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DEPARTMENT OF STATE  
AGENCY FOR INTERNATIONAL DEVELOPMENT  
Washington, D.C. 20523

PROJECT PAPER

PARAGUAY

BILINGUAL EDUCATION

Project Number: 526-0503

LA/DR: 78-2

UNCLASSIFIED

AGENCY FOR INTERNATIONAL DEVELOPMENT  
PROJECT PAPER FACESHEET

1. TRANSACTION CODE  
A ADD  
C CHANGE  
D DELETE

2. DOCUMENT CODE  
PP  
3

3. COUNTRY/ENTITY  
PARAGUAY

4. DOCUMENT REVISION NUMBER

5. PROJECT NUMBER (7 digits)  
526-0503

6. BUREAU OFFICE  
A. SYMBOL LA B. CODE 05

7. PROJECT TITLE (Maximum 40 characters)  
BILINGUAL EDUCATION-Rural Edu.Improv

8. ESTIMATED FY OF PROJECT COMPLETION  
FY 82

9. ESTIMATED DATE OF OBLIGATION  
A. INITIAL FY 78 B. QUARTER 1  
C. FINAL FY 81 (Enter 1, 2, 3, or 4)

10. ESTIMATED COSTS (\$000 OR EQUIVALENT \$1 - )

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. LC	D. TOTAL	E. FX	F. LC	G. TOTAL
AID APPROPRIATED TOTAL	141	30	171	750	245	995.7
GRANT	141	30	171	750	245	995.7
LOAN						
OTHER						
USA						
HOST COUNTRY	-	64	64	-	677	677
OTHER SOURCES						
TOTALS	141	94	235	750	922	1,672.7

11. PROPOSED BUDGET APPROPRIATED FUNDS (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY 78		H. 2ND FY 79		K. 3RD FY 80	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) 341	623	630		171		306.9		312.8	
(2)									
(3)									
(4)									
TOTALS				171		306.9		312.8	

A. APPROPRIATION	N. 4TH FY 81		O. 5TH FY		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULED
	P. GRANT	Q. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1)	205				995.7		MM YY 01 79
(2)							
(3)							
(4)							
TOTALS	205				995.7		

13. DATA CHANGE INDICATION: WERE CHANGES MADE IN THE FID FACESHEET DATA, BLOCKS 12, 13, 14, OR 15 OR IN PRP FACESHEET DATA, BLOCK 12? IF YES, ATTACH CHANGED FID FACESHEET.

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE: *[Signature]*

TITLE: *[Title]*

DATE SIGNED: MM DD YY  
08 08 77

15. DATE DOCUMENT RECEIVED IN AID W OR FOR AID W DOCUMENTS, DATE OF DISTRIBUTION

MM YY  
01 79

AGENCY FOR INTERNATIONAL DEVELOPMENT <b>PROJECT AUTHORIZATION AND REQUEST          FOR ALLOTMENT OF FUNDS PART I</b>	1. TRANSACTION CODE <input type="checkbox"/> A    A - ADD <input type="checkbox"/> C    C - CHANGE <input type="checkbox"/> D    D - DELETE	<b>PAF</b> 2. DOCUMENT CODE <b>5</b>
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3. COUNTRY/ENTITY Paraguay	4. DOCUMENT REVISION NUMBER <input type="checkbox"/>
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5. PROJECT NUMBER (7 digits) <input type="text" value="E26-0503"/>	6. BUREAU/OFFICE A. SYMBOL    B. CODE <input type="text" value="LA"/> <input type="text" value="05"/>	7. PROJECT TITLE (Maximum 40 characters) <input type="text" value="Bilingual Education - Rural Edu. Improv."/>
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8. PROJECT APPROVAL DECISION <input type="checkbox"/> A    A - APPROVED <input type="checkbox"/> D    D - DISAPPROVED <input type="checkbox"/> DE    DE - DEAUTHORIZED	9. EST. PERIOD OF IMPLEMENTATION YRS. <input type="text" value="0"/> <input type="text" value="4"/> QTRS. <input type="text" value="1"/>
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10. APPROVED BUDGET AID APPROPRIATED FUNDS (\$000)									
A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY <u>78</u>		H. 2ND FY <u>79</u>		K. 3RD FY <u>80</u>	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EH	623	630		171		306.9		312.8	
(2)									
(3)									
(4)									
TOTALS				171		306.9		312.8	

A. APPROPRIATION	N. 4TH FY <u>81</u>		Q. 5TH FY _____		LIFE OF PROJECT		11. PROJECT FUNDING AUTHORIZED		A. GRANT	B. LOAN
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	(ENTER APPROPRIATE CODE(S)) 1 = LIFE OF PROJECT 2 = INCREMENTAL LIFE OF PROJECT			
(1) EH	205				995.7					
(2)										
(3)										
(4)										
TOTALS		205			995.7		C. PROJECT FUNDING AUTHORIZED THRU			FY <input type="text" value="8"/> <input type="text" value="1"/>

12. INITIAL PROJECT FUNDING ALLOTMENT REQUESTED (\$000)	Allotted 13. FUNDS <del>RESERVED FOR ALLOTMENT</del>																				
<table border="1" style="width:100%; border-collapse: collapse;"> <tr> <th rowspan="2">A. APPROPRIATION</th> <th colspan="2">B. ALLOTMENT REQUEST NO. <u>2</u></th> </tr> <tr> <th>C. GRANT</th> <th>D. LOAN</th> </tr> <tr> <td>(1) EH</td> <td>171</td> <td></td> </tr> <tr> <td>(2)</td> <td></td> <td></td> </tr> <tr> <td>(3)</td> <td></td> <td></td> </tr> <tr> <td>(4)</td> <td></td> <td></td> </tr> <tr> <td colspan="2" style="text-align: center;">TOTALS</td> <td>171</td> </tr> </table>	A. APPROPRIATION	B. ALLOTMENT REQUEST NO. <u>2</u>		C. GRANT	D. LOAN	(1) EH	171		(2)			(3)			(4)			TOTALS		171	TYPED NAME (Chief, SER/FM/ <del>PSD</del> ) <u>KCD</u> SIGNATURE <u>Dannie Baker for</u> DATE <u>12-2-77</u>
A. APPROPRIATION		B. ALLOTMENT REQUEST NO. <u>2</u>																			
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TOTALS		171																			

14. SOURCE/ORIGIN OF GOODS AND SERVICES	<input checked="" type="checkbox"/> 000	<input type="checkbox"/> 941	<input type="checkbox"/> LOCAL	<input type="checkbox"/> OTHER _____
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15. FOR AMENDMENTS, NATURE OF CHANGE PROPOSED

FOR PPC/PIAS USE ONLY	16. AUTHORIZING OFFICE SYMBOL	17. ACTION DATE MM DD YY	18. ACTION REFERENCE (Optional)	ACTION REFERENCE DATE MM DD YY
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I. Project Summary and Recommendation

A. Face Sheet

B. Recommendation

That full funding be approved and the project implemented between October 1977 and December 1981.

