterates. The GOP has also recently negotiated

a four million dollar loan with the World Bank for expanding regular SNPP vocational programs. This will be administered by the DOHR and SNPP.

SNPP and DOHR have participated from the beginning in the planning of the NFE project. Of the 20 individuals exposed to training during the first seven months of this project, 15 were full time DOHR or SNPP employees.

The implementation phase of the project will be administered by SNPP and a portion of its staff of 92 employees. There presently exists a materials production facility at SNPP which, with project input, will be expanded to include equipment and materials and personnel necessary to serve project needs. The Mission envisions no problems in the assignment of qualified personnel to the project. SNPP has 48 instructors training people in agriculture and livestock, industrial skills and home and institutional services.

2. USAID/Paraguay

The Education Advisor is the project manager. The following is an illustrative list of the types of technical assistance to be financed under this grant project. A more detailed description will be developed in the PIO/Ts. Short-term TA will supplement the long term technical input and will be coordinated by AID and DOHR.

a. Long-Term Project Coordinator - 36 months

This specialist will be the senior advisor who will work directly with the Directors of DOHR and SNPP and the Paraguayan project coordinator to coordinate the technical assistance and

monitor all facets of the project. Duties will include: coordinating contract services; monitoring training programs; monitoring the design of the NFE program. He will participate in preparation of the final report on the project evaluation.

b. Materials Production specialist

Collaborating with the full-time Paraguayan counterpart, this expert will develop low-cost materials and techniques to be used during the training course. Fifteen (15) months have been allocated to this assignment.

c. Instructional Systems Specialist

This specialist will be contracted for a total of 4½ months and will serve the project team during the preparation stages, train the team, and establish the instructional scheme and instruments to be used during the on-going evaluation of training effectiveness.

d. 11 mms of short-term consultants in behavioral science to conduct baseline surveys of project site, prepare NFE inventory, and develop an evaluation plan.

e. Cost-Effectiveness Expert

Will serve the project for a period of 2 months. He will work with the project team in establishing criteria for including cost effectiveness information in the design of the NFE program. He will participate in preparation of the final report on the project evaluation.

f. Four and a half man months for a two man evaluation team to conduct project evaluation as indicated on the project performance network.

g. One man month for a materials equipment specialist to determine type of equipment required and to write specification.

h. Twelve man-months for an artist to work with and train local illustrator working in the project.

i. One man-month for a silk screen technician to train local technicians.

B. PROJECT IMPLEMENTATION PLAN

MONTH	YEAR	TECHNICAL ASSISTANCE	ACTIVITIES
Sept Oct	1975	1 mm PC	1. Contract TA 2. Plan project activities 3. Train interviewers 4. Design survey
Nov Dec		2 mm PC 1½ mm BS	1. Conduct survey 2. Analyze results 3. Write document 4. Revise document
Jan Feb	1976	2 mm PC 2 mm BS	1. Revise survey document 2. Train interviewers 3. Conduct NFE inventories 4. Write documents
March April May	1976	3 mm PC 2½ mm BS	1. DEC experimental design 2. Prepare DAEC document 3. Prepare new PP

PC - Projector Coordinator
MPS - Materials Production Specialist
ISS - Instructional Systems Specialist
CE - Cost Effectiveness Expert
BS - Behavioral Scientist