C. Summary Description

Paraguay is a unique country in that approximately 50% of its population is bilingual. Ever since colonial times Spanish and Guaraní have been widely spoken by the country's populace. Guaraní is predominant in the rural areas of the country, where 80% of the population speaks only Guaraní. It is in the towns and cities where the Spanish speakers live and it is these urban dwellers who are bilingual.

Until 1968 Guaraní received little official recognition by the Government of Paraguay and the Spanish language was used exclusively for regular government activities (noted exceptions are the wars of the Triple Alliance 1865-70 and the Chaco 1932-35). In 1968 the Government in an attempt to promote a policy of self-reliance and national pride passed a new constitution making both Spanish and Guaraní national languages, and Spanish the official language. Since then the Ministry of Education has been reassessing its Spanish language policy in the rural schools of Paraguay.

It is estimated that over 90% of rural children initiate classes speaking only Guaraní. Until recently the use of Guaraní was prohibited in the classroom. The resulting lack of understanding on the part of the students is one of the major factors leading to high repeat and drop-out rates. Average time that a rural student is in school is 3.2 years, and it requires 7.3 student years for the school to produce a fourth grade finisher.

The Ministry of Education with U.S.A.I.D. grant assistance will carry out a pilot project in bilingual education. The purpose of the project is to provide the MOE with trained personnel, bilingual materials and sufficient experience to enable the inclusion of bilingual education within its normal primary education activities nationwide.

The MOE's inputs will be in personnel, locally contracted expertise for teacher training, and physical facilities. This will total \$677,030 over the four year life of the project. U.S.A.I.D.'s contribution will be to provide technical assistance and training for MOE staff in bilingual curriculum development, materials preparation and teacher training. U.S. purchased commodities will also be provided as will local expenses for project implementation. For the four years duration AID inputs will total \$995,700.

By the end of the project 5,400 primary students and 100 teachers will have participated in the pilot schools program. 1,080 teachers will have been trained in pre-service courses and 3,500 teachers will have received in-service orientation courses. Teaching materials for grades 1 to 3 will have been developed and tested. The MOE will also have trained 30 personnel which will include teacher trainers in the normal schools, and MOE staff working on curriculum and project implementation and school supervisors working with in-service primary teachers.

D. DAEC P.R.P. Review Issues

At the DAEC review of the Bilingual Education P.R.P., approval for the preparation of the Project Paper was given subject to a guidance telegram which is included as Annex J. Presented below is a summary of Mission responses to the DAEC suggestions and issues.

1. Project Replication. Section II.A, Background of the Project contains information concerning the activities that the MOE has undertaken in developing the program. Section II.B, Detailed Description includes a section on Project Stages which address anticipated phasing and expansion of the project. The cost implications of nationwide expansion are discussed in Section III.E. Financial Analysis and Budgets.

2. Methodological Approach. Three consultants were contracted to develop with the MOE the basic design and methodology to be used in the project. In Sections II.B.7 and 9 and in Annexes C, D, E and F the studies are presented along with outlined approaches which the program will follow in each of the designated subject areas.

3. Language Retention. The amount of Spanish learned in school and the amount retained by the student are essentially the same problem, as children in rural Paraguay do not need to speak Spanish except in school. If children do not need to communicate in

Spanish in their daily lives they will not be motivated to learn Spanish and will not practice the Spanish that they do learn. Sections II.B. 7 and Annexes D. and F. address this problem. In addition the MOE is presently discussing possibilities of reorienting radio education programs to better complement the bilingual education program. One projected plan calls for primary students to listen to especially prepared radio programs which will reinforce the daily Spanish lessons in school. This will increase the amount of exposure of the children to Spanish and it is hoped will also motivate students to use the language outside of school.

4. Long-term Evaluation. The Mission has cooperated with a TAB consultant from the Center of Applied Linguistics on the possible design of a regional long-term bilingual education evaluation project in which Paraguay would be one of the participants. The Mission encourages this type of evaluation and expects to cooperate fully with the project if it is implemented. Please also refer to sections IV B. and D. for discussion of projected evaluation plan.

5. Project Timetable. The life of the project has been increased to four years as suggested by the DAEC Review. Due to an increased emphasis on project evaluation and teacher training throughout the 4 years additional funding is projected. Section III.E. contains a detailed estimate of funding requirements.

6. Social Analysis. In Section III.C. social implications on the target population are analyzed.

7. Teacher Training. Section II.B.9. provides a detailed plan for MOE staff and teacher training. Teacher training is well institutionalized in Paraguay with three departments of the MOE implementing regular activities. All three departments, Instituto Superior de Educación (I.S.E. Institute of Higher Education), Centros Regionales de Educación (Regional Educational Centers), and Centros de Formación Docente (Teacher Training Centers), have been included in the teacher training activities.

8. Peace Corps. In July 1976, 5 volunteers arrived to work in bilingual education and received in-country PC training. By October the volunteers had completed training and were ready to begin work. Due to PC staffing problems the volunteers were without leadership and supervision and the MOE did not have an operative program. The volunteers attempted to implement several classroom observation instruments designed to gather information on language learning. These were not completed, and by November, 2 volunteers had returned to the United States and the remainder transferred to other on-going programs.

At present no additional PCV's have been requested for bilingual education but Peace Corps still includes bilingual education as a possible future programming area in the Paraguay country management plan.

The MOE and U.S.A.I.D./Paraguay believe that volunteers would be useful during the expansion phase of the project, and that volunteers would be especially helpful working with the training of teachers. These volunteers could be assigned under an existing Peace Corps agreement with the MOE Regional Centers.

9. Other AID Experience. AID/W provided information to the Mission concerning bilingual education experience in South Vietnam. This has been taken into consideration in designing this project. Section II.A.3. was also developed after an analysis of the Mennonite's and other missionary efforts in bilingual education in Paraguay. See also Paraguay Education Sector Assessment, Annex B.

10. Host Country Contributions. Total project costs are projected to be \$1,672,730 of which \$677,030 will be contributed by the MOE. This contribution represents 40% of the project's total cost.

11. Education Sector Assessment. The sector assessment completed in June 1977 contained information concerning language problems of rural primary students. (See Annex B Language and Bilingualism and Policy Implications in Formal Education pg. 230-35, and pg. 40-41 Educational Objectives and Policy Areas). As requested by the Sector Assessment DAEC review supplementary information on bilingual education is being prepared for submission.

12. Environmental Evaluation. Section III.C.3 concurs with DAEC review that there will no impact on the environment due to the implementation of this project.

## II. Project Description

### A. Background of the Project

Paraguay is unique in being the most bilingual country in the world today.

Unlike the situation in other Latin American nations where indigenous languages are relegated to a secondary position, Paraguay has maintained, and is proud of, the bilingualism of its

population. This is also shown in statistics in which approximately 30% of the population is capable of speaking Guaraní and Spanish, with 40% monolingual speakers of Guaraní. The latter are primarily rural people whereas the former live scattered throughout the country.

## 1. Historical Background

a. Colonial Period. The history of this bilingual situation began in the Sixteenth Century, the initial period of contact between Guaraní speaking Indians and Spaniards who arrived in Paraguay during this period. The first group of Spaniards to settle in what is now Paraguay founded Asunción in 1537. They had hoped that the Rio de La Plata would provide an easy route to Perú where they would discover the legendary El Paitití or El Dorado. Their intentions were to remain only temporarily until they had amassed enough gold and silver to return to Spain as wealthy men. They did not bring their wives or families with them and Guaraní women became their concubines, servants and providers of food. Soon mestizos came to outnumber Spaniards in Paraguay, for the original Spaniard population was not augmented by further immigration from Spain. Since children were raised for the most part by their Guaraní-speaking mothers, they grew up speaking Guaraní. Maintenance of the Guaraní language can be seen as one of the consequences of this close and personal contact between Spaniards and Guaraní Indian women.

The maintenance of Guaraní was such that a report to the Spanish crown in 1777 contains complaints about the difficulties encountered by Spanish speaking authorities in communicating with the populace, due to the latter's monolingual (Guaraní) character (Fernando 1777:49).

In 1791, it was reported that in Asunción "the mysteries of the Catholic religion by popular preference were explained from the pulpit in Guaraní" even though the audience was mostly bilingual (Peramás 1916:71).

From these and other references we may draw the conclusion that during the colonial period Guaraní was widely used in all levels of Paraguayan society as a medium of communication. Guaraní, however, was used orally and, with the exception of some of the early missionaries who wrote grammars and dictionaries and translated some of the Scriptures into the language, it was not until Independence that Guaraní was utilized in secular literature.

b. Independence and After. Following Independence in 1811, Paraguayan leaders established political and economic relations, with their neighbors and with Europe. It was partly because of this

push for contact with its Spanish speaking neighbors that the need for more Spanish was recognized. In 1812, the government advised school teachers to make sure that Spanish was the language of the classroom and to banish Guaraní from school usage (Instrucciones... 1812). Despite government regulations, this turned out to be difficult to implement. Thus arose the now famous use of "rings" to remind students of the need to use Spanish. A description of this is given in the memoirs of Juan Crisóstomo Centurión "In the school the use of Guaraní in class hours was prohibited. To enforce this rule, teachers distributed to monitors bronze rings which were given to anyone found conversing in Guaraní.... on Saturday, return of the rings was requested and each one caught with a ring was punished with four or five lashes" (translated from J.C. Centurión, 1894, p.62).

It is generally believed that the first conscious effort by the Paraguayan government to establish a policy in favor of Guaraní occurred during the War of the Triple Alliance (1865-1870) when it was the only language used in the Army in an attempt to confound spying by foreign infiltrators. Most historians, however, recognize that Army officers had to use Guaraní to communicate efficiently with monolingual country soldiers and invented a face-saving excuse so as not to admit that the Paraguayans did not speak Spanish, the official language, well enough to be able to use it while fighting a war.

The period after the war, from 1870-1932, was one in which Spanish was especially emphasized throughout the country. This was due in part to the heavy Argentine influence in the country, the Paraguayan loss of the Triple Alliance War and the subsequent occupation, and to a feeling that whatever came from outside was better than anything that was Paraguayan. In the case of education, this meant a heavier emphasis on Spanish and a greater negation of Guaraní. In 1894 Manuel Domínguez, Minister of Education, referred to Guaraní "as a great enemy of the cultural progress of Paraguay" (Cardozo, 1959, p.82). Domínguez clearly recognized the problem posed by the monolingual Guaraní speakers, but he did not recognize the discrepancy between the requirements for instruction in Spanish and the language ability of pupils in the nation's school system.

In 1932 Paraguay entered the War of the Chaco (1932-1935), and as in the War of the Triple Alliance, the Armed Forces utilized Guaraní in its daily combat operations. However, as before, when the war ended, the country went back to an official emphasis on Spanish in all areas of public life.

When the Colorado party came to power in 1948 some basic changes in attitudes toward language began to appear. This was due to the basic philosophy of the party which places emphasis on self-reliance, self-sufficiency and pride in things Paraguayan. Given this philosophy, Guaraní began to have more acceptance, and eventually, a chair of Guaraní was created at the University in 1950. Another change due to Colorado party influence was the gradual appearance of Guaraní language classes for high school students, starting in 1955.

In 1967 a new constitution was approved that named Guaraní and Spanish the "National Languages" of Paraguay, and Spanish the "Official Language" of the country. Since passage of the constitution there have been several important GOP actions in this general area: (1) the army has come out with a language policy requiring entrants to pass an oral test in Guaraní before becoming soldiers. (2) The Ministry of Justice has moved towards formal acceptance of Guaraní for the giving of testimony and in the cross-examination of witnesses in courts of law. (This relatively minor reform in court room procedures has greatly increased the accessibility of the legal system to the rural population). And (3), in 1973, with the inauguration of the New Curriculum (Curriculum Renovado) in the schools, the Ministry of Education for the first time in its history, authorized the use of Guaraní in the classroom.

From this historical over-view there emerge several trends. (1) Paraguay, from its inception, has been a country with two major, and at time competing, languages: Spanish and Guaraní. (2) Both languages have played an important role in the country's history and development, with an emphasis on Spanish when the country has stressed its participation in international relations, and with an emphasis on Guaraní when a need was felt for a strong national identity. (3) Recently the bilingual situation has been accepted as part of the country's national and international self-image.