PROJECT IMPLEMENTATION PLAN, continued

MONTH	YEAR	TECHNICAL ASSISTANCE	ACTIVITIES
June July Aug		3 mm PC	<ol style="list-style-type: none"> 1. Negotiate PRO/AG 2. Outline project activities with GOP 3. Identify and define Paraguay's project team and roles <ol style="list-style-type: none"> a. Project coordinator b. 6 trainers c. Mat. prod. coordinator -1 d. 1 illustrator e. 1 printer f. 1 instructional systems coordinator g. 1 bilingual secretary h. 1 driver i. 1 photographer 4. Define contractors' roles and scope of work in PIO/Ts issued <ol style="list-style-type: none"> a. Instructional systems specialist b. Mat. prod. specialist c. Cost-effectiveness 5. Order commodities 6. Identify contractors
Sept	1976	1 mm ISS	<ol style="list-style-type: none"> 1. Contract Paraguayan Team 2. Train Paraguayan Team in: <ol style="list-style-type: none"> a. NFE philosophy b. project goal c. project purpose d. project process e. system design & evaluation f. define scope of work, etc. 3. Attend non-formal education conference (MSU)
Oct Nov Dec Jan	1977	4 mm PC 1 mm CE 4 mm MPS 1 mm ISS	<ol style="list-style-type: none"> 1. Develop course content 2. Develop course programs 3. Received commodities 4. Develop evaluation system 5. Train team in evaluation system 6. Train MPS team 7. Develop instructional materials 8. Develop Cost-effectiveness

PROJECT IMPLEMENTATION PLAN, continued

MONTH	YEAR	TECHNICAL ASSISTANCE	ACTIVITIES																
Feb		1 mm PC 1 mm MPS	<ol style="list-style-type: none"> 1. Pre-test materials 2. Revise materials 3. Pre-test evaluation system questionnaires 4. Revise evaluation system questionnaires 5. Announce training programs to target population 																
March	1977	1 mm PC	<ol style="list-style-type: none"> 1. Conduct 6 training programs (2 wks) <u>Program Format</u> <table style="margin-left: 20px;"> <tr> <td>Session I</td> <td>Orientation</td> </tr> <tr> <td></td> <td>Pre-test</td> </tr> <tr> <td>Session II</td> <td>Training</td> </tr> <tr> <td>Session III</td> <td>Training</td> </tr> <tr> <td>Session IV</td> <td>Training</td> </tr> <tr> <td>Session V</td> <td>Training</td> </tr> <tr> <td>Session VI</td> <td>Training</td> </tr> <tr> <td>Session VII</td> <td>Post Test</td> </tr> </table> 2. Tabulate results (1 week) 3. Revise materials (1 wk) 	Session I	Orientation		Pre-test	Session II	Training	Session III	Training	Session IV	Training	Session V	Training	Session VI	Training	Session VII	Post Test
Session I	Orientation																		
	Pre-test																		
Session II	Training																		
Session III	Training																		
Session IV	Training																		
Session V	Training																		
Session VI	Training																		
Session VII	Post Test																		
April		1 mm PC 1 mm MPS	<ol style="list-style-type: none"> 1. Revise materials (1 wk) 2. Conduct 6 training programs (2 wks) 3. Tabulate results (1 wk) 																
May		1 mm PC 1 mm MPS	<ol style="list-style-type: none"> 1. revise materials (2 wks) 2. Conduct 6 training programs (2 wks) 																
June	1977	1 mm PC 1 mm MPS	<ol style="list-style-type: none"> 1. Tabulate results (1 wk) 2. Conduct major evaluation (3 wks) <ol style="list-style-type: none"> a. Revise content and materials 																

PROJECT IMPLEMENTATION PLAN, continued

MONTH	YEAR	TECHNICAL ASSISTANCE	ACTIVITIES
July		1 mm PC 1/2 mm ISS 1 mm MPS	1. Continue major evaluation (1 wk) a. Revise content materials 2. Retrain instructors & team (1 wk) 3. Conduct 6 training programs (2 wks)
Aug		1 mm PC 1 mm MPS	1. Tabulate results (1 wk) 2. Revise materials (2 wks) 3. Conduct 6 training programs (1 wk) 4. Write progress report
Sept		1 mm PC 1 mm 1 mm MPS	1. Continue 6 training programs (1 wk) 2. Tabulate results (1 wk) 3. Revise materials (2 wks)
Oct	1977	1 mm PC 1 mm MPS 1/4 mm ISS	1. Conduct 6 training programs (2 wks) 2. Tabulate results (1 wk) 3. Conduct major evaluation (1 wk) a. revise content & materials
Nov		1 mm PC 1 mm MPS	1. Conduct major evaluation (3 wks) a. revise content & materials 2. Re-train instructors (1 wk)
Dec		1 mm PC	1. Continue 6 training programs of of representatives of other ministries and agencies 2. Tabulate results (1 wk) 3. Revise materials (1 wk) 4. Plan '78 activities
Jan	1978	1 mm PC 1/2 mm MPS	1. Revise materials (1 wk) 2. Write end-of-year progress report 3. Write materials production report
Feb		1 mm PC	1. Conduct 6 training programs (2 wks) 2. Tabulate results (1 wk) 3. Revise materials (1 wk)