This picture may be somewhat misleading. Although Paraguay stresses its role as a bilingual nation, it is its bilingualism that is stressed, i.e., the knowledge of Guaraní and Spanish. Guaraní alone is not thought of as having any inherent value in its own right. Thus a person who speaks only Guaraní is Guarango (ill-bread, bore), menos inteligente, menos desarrollado, than a person who is bilingual in Spanish. Monolingual speakers often share this kind of depreciatory attitude and call themselves "lavy" (stupid) because they cannot speak Spanish. (Rubin 1968: 46). One is thought to be "uneducated" and "uncultivated" if the individual speaks only Guaraní. This seems to stem from the fact that it is in school that the monolingual Guaraní speaker generally has a first exposure to Spanish; and it is here where the language is learned.

The assumption is made that the person who does not speak Spanish is the person who has not had much formal schooling. "Amount of schooling is the single most important factor in determining Spanish proficiency" (Rubin 1968: 84).

2. Language and Educational Participation

The correlation between amount of schooling and degree of bilingualism in Spanish and Guaraní can be seen in the following table:

Table 1. Number of School Years Completed for 817 Itapuami<sup>1/</sup> Speakers, Ten Years and Above (In percentages)  
(Rubin 1968:77)

	School Years Passed								Total
	None	1	2	3	4	5	6	7	
Monolingual (Guaraní)	17.5	3.3	1.6	0.2					22.6
Incipient <sup>2/</sup>	5.5	5.5	7.2	2.8	0.2				21.2
Subordinate <sup>3/</sup>	1.5	1.6	10.5	12.5	5.2	0.2	0.2		31.7
Coordinate <sup>4/</sup>	0.5	0.6	2.3	4.9	6.2	4.7	3.7	1.6	24.5

<sup>1/</sup> Itapuami is a small rural community northeast of Asunción.

<sup>2/</sup> An incipient bilingual is a person who, "although unable to produce any utterances in the second language, might still indicate some understanding" (Rubin 1968: 71).

<sup>3/</sup> A subordinate bilingual is a person who is able to speak a language, but not fluently.

<sup>4/</sup> A coordinate bilingual is one who both speaks and understand well a second language.

As often stated, were it not for the learning of Spanish in the schools, Paraguay might easily return to its pre-hispanic linguistic situation, of being an almost totally monolingual Guaraní speaking country!

In actuality the language situation today has manifested a certain amount of stability (See Sector Assessment Table B-1, p.A-8 for statistics).

Approximately 34 percent of Paraguay's population lives in what has been officially classified as urban areas; the remaining 66 percent live in rural areas.

Table 2 shows percentages of monolingual and bilingual Guaraní and Spanish speakers in terms of total rural and total urban populations.

Table 2. Proportion of the Population by Language Group, in Relation to Total Urban and Rural Population

Census	Spanish %		Guaraní %		Bilingual %	
	Urban	Rural	Urban	Rural	Urban	Rural
1950	13.0	3.2	10.6	45.7	76.1	49.5
1962	14.7	2.4	9.1	52.3	77.0	43.0

Source: Bureau of Statistics and Census.

As shown, the incidence of bilingualism is much greater among the urban population. The rural population includes a larger proportion of monolingual Guaraní speakers.

Table 3. Distribution of the Population by Language Characteristics  
According to Age

Census/Language	Est.Age	Est.Age	Est.Age	Est.Age	Est.Age
	3-4 %	5-15 %	16-44 %	45-64 %	65 + %
Spanish	7.8	4.8	3.8	3.9	3.6
1962 Guaraní	69.5	51.0	37.0	46.3	58.3
Bilingual	22.6	44.2	59.2	49.6	37.9

Source: Bureau of Statistics and Census.

As illustrated in Table 3, 70% of all preschool-age children in 1962 spoke only Guaraní. If the urban and rural differences shown in Table 2 are correlated with this information, it can be estimated that over 90% of rural children starting school speak only Guaraní. The ages of Spanish acquisition appears to be from 5 to 15, coinciding with the period of school attendance, with the highest rates of bilingualism found in the 16 to 44 year-old age group.

A rural child entering school is confronted not only with the new experience of school and adapting to a different social situation, but in rural Paraguay also with a foreign language which the child does not speak or understand. The problems of adapting to school and participating in the classroom when all materials and contents are presented in an unknown language are critical factors causing many children to become alienated from the school. Many either drop out or are withdrawn by parents who realize that they are not benefiting from the experience.

It is estimated that 12.7% of rural first graders, 9.8% of second graders, 9.0% of third graders, and 9.1% of fourth graders drop-out of school. (Sector Assessment pg. 93). The estimates of repeaters in the rural first grades vary from 26%-53% (see pg. 91 of the Sector Assessment for further explanation; also pg. A-91).

The present statistics indicate a very dismal situation. The probability of a rural first grader finishing the fourth grade is .29 (Sector Assessment pg.190), and an average of 7.3 student

years is needed for a school to produce a fourth grade finisher. (Sector Assessment pg. 197). Estimates also indicate that average rural school attendance is only 3.2 years, and amount of time which is not enough for the average student to complete the second grade.

Without a qualitative improvement in the initial grades of primary education, it is apparent that there will continue to be limited achievement and opportunities for the integration of the rural Paraguayan population into the social and economic fabric of the country.

### 3. Bilingual Education in Paraguay

An answer to Paraguay's linguistic problems is the development of a program in bilingual education in Spanish and Guaraní. Such a program would assume that primary school education would begin with most instruction being carried out in the child's native language, Guaraní, with the addition of daily classes in oral Spanish. Although the addition of oral Spanish classes might seem to place an extra burden on the school day, it has been found in bilingual education programs in other countries that the amount of time saved by the teacher who does not have to translate school materials informally into the child's native language is more than enough for the teaching of an additional subject in the classroom. (Stark 1977: 18). In the second stage of a bilingual education program the student continues training in oral Spanish, begins to read and write in that language, and continues with some subjects in the native language. And, in the final stages, the predominant part of the curriculum is taught in Spanish. Thus, after a certain number of school years (in the case of Paraguay three is projected) the student enters the fourth grade and follows the national curriculum in the official language.

The projection for this kind of program as a solution to some of Paraguay's education problems is not new, and it has been recommended by educators, linguists and anthropologists over the past many years (Decoud 1934, Philipson 1950, Rubin 1968).

In line with this interest in solving educational problems which have been caused by linguistic factors, in January 1976, an MOE investigative unit, with funding from the Organization of American States (OAS), investigated the effects of bilingualism on the academic achievement of students in the first grade in the rural schools of Paraguay. These investigations then prompted the MOE and the USAID Mission to initiate discussion of a pilot bilingual education project to begin during the 1978 Academic Year. In January 1977, the Mission assisted the bilingual unit of the MOE to carry out baseline studies and investigate problems which might affect the Pilot Project at a later date. (For more details see Section on Technical Studies).

The MOE and contracted technical personnel conferred with officials throughout the Paraguayan education system, from the Minister of Education to rural school teachers in the provinces. Their work culminated in a conference at the I.S.E. (Instituto Superior de Educación) in March 1977, which was attended by the heads of Departments in the MOE. A presentation of the results of the baseline studies was also presented at a national symposium on Paraguayan bilingualism held in June which was attended by the interested linguists and social scientists, as well as heads of departments from the Ministry of Education. In these meetings the philosophical and practical consequences of bilingual education were accepted enthusiastically. On the practical level, bilingual education was seen by the participants as a solution to many of the educational problems in the rural areas of Paraguay. Beyond this it was seen as a form of education which would better fit the linguistic and social reality of the rural areas of Paraguay, and would result in fewer dropouts and in higher achievement by students in the primary schools. Theoretically bilingual education was understood as providing a bridge between Guaraní and Spanish, while at the same time maintaining enough emphasis on Guaraní so that the depreciatory feelings about Guaraní would not be reinforced.

## B. Detailed Description

This section describes major components of the project "Bilingual Education (Improvement of Rural Education)". The Logical Framework Matrix is attached in Annex A. Annex B contains the Critical Performance Indicator Network and Description.

### 1. Goals

The project sector goal is to provide Paraguay's rural population with greater social and economic opportunities, opportunities that are currently denied them because of a general lack of knowledge of Spanish and concurrent illiteracy. The project will contribute to: (a) improved elementary education in terms of linguistic relevance and (b) improved utilization of Paraguayan human and financial resources.

a. Linguistic Relevance. This will be fulfilled through the preparation and utilization of bilingual education materials (Guaraní and Spanish) and through the systematic use of the Guaraní language to help children with the regular school curriculum as they are learning the Spanish language.

b. Utilization of Human and Financial Resources.

The second goal, more efficient utilization of resources will be achieved when a linguistically relevant program is implemented within the school system. The Paraguayan Education Sector Assessment states that repetition rates for the first grade are presently estimated to be from 26 to 53%. (It is not possible to establish an accurate repeat rate for the school system due to poor MOE data collection). It is estimated that the bilingual education program will bring about a 20% decrease in the number of rural children that desert or repeat grades 1-3.

Currently there is a .3 probability of a first grader reaching the fourth grade (Sector Assessment pg.190). The objective of the Bilingual Education Project is to raise this probability to .5. Likewise it presently takes the rural school an average of 7.3 student years to produce a fourth grade finisher. The objective of the Bilingual Education Project within the life of project will be to reduce this to an average of 5.3 student years.

Presently the MOE invests \$38.86 yearly in educating each rural primary student and the family spends an estimated additional \$20.80 yearly for each student. Total MOE costs to produce 4th grade finishers are calculated to be \$284.00. If the bilingual education program is able to lower drop-out and repeater rates by 20% as planned, it will have a significant impact on economic efficiency. For a more in-depth discussion of education efficiency refer to Paraguay Sector Assessment, Section XIII, B.2.

2. Purpose

The purpose of this project is to develop MOE capability to provide bilingual instruction for non-Spanish speaking children. In order to develop this capability, the project is designed to begin with a small group of schools, and over four years expand so that the MOE will have enough experience, personnel, and materials capability to be able to provide bilingual instruction for all non-Spanish speaking children throughout Paraguay.

3. Project Location

The pilot project and control schools will be located in the Department of Paraguari located 65 kilometers from the national capital. The area is predominantly agricultural and has regular bus service over one of the two major asphalt roads of Paraguay. In 1972 the department had a total population of 211,977, of which 179,977 were classified as rural.

Paraguari was chosen by the MOE as the project site because it is demographically, socially and economically representative of the nation as a whole. Linguistically the Department of Paraguari is also representative of the rest of the country. It has a large rural monolingual Guarani speaking population while at the same time well established Spanish-Guarani bilinguals in the rural towns. Its close proximity to Asuncion will facilitate MOE administration of the project, including the introduction of materials, teacher training, and project evaluation on a continuous basis. Migration is not a major factor in the area, and parents and teachers have expressed considerable interest in the project. Paraguari was also the location of the preliminary bilingual education studies conducted for the project.

Educationally Paraguari is a paradox. It has what is perhaps the most organized and professionally active teaching force in the country. The department has a relatively high number of schools; 297 for a total 7-14 age population of 51,080, of whom 41,942 are enrolled in school. Nevertheless, the department has one of the highest repeat and drop-out rates in the country. The majority of students entering schools in Paraguari are monolingual (speaking only Guarani), and school children of the department scored poorly on scholastic achievement tests recently administered by the MOE's bilingual investigative unit.