PROJECT IMPLEMENTATION PLAN, continued

MONTH	YEAR	TECHNICAL ASSISTANCE	ACTIVITIES
March		1 mm PC	<ol style="list-style-type: none"> 1. Revise materials (1 wk) 2. Conduct 6 training programs (2 wks) 3. Tabulate results (1 wk)
April		1 mm PC	<ol style="list-style-type: none"> 1. Conduct major evaluation (4 wks) <ol style="list-style-type: none"> a. Revise materials and content 2. Re-train instructors (1 wk)
May		1 mm PC	<ol style="list-style-type: none"> 1. Conduct 6 training programs (2 wks) 2. Tabulate results (1 wk) 3. Revise materials (1 wk)
June		1 mm PC	<ol style="list-style-type: none"> 1. Revise materials (1 wk) 2. Conduct 6 training programs (2 wks) 3. Tabulate results (1 wk)
July		1 mm PC	<ol style="list-style-type: none"> 1. Conduct 6 training programs (2 wks) 2. Tabulate results (1 wk) 3. Prepare for final evaluation (1 wk)
August		2 mm PC	<u>Final Evaluation</u> <ol style="list-style-type: none"> 1. Tabulate results 2. Interpret results 3. Revise materials 4. Determine cost-effectiveness 5. Prepare final reports
Sept		1 mm CE 1 mm MPS 1/2 mm ISS	

IV. C. Evaluation Plan

This project will be evaluated by an external evaluation team (consisting of no more than two members) with respect to the five projected EOPS. This evaluation will be conducted independently of the formative evaluation program and the monitoring effort which will be conducted on a continuing basis by the Project Manager and the Project Coordinator. The final evaluation will, however, concern itself with the ongoing, formative evaluation findings and with such corrective actions that were taken.

The basic parameters underlying the formal evaluation effort will deal largely with pre-post project measures which will indicate whether there have been qualitative and quantitative gains in the following five projected EOPS indicators.

1. The extent to which a non-formal training unit has been established within SNPP.
2. Competence of the professional staff members assigned to the SNPP non-formal training unit.
3. Measure of the adequacy and cost-effectiveness of the line-items in the SNPP budget for non-formal training activities.
4. The extent to which the non-formal training unit is capable of training 120 representatives of other GOP agencies the year following end of project.
5. The extent to which the SNPP's materials productions staff has produced empirically validated materials for 36 training programs per year,

Behavioral and product-oriented baseline data will be acquired

during the first 2-3 months of the project so that gains can be realistically determined.

ADDENDUM (from page 11)

Important Assumptions (A-4a)

The pilot project will be conducted in Ita. In order for the benefits to reach all of the rural inhabitants of Paraguay, we assume the GOP through SNPP will adopt the techniques developed in this project and also employ them in the training of other non-formal education entities. A second assumption is that concepts developed in the project are transferable to the rural population outside the pilot area. A third assumption is that through the design of instructional systems, tailored to the target group and the development and evaluation of instructional materials, attitudes and practices can be changed.

ATTACHMENT 1

INSTRUCTIONAL SYSTEMS PROCESS

The Instructional Systems approach, now to be referred to as the Instructional Systems Process, or ISP, is a firmly established concept with a great deal of empirical evidence to support its viable capability in the design of educational materials. The approach attempts to develop validated instructional message units and materials, based on a series of activities aimed at providing the project with validated user-oriented training materials. This is accomplished through application of a training plan, materials development and management, and evaluation genuinely responsive to the training needs of the user personnel. Training is provided to personnel who will be responsible for administering the materials as well as using, continuously updating and evaluating them. The methodology used is a deliberate and orderly process for planning and developing instructional materials which insure that persons using the materials are taught the knowledges, skills and attitudes essential for adequate performance in a specific area such as "canning," "family planning techniques," etc. The concept and the methodology was largely a result of the numerous experiments conducted with program learning purposes. The project is now the modus operandi used in the U.S. military and various U.S. Government agencies and has taken a firm foothold in various training practices in industry, as well as in the thrust of materials development used in non-formal education programs in developing countries. It should be emphasized, however, that

no ISP will be useful unless it is preceded by a thorough and accurate training needs assessment, coupled with a complete identification of training resources needed to support the training and education program. This has been done for the Paraguay project.

Results have consistently demonstrated that the ISP in comparison to traditional training methodology has reduced training times on the average of one third, and consistently increased proficiency by ten to fifteen percent. In addition, materials developed through this process have customarily minimized dependence on a master teacher and in some cases because of this, are self-instructional in nature, and uniquely adaptable to individual differences.

ITEMIZED PERSONNEL COSTS**Project Coordinator (36 months)**

3 years @ 18,000	54,000	
Housing @ 8,400 x 3	25,200	
Ships PUO	3,000	
HH Shipment	2,400	
Travel - 4 RT x 1200	4,800	
Post differential 1,800 x 3	<u>5,400</u>	96,600

Contract Specialists (40 months)**1. Cost Effective Specialist (2 months)**

Salary (3,000 x 2)	6,000	
Travel 1 RT	1,200	
Per diem 30 x \$40	<u>2,400</u>	9,600

2. Materials Production Specialist (15 months)

Salary (3,000 x 15)	45,000	
Post differential	4,500	
Travel 2 RT	2,400	
Ship PVO	3,000	
Storage HHE	800	
Housing (15 x 700)	<u>10,500</u>	68,200

-2-

3. Evaluation Team (4 1/2 months)		
Salary (3,000 x 4 1/2)	13,500	
Travel (8 RT x 1200)	9,600	
Per diem (135 x 40)	<u>5,400</u>	
		28,500
4. Equipment Specialist (1 month)		
Salary	3,000	
Travel 1 RT	1,200	
Per diem (30 x 40)	<u>1,200</u>	
		5,400
5. Artist (12 months)		
Salary (2,000 x 12)	24,000	
Travel 1 RT	1,200	
Housing 12 x 700	8,400	
Post differential	<u>2,400</u>	
		36,000
6. Silk Screen technician (1 month)		
Salary	2,000	
Travel 1 RT	1,200	
Per diem 30 x 40	<u>1,200</u>	
		4,400

7. Instructional Systems Spec. (4 1/2 months)

Salary (4 1/2 x 3,000)	13,500	
Per diem (135 x 40)	5,400	
Travel (2 RT)	<u>2,400</u>	
	TOTAL	<u>21,300</u>
		<u>\$173,400</u>
	*50% of Salaries	<u>56,950</u>
		<u>\$230,350</u>

Salaries

6,000	Project coordinator	<u>96,600</u>
49,500		<u>\$326,950</u>
13,500	<u>Project Budget</u>	
3,000	Coordinator	75,000
26,400	Contract	160,000
2,000	Other costs	<u>95,000</u>
<u>13,500</u>		<u>\$330,000</u>
<u>\$113,900</u>	*50% indirect cost = \$56,950	



Department of State TELEGRAM

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DEVELOPED BY PROJECT; AND (D) PLANNING AND DEVELOPMENT OF EXPERIMENTAL DESIGN FOR IMPLEMENTATION PHASE OF PROJECT. FOLLOWING COMPLETION OF THESE ACTIVITIES (APPROXIMATELY ONE YEAR), ANOTHER DAEC WILL BE HELD TO REVIEW, WITH MISSION, PROJECT'S PROGRESS TO THAT DATE AND APPROVE FURTHER COURSE OF PROJECT ACTIVITIES. UNTIL THAT TIME, NO IRREVOCABLE COMMITMENTS ABOUT PROJECT DESIGN OR AREAS OF PROJECT EMPHASIS ARE TO BE MADE. ONLY FY 75 FUNDING AUTHORIZED.