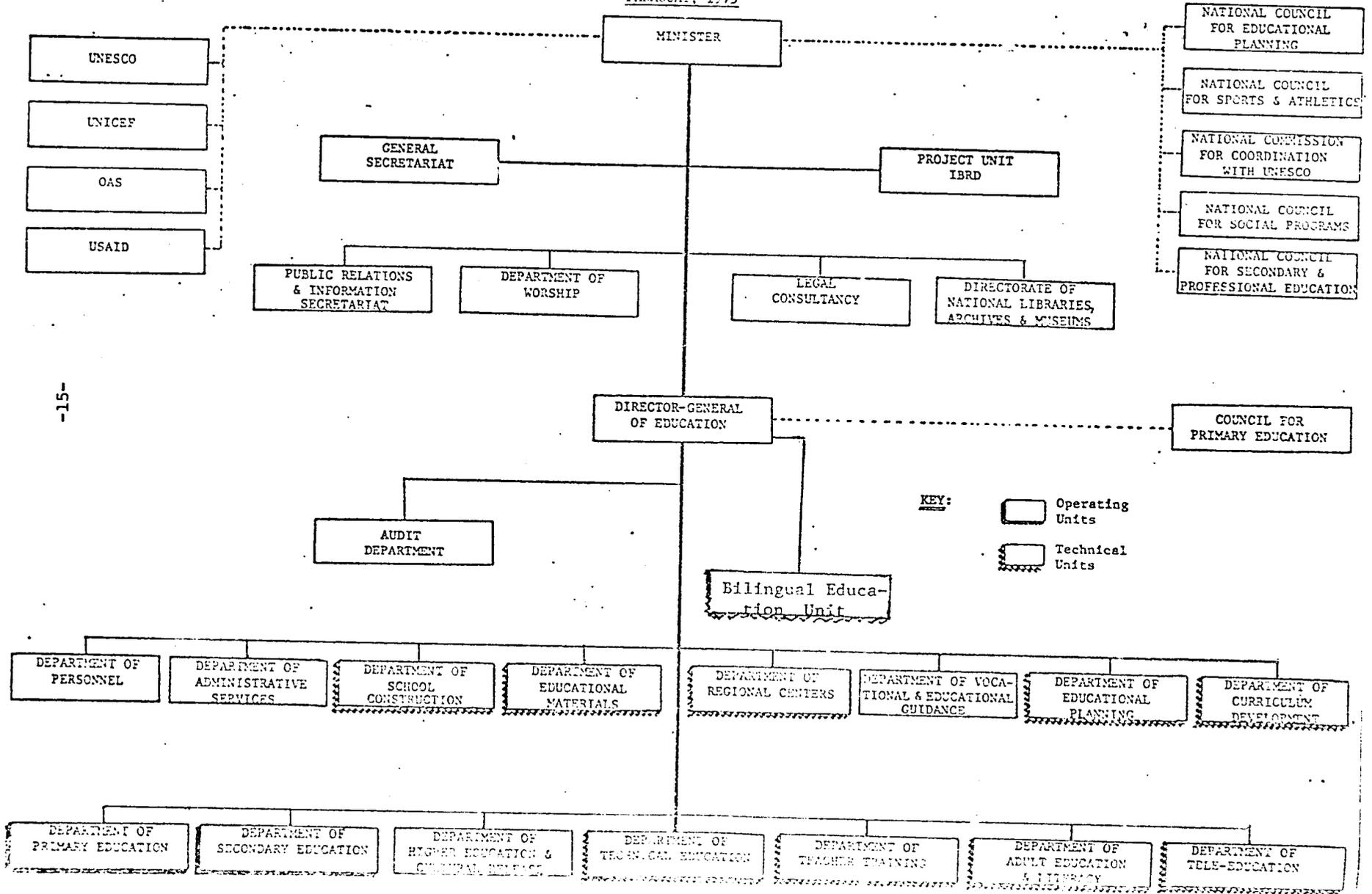
#### 4. Project Management

An MOE staff of 18 will be formed for this project. These technicians will be transferred from their present MOE assignments to the bilingual unit. Since the project is experimental and demonstrative in design, it will be run as an interdepartmental unit under the Director General's guidance and supervision. (See pg.15 for the organizational chart of the MOE.)

Of the 18 individuals forming the bilingual unit, two will be in charge of giving in-service training and supervision (Supervisores Tecnicos), two will be from Curriculum, four from Textbook Preparation, two from the Planning Office, and one from Administration. There will be two artists, four technical secretaries, and one chauffeur. As the program progresses into the second and third grades and into other geographic areas, the number of individuals assigned to the bilingual coordinating unit will be increased, primarily by textbook writers and teacher trainers.

Concurrent with the project, the MOE plans to continue bilingual research. The MOE Research Unit, which has been responsible for the planning of the pilot project, will attempt to measure the effectiveness of project materials and training, repetition and drop-out rates, and scholastic achievement of participating and non-participating similar rural schools.

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PARAGUAY, 1975



## 5. Experimental Design

The experimental component of the project is designed to provide the MOE with adequate information for the establishment of bilingual education policy and curriculum.

The experimental schools will be following two transitional models of bilingual education. The first model will begin first grade instruction in Guarani with classroom materials developed in Guarani for teaching regular school subjects. Spanish will be taught as a second language. As the student's Spanish improves, more of the course content will be given in Spanish. This transition will be completed in three years so that students will be able to enter the fourth grade prepared to continue in a Spanish curriculum.

The second model will have a heavier emphasis on Spanish. The students will study Spanish orally while they follow the national curriculum; no Guarani materials will be utilized by this model. It is presently projected that students should be able to learn enough Spanish during the first semester to enable them to begin to read and write modified materials in Spanish during the second semester of the first grade. As the regular curriculum is followed, oral Spanish will continue to be taught as a subject replacing the language arts course presently part of the school curriculum.

The progress of students in each model will be carefully evaluated and compared to each other and to a control group of traditional schools.

## 6. Project Stages

A larger sample of pilot schools was considered for the project, but following discussions with MOE officials and technicians, local supervisors, and other technical specialists it was determined that six schools would provide adequate information for testing the materials and teacher/parental inputs contemplated for the project. Each of the six pilot schools will be operating on double sessions and, thus, twelve first grade classrooms will be involved in the first year of the project.

As indicated above, two different models will be tested under this bilingual project. Prior to selecting any schools for participation, discussions will be held with MOE officials, school supervisors, teachers and parents to determine which schools are likely candidates. Beginning students from these schools will then be tested in order to assure at least 90% are monolingual speakers of Guarani. A final selection criteria will be that schools must have adequate classroom space for short-run expansion which should result from a larger number of students progressing to higher grade levels as the dropout and repetition rates decline.

Based on the above criteria, a total of twelve, approximately equal schools will be selected for participation in the program. Of these, three will be chosen at random to test the first model, three will be chosen to test the second model and the remaining six will then become the control group against which the progress achieved in the bilingual schools will be evaluated.

In the first year, the participating schools will be used to test the bilingual materials that will have been prepared. In the second phase the project will be expanded to a larger number of demonstration schools and materials and teaching techniques developed in the pilot schools will be used on a wider basis in the demonstration schools. The third and final phase will be the expansion of the project throughout the department of Paraguari. See chart, pg. 18.

#### 7. Materials Preparation

There are very few teaching/learning materials available that can be used for basic primary school subjects in Guarani or Spanish. The following materials will be developed and tested:

a. Guarani Language Materials. The only materials prepared in Guarani for use in the primary schools of Paraguay have been prepared by religious groups, and were developed for teaching Guarani as a Second Language to Indian children whose native language is not Spanish or Guarani (i.e. Indian languages such as Lengua, Guayaki, Mora, etc.). Since the bilingual program proposes to teach primary subjects to native speakers of Guarani, a different approach will be taken.

		12 GRADE	20 GRADE	30 GRADE
1978	Pilot Phase	6 schools 12 classrooms 6 teachers (2 shifts) 360 students		
1979	Demonstration	12 schools 24 classrooms 12 teachers, (2 shifts) 720 students	6 schools 12 classrooms 6 teachers 360 students	
1980	Application	24 schools 48 classrooms 24 teachers (2 shifts) 1440 students	12 schools 24 classrooms 12 teachers 720 students	6 schools 12 classrooms 6 teachers 360 students
1981		48 schools 96 classrooms 48 teachers (2 shifts) 2880 students	24 schools 48 classrooms 24 teachers 1440 students	12 schools 24 classrooms 12 teachers 720 students

End of project Status.