2. MISSION IS AUTHORIZED TO COMMENCE NEGOTIATION OF PROAG WITH GOP, CONSISTENT WITH FY 1975 OBLIGATION LEVEL OF \$016 240,000.

3. COPIES OF REVISED PROAG WILL BE POUCHED AS SOON AS APPROVED. MEASURES OF GOAL ACHIEVEMENT NEED TO BE DETERMINED BY MISSION IN VIEW OF REVISED LOGICAL FRAMEWORK. KISSINGER

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PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project: _____
From FY 75 to FY 78
Total U.S. Funding 520
Data Prepared: _____

Project Title & Number: Rural Non-Formal Education 526-15-699-501

(INSTRUCTION: THIS IS AN OPTIONAL FORM WHICH CAN BE USED AS AN AID TO ORGANIZING DATA FOR THE PAR REPORT. IT NEED NOT BE RETAINED OR SUBMITTED.)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes: (A-1) To improve the standard of living of the rural inhabitants in Paraguay</p> <p>SUB-GOAL: To provide the information and to bring about the changes in attitudes and practices of the rural population which will contribute to improvement in their standard of living.</p>	<p>Measures of Goal Achievement: (A-2)</p> <p>1. Increase in durable goods owned, 2. Decrease in morbidity rate of children, 3. Increase in per capita income, 4. Increase in agriculture production, 5. Decrease in underemployment</p> <p>1. Through validated non-formal training programs improved skills in home management, environmental sanitation, basic agriculture, sm. scale livestock production, crafts and sm. farm improvement and management.</p>	<p>(A-3)</p> <p>1. Data comparison 2. Longitudinal studies using evaluation criteria</p> <p>1. Attainment of skills will be determined by: a. collection of data from the recipients of the training, and b. by observation of the participants in their local environment.</p>	<p>Assumptions for achieving goal targets: (A-4)</p> <p>1. Improved education results in improved quality of life, 2. If the Paraguayan economy continues growing at its present rate it will absorb increased farm production.</p> <p>1. GOP through SNPP will adopt techniques developed by project and employ them in the training of other non-formal education entities, 2. Concepts developed in the project are transferrable to the rural population outside the pilot area, 3. Information gained through NFE activities can change attitudes and practices.</p>

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project 75 to FY 78
From FY _____ to FY _____
Total U.S. Funding 520
Date Prepared: _____

Project Title & Number: Rural Non-Formal Education 526-15-699-501

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Purpose: (B-1)</p> <p>To establish the capability of the National Apprenticeship Service (SNPP) to conduct successful training programs oriented to rural illiterate and semi-literate adults who presently have limited access to training opportunities.</p>	<p>Conditions that will indicate purpose has been achieved: End-of-Project status. (B-2)</p> <p>1. A non-formal training unit will be established and functioning at SNPP, 2. A min. of 8 staff members will be assigned to SNPP nft unit, 3. A line item in SNPP budget will be adequate for NFT activities; 4. NFT unit will be capable of training 120 GOP trainers 1 yr. following end of project; 5. SNPP's materials productions staff will produce validated instructional materials for 36 training programs per year.</p>	<p>(B-3)</p> <p>1. Reports prepared by Mission, GOP, and consultants 2. Observation and evaluation of performance 3. Analysis of training programs validated by criterion referenced pre-tests and post-tests.</p>	<p>Assumptions for achieving purpose: (B-4)</p> <p>1. GOP will be responsive to need for expansion of SNPP 2. There will be sufficient human resources and budget allocations to meet the requirements of SNPP's role as NFE trainer 3. Results of pilot project can be adapted to other programs on a nationwide basis 4. The nucleus team can be expanded to serve a nationwide program 5. SNPP will retain the personnel trained under this project.</p>

**PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK**

Life of Project: 75 to FY 78
From FY 75 to FY 78
Total U.S. Funding 520
Date Prepared: _____

Project Title & Number: Rural Non-Formal Education 526-15-699-501

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Outputs: (C-1)</p> <ol style="list-style-type: none"> 1. Trained staff at SNPP 2. Pilot training programs 3. Non-Formal Education methods and materials appropriate for training semi-literate and illiterate adults 4. Study of budgeting and institutional requirements to carry out the project and extend its concepts/activities to other areas 	<p>Magnitude of Outputs: (C-2)</p> <ol style="list-style-type: none"> 1. 8 people trained in nfe, 2. 4 people trained in nfc materials production, 3. 6 validated training programs using various mixes of instructional techniques 4. materials such as flip charts, manuals, tapes, photos, etc. to be used in 6 training programs, 5. 1 institutional implementation guide including budget and organization recommendations, 6. two project progress surveys per year conducted 	<p>(C-3)</p> <ol style="list-style-type: none"> 1. Mission reports 2. Examination of materials 3. Visits to production site 4. Visits to training sites 	<p>Assumptions for achieving outputs: (C-4)</p> <ol style="list-style-type: none"> 1. Adequate personnel and facilities will be made available 2. GOP will continue cooperation 3. Materials can be developed which do not require literacy of target group

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Project Title & Number: Rural Non-Formal Education 526-15-699-501

Life of Project: 75 to FY 78
From FY _____ to FY 78
Total U.S. Funding 520
Date Prepared: _____

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS																									
<p>Project Inputs: (D-1)</p> <table border="1"> <thead> <tr> <th></th> <th>FY75</th> <th>FY76</th> <th>FY77</th> <th>TOTAL</th> </tr> </thead> <tbody> <tr> <td>Personnel:</td> <td>80</td> <td>80</td> <td>15</td> <td>60</td> </tr> <tr> <td>Commodities:</td> <td>50</td> <td>20</td> <td></td> <td>70</td> </tr> <tr> <td>Other costs:</td> <td>70</td> <td>65</td> <td>25</td> <td>55</td> </tr> <tr> <td></td> <td></td> <td></td> <td></td> <td>215</td> </tr> </tbody> </table>		FY75	FY76	FY77	TOTAL	Personnel:	80	80	15	60	Commodities:	50	20		70	Other costs:	70	65	25	55					215	<p>Implementation Target (Type and Quantity) (D-2)</p> <ol style="list-style-type: none"> 36 mm project coordinator 11 mm behavioral scientists 2 mm cost effectiveness economist 15 mm materials production specialist 4½ mm instructional systems specialist Four and a half man months for a two man evaluation team One man month for a materials equipment specialist Twelve man-months for an artist One man-month for a silk screen technician 1. project training unit 2. A/V equipment, 3. supplies 4. agricultural/construction tools <ol style="list-style-type: none"> in-country training, travel and related support, local evaluation contracts material for training projects 	<p>(D-3)</p> <ol style="list-style-type: none"> Contracts with individuals or institutions Examination of PIO/C's or PO's Mission controller reports 	<p>Assumptions for providing inputs: (D-4)</p> <ol style="list-style-type: none"> AID and GOP inputs will be sufficient Capable technical assistance can be secured within the time frame
	FY75	FY76	FY77	TOTAL																								
Personnel:	80	80	15	60																								
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				215																								

Country:	Project no.:	Project title:	Date:	/x / original	APPENDIX
Paraguay	699-501	Rural Non-Formal Education	6/76	/ / revision #	