48 schools  
168 classrooms  
100 + teachers  
5040 students.

The subjects taught in Guaraní will be the same as those normally taught in the new curriculum in grades 1-3. These areas of study will include: Social Life and Communication, Health and Work, Mathematics, Recreation, and General Activities. In the first grade the child will be taught most of these subjects in Guaraní. At the same time the students will be studying oral Spanish. In the second grade, the child will have learned enough oral Spanish to be able to study a part of the second grade curriculum in that language, and in the third grade the major part of the curriculum will be in Spanish, although there will still be some reading materials in Guaraní. During the third year, the teacher will be instructed to use Guaraní only when absolutely necessary to explain classroom assignments. Thus the programs will develop a set of first grade materials and textbooks in Guaraní, a set of textbooks for the second grade will make a transition between Guaraní and Spanish, and there will be supplementary reader(s) written for the third grade in Guaraní and Spanish. It is anticipated, that during the third year the child, will be able to substantially follow the third grade curriculum in Spanish that is in use throughout the country.

The program in Guaraní will conform as closely as possible to that of the new Renovado curriculum in use in other national schools. This is to ensure that the children in the bilingual schools can, after three years, continue in the fourth grade, with an educational background approximately equal to that of their Spanish speaking peers who have not participated in the bilingual program. (See Annex C for additional materials on Textbook Preparation in Guaraní).

b. Spanish as a Second Language Materials. During the first grade, in the first transition model students will have one hour of oral Spanish daily. In the second model the student will study oral Spanish for two hours daily and will also follow basic reading and writing materials in Spanish. Instruction during the second year in both models will continue with oral Spanish while the child is reading and writing Spanish. In the third year formal teaching of oral Spanish will continue, although the use of Spanish in the classroom for the teaching of all school subjects may be sufficient so that the actual teaching of oral Spanish as a formal subject may not be necessary.

Recently there has been some effort in Paraguay to prepare materials for teaching Spanish as a Second Language to speakers of Guaraní. In 1962 the USAID collaborated in the preparation of a book entitled "Enseñanza del Español" for the teaching of oral Spanish to primary school children. Certain parts of the book, plus some of the exercises, are applicable for the teaching of Spanish as a Second Language, but the book is probably more appropriate for first, rather than second language teaching.

Another book, funded by OAS, was prepared in 1964. This material was prepared for the teaching of Spanish as a Second Language, it contains a list of key vocabulary plus a set of linguistic patterns for teaching grammatical structures. Various aspects of the book are included in the New Curriculum and will be utilized as appropriate in the project.

Thus there are already at least two publications, parts of which can be incorporated into the bilingual program. But for the kind of intensive teaching of oral Spanish to be undertaken in the first grade, plus various degrees of oral Spanish teaching in the second and perhaps third grades, it is obvious that Spanish materials will have to be prepared for use in the bilingual program. (See Annex D for a discussion of Teaching Spanish as a Second Language).

c. Transitional Materials. For the second grade, materials will be prepared for the teaching of reading and writing in Spanish. These materials will cover subject matter contained in the New Curriculum and will attempt to facilitate the transition from Guaraní to Spanish literacy.

#### 8. Language Retention

An active and constant use of Spanish is considered critical for program success. Therefore, as part of the project various techniques will be studied and actively promoted for in-school and out-of-school Spanish retention and reinforcement. For example:

a. The project will encourage family participation along with students in the use of all bilingual education materials.

b. For program understanding and support, orientation for parents will be incorporated into the program. Administration of this orientation will most likely be the responsibility of local parental/teacher associations.

c. Parent/teacher associations will be formed if they do not exist.

d. Games, simulations, newspaper inserts, etc. that motivate and reinforce program objectives will be developed and/or adapted.

e. The use of radio will be investigated for motivating and reinforcing bilingual education program objectives.

#### 9. Training of Staff and Teachers

In order to successfully use the teaching/learning materials that will be provided as part of this project, and in order to further the objectives of the bilingual education program, training will be provided for participating MOE personnel, primary school teachers, regional training instructors, and national primary supervisors.

a. Staff Training. There are two kinds of training planned for staff: (1) participant training, and (2) in-country training.

(1) U.S. or 3rd country participant training will be provided for two individuals in specialities not currently available in the MOE. These are (a') training of an individual in applied linguistics, who would be able to return and work on linguistic problems associated with the program; (b') the training of an individual in language acquisition who would work with the program in problems dealing with first and second language learning. It is also anticipated that there will be eight short term participants who will study theory and methodology of bilingual education by attending instructional courses, workshops and conferences.

(2) In-country training will be provided for the MOE project technical personnel, supervisors of the participating schools, to instructors from the teacher training colleges throughout the country, etc. This will take the form of a month long intensive orientation during November 1977. U.S. short term technical assistance along with contracted project personnel will be involved in the teaching of these courses. The purpose of the courses is to prepare selected MOE personnel to teach orientation courses to teachers of the pilot schools in February 1978 and to initiate textbook and materials preparation for the project. The training will be in the following areas: program goals and objectives, experimental design, bilingual education curriculum, Spanish as a second language curriculum, Guarani materials preparation, Spanish as a second language materials preparation, program evaluation, and teacher training and orientation.

b. Teacher Training Courses. Each year a one month intensive course will be scheduled for teachers participating in the program, and this will be followed by periodic follow-up seminars and workshops. Included in the training will be: Theory and Methodology of Bilingual Education, Theory and Methodology of Second Language Teaching, the use of Guarani language books and materials in the bilingual education program, the use of Spanish books and materials as a second language in primary schools and contrastive analysis of Spanish and Guarani, plus selected methods and content courses.

Approximately one-fifth of the rural teachers in Paraguay are uncertified, and most of these teachers are in schools with the greatest need for bilingual education. As these teachers are required to take certification courses during the summers, a special course to instruct them on the bilingual problem will be prepared for use at one of the Regional Education Centers.

For the teachers working in the pilot schools, a two week review course will be given in July, 1978. The course will consist of: (a) analysis and evaluation of first semester activities;

(b) curriculum goals and objectives for the second semester; (c) instruction in the use of second semester; first grade bilingual and Spanish materials; (d) lesson plans; and (e) student evaluation.