ACTIVITIES

- | | | | | | |
|-----|----------|--|-----|---------|--|
| 1. | 6/30/76 | Negotiate and sign ProAg
Action: USAID, GOP | | | |
| 2. | 7/15/76 | PIO/T's issued for technical assistance
Action: USAID | 13. | 4/30/78 | |
| 3. | 8/15/76 | Non-formal education team selected: team to include project coordinator, 6 trainers, materials production coordinator, illustrator printer, instructional system coordinator, secretary, driver, photographer. | 14. | 7/31/78 | |
| 4. | 9/15/76 | Contractor selected and instructional systems specialist working: Action: USAID | 15. | 9/30/78 | |
| 5. | 9/30/76 | Paraguayan team trained
Action: USAID | | | |
| 6. | 10/15/76 | Commodities arrive and distributed:
Action: USAID/GOP | | | |
| 7. | 1/30/77 | Course content developed, evaluation system completed and team trained.
Instructional material for course programs complete.
Action: USAID/GOP | | | |
| 8. | 2/28/76 | Materials for first training program validated: Action: USAID | | | |
| 9. | 4/15/77 | First training cycle complete, results tabulated and materials revised. Action: USAID/GOP | | | |
| 10. | 7/30/77 | Third training cycle completed and major evaluation results analyzed: Action: GOP/USAID | | | |
| 11. | 11/30/77 | Seventh training cycle completed and major evaluation results analyzed: Action: GOP/USAID | | | |
| 12. | 12/31/77 | Training program for representatives of other ministries and agencies completed. Plan of | | | |
| | | | | | CY 78 activities completed:
Action: GOP/USAID
Ninth training cycle completed and results of a major evaluation analyzed.
Action: GOP/USAID.
Twelfth training cycle completed. Preparation for final evaluation made.
Action: GOP/USAID
Project completed, results tabulated and interpreted.
Final reports prepared.
Action: USAID |

DRAFT OF PROJECT AGREEMENT

I. INTRODUCTION

This Project Agreement is entered into between the Ministry of Justice and Labor (hereinafter referred to as the "Ministry"), represented by the Minister, Dr. Saul Gonzales; and the Agency for International Development through its Mission to Paraguay (hereinafter referred to as "USAID"), represented by its Director.

II. OBJECTIVES

The objective of this project is to establish the capability of the National Apprenticeship Service (SNPP) to conduct training programs oriented to rural illiterate and semi-literate adults who presently have limited access to training opportunities.

The principal support provided by this project will be in technical assistance to plan and implement the project, training, equipment and materials required to conduct the courses, printing materials and equipment to produce non-formal instructional materials and support for contracting local organizations and individuals for project implementation and evaluation.

The most significant feature of this project is its pilot nature.

Its most significant products will be information and training in non-formal instruction techniques and development of a capability within SNPP to conduct non formal training programs. It will also provide the GOP with an inventory of significant on-going non-formal education (NFE) activities and evaluation of SNPP carried

out via a follow-up study of SNPP graduates. The project therefore will contribute useful new knowledge for eventual use in non-formal education subsector planning and strategy formulation at the national level. It is expected that this pilot project will provide the basis for the development of a broader non-formal education program in Paraguay.

The majority of Paraguay's low income population lives in the rural areas. Access to formal education by the rural poor has been and continues to be limited compared to urban educational opportunities. Both census and Ministry of Education statistics verify the educational imbalance between the rural and urban population. The wide dispersal of the rural population further complicates the establishment of an adequate formal school system. By means of this project, the GOP will explore the use of alternate delivery systems which will improve its capability to provide training opportunities to disadvantaged rural men and women. This project will train a cadre of GOP personnel, equip them with the skills required to improve the knowledge, attitudes and practices of the target population in home management, environmental sanitation, basic agriculture, small scale livestock-poultry production, crafts and small farm management, and institutionalize this training capacity within SNPP.

III. Project Implementation

Assistance in implementation will be provided by USAID funded contract team which will advise, train and collaborate with a team

of Paraguayans for the purpose of developing, testing and monitoring the utilization of practical, effective, alternative approaches for meeting Paraguay's human resource needs in the rural sector. During the first year of this project, three essential elements were completed: (1) Selection and training of project team; (2) Inventory of on-going non-formal education activities in Paraguay, and (3) a survey of ITA district. These completed activities will serve as a base which will be useful in the design of training courses and conversely the results of the training courses will serve to improve the instructional methods and materials in non-formal education programs. This twenty-seven month Project Agreement (TQ + FY 77-78) will be implemented as described below.

The pilot project will be carried out in Ita district. Six major programs have been selected in which as many as seven activities in each program will be developed. The six areas are: (1) Home management; (2) environmental sanitation; (3) basic agriculture; (4) small scale livestock/poultry production; (5) crafts; (6) small farm improvement and management. Training materials will be developed for each activity consisting of lesson plans, instructional materials, pre-test and post test instruments, and types of teaching methodology to be employed. Each activity will be subjected to formative evaluation and be revised to eventually determine the most effective materials and methodology to be employed for teaching specific skills to the target population. The project will be evaluated yearly by the project team to determine progress in meeting project

objectives. The project director and the long-term non-formal education contract consultant will be responsible for the preparation of annual reports which will be reviewed by the Ministry, USAID and AID/W.

IV. Financial Obligation

A. USAID

The sum of \$320,000 obligation on page 1, Section 10(a)* will be provided for the following: *(\$520,000 less FY 75 \$200,000)

<u>Contract Services</u>	\$155,000
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Services of one expert in non-formal education to serve as project coordinator (27 mm), one materials production specialist (15 mm) to work with SNPP in the development of non-literacy oriented instructional materials, one instructional systems specialist (4½ mm) to train project team to develop and evaluate appropriate delivery systems, one cost effective expert (2mm) to develop cost data of programs (4 mm) Behavior Scientist to conduct surveys as required.

Commodities

1. Agriculture and construction goals and equipment, craft equipment \$ 20,000
2. Printing equipment to produce non-formal training instructional material
3. Office supplies, equipment

Other Costs

\$145,000

- a. Local travel, per diem and salary for persons contracted to work on the project.
- b. Local purchase of teaching supplies, materials and equipment for pilot programs.
- c. The financial procedures described in PNO/AG No. 21 (FY 74) Section V will be employed and are incorporated by reference.
- d. Consultant travel, per diem, differential, overhead

Variation of 20% among the above components can be made with the concurrence of the USAID and the Ministry without formal amendment to this Project Agreement, provided that the total of \$320,000 is not exceeded.

B. Ministry

The Ministry will provide at least 25% of the costs of this project (\$ 15, 750,000) including salaries for up to 15 project team members. It will also provide facilities for training project personnel; facilities, personnel and materials, for producing instructional materials, and office space. Furnishings and secretarial services provided to U.S. contract personnel.

V. SPECIAL PROVISIONS

1. The Ministry agrees to give publicity within the Republic of Paraguay to the objectives of this project within the framework of the Alliance for Progress.

2. The Standard Provisions Annex attached hereto is an integral part of this Project Agreement.

3. Standard USAID accounting procedures will be employed in transferring U.S. dollar funds to the Ministry for local cost expenditures. All local expenditures under this Agreement will be previously approved by USAID and any vouchers questioned by USAID Controller will be discussed with the Ministry. The Ministry agrees to refund any amount determined by USAID to have been improperly disbursed or in violation of the terms of the Agreement.

4. All commodities imported under this Agreement will be consigned to the Ministry. The Ministry agrees to arrange duty free customs clearance. These commodities will become property of the Ministry once the project is finished.

5. The Cooperating Government Agency agrees to execute an assignment to AID upon request, of any cause of action which may accrue to the Cooperating Government Agency in connection with or arising out of the contractual performance or breach of performance by a party to a direct contract with AID financed in whole or in part out of funds provided by the United States Government under this Agreement.