Pre-service training in bilingual education has already begun at ISE and in FY 1978 sixty teachers will finish level classes with specialized certification in bilingual education. They will have completed two years of course work and practices including one semester of bilingual education and instruction. The course for specialization in bilingual education will be an adaptation of the New Curriculum program now in use and will include: bilingual education theory, sociolinguistics, child psychology, language acquisition, bilingual classroom teaching experience, and Guarani.

c. On-the-job Teacher Training. This training will be provided by technical supervisors (Supervisores Tecnicos) who will visit participating schools throughout the school year. The technical supervisor will offer advice and informal training to rural teachers on a regular basis.

A future target for teacher training is to include courses on bilingual education in all pre-service and in-service improvement courses offered to primary grade teachers.

The numbers of teachers, supervisors, MOE personnel and school directors who will receive training and orientation are given on page 23.

#### 10. Outputs

##### a. Student Retention

(1) Lowering of primary school drop-outs by 10%

(2) Lowering of primary school repeaters by 10%

b. New curriculum and courses of study adapted for bilingual education in Spanish and Guarani.

c. Minimum of 17,000 textbooks for use by students and 35,000 teachers guides divided as follows on page 21.

PROJECTED TEACHER TRAINING AND ORIENTATION

	FY 78	FY 79	FY 80	FY 81	Total
<u>In-service Orientation</u>					
a. Instituto Superior de Educación	300	500	500	500	1,800
b. Centros Regionales de Educación	-	100	300	600	1,000
c. Institutos de Formación Docente	-	100	200	400	700
Total	300	700	1,000	1,500	3,500
<u>Pre-service Training</u>					
a. Instituto Superior de Educación	60	60	60	60	240
b. Centros Regionales de Educación	-	60	120	240	420
c. Institutos de Formación Docente	-	60	120	240	420
Total	60	180	300	540	1,080

(1) Student Textbooks

- (a) 5,000 first grade Guaraní textbooks
- (b) 3,000 second grade bilingual textbooks
- (c) 3,000 second grade Spanish as a second language textbooks
- (d) 3,000 third grade Spanish textbooks
- (e) 3,000 third grade Guaraní supplementary materials

(2) Teacher's Guides

- (a) 10,000 General Introduction to bilingual education
- (b) 5,000 first grade oral Spanish lesson plans
- (c) 5,000 first grade Bilingual Education Instruction Manual
- (d) 5,000 second grade oral Spanish lesson plans
- (e) 5,000 second grade Bilingual Education Instruction Manual
- (f) 5,000 third grade Bilingual Education Instruction Manual

d. Training of Staff and Teachers

- (1) 8 short and 2 long term participants trained outside of the country.
- (2) In-country training courses completed for staff and 1,080 teachers.
- (3) In-service orientation carried out in the teacher training centers.
- (4) On-the-job training provide to teachers of the bilingual schools by Technical Supervisors.

- e. 48 schools functioning with 5,040 students enrolled in the bilingual education program.
- f. Evaluation and testing instruments designed to assess learning and success of the project.
- g. MOE personnel (30) capable of conducting bilingual education training on a nationwide basis with a nation bilingual education plan.

#### 11. Inputs

A detailed budget of MOE and AID inputs appears in Section III.E. Financial Analysis and Budgets. The staff for the newly created Bilingual Education unit will be provided by the MOE. Over the four year life of the project this staff is expected to increase from 18 to 24 members. The total value of the staff is estimated at \$220,400. The MOE will provide salaries for 300 teaching positions over the four year period with a total value of approximately \$308,400. In addition, the MOE contribution will finance local training costs and other direct costs of the project valued at \$148,200. In the third and fourth years of the project, the MOE contribution is expected to increase significantly in order to pay for a higher share of local project costs, particularly commodities and printing and distribution of materials developed for use in the classroom. The Mission estimates that the MOE's contribution will be approximately 40% of the total project cost during the period of active AID involvement.

The AID grant assistance will provide the following contract personnel: a bilingual education specialist (48 TM), a linguist for bilingual materials development (36 TM), a teacher trainer in Spanish as a second language specialist (36 TM), and (18 TM) of short term technical assistance for evaluation, staff training and teacher training, etc. AID will also fund participant training, U.S. purchased commodities and equipment and other direct project expenses through this grant.

#### 12. Technical Assistance

##### A. Scope of Work

A. The technicians will provide assistance to the Paraguayan Ministry of Education (MOE) to develop, implement and evaluate a bilingual education pilot project. They will advise and collaborate with a team of Paraguayans for the purpose of developing the MOE's capability to provide bilingual instruction at the first through third grade level to Guarani speaking school children.

This purpose will be accomplished by training MOE staff in the development of bilingual teaching/learning materials and training teachers in the use of the materials developed.

The technicians to be provided, their required professional qualifications, the duration of their assignments, and their duties are as follows:

(1) Bilingual Education Specialist. Fifty-one months of services to commence as soon as possible after execution of the contract. This individual must have at least five years experience in transitional bilingual education program development and administration.

He/she must have at least five years experience in Latin American with technical assistance programs in education.

Duties are:

a. Coordinate all technical assistance activities as Chief of Party team.

b. Cooperate with the MOE's bilingual education office in the development of the project.

c. Assist the MOE's personnel on the development of a bilingual education curriculum which will be an adaptation of the national curriculum in use throughout Paraguay.

d. Advise in the organization and implementation of program activities, including orientation and promotion of active parental involvement.

e. Participate in the training of MOE personnel.

f. Collaborate with the evaluation of the program and establishment of bilingual education policy.

(2) Specialist in Teaching Spanish as a Second Language. Thirty-six months of service to commence as soon as possible after execution of the contract. This technician should have at least a M.A. in a field of language instruction and 3 years experience in teaching Spanish as a second language. The duties for this position are:

a. Advise MOE personnel in developing a curriculum of Spanish instruction for Guarani speaking children.

b. Participate in the development of Spanish instruction materials to be used in the bilingual schools.

c. Participate in the training of teacher trainers and school supervisors in the use of the materials developed.

d. Collaborate in the development of a bilingual curriculum to be used in the first three grades of the rural schools.

e. Cooperate as needed in the in-service and pre-service training courses.

(3) Linguist. Thirty-six months of services to commence as soon as possible after the execution of the contract. This individual must have a Ph.D in Linguistics or its equivalent with field experience in a non Indo-European language. He/she must also have had at least 2 years experience in applied linguistics related to elementary education in Latin America. The position will include the following duties:

- a. Participate with MOE personnel in writing textbooks in Guarani based on the official textbooks for use in the bilingual schools.
- b. Cooperate with the MOE personnel in developing a bilingual curriculum for use in the first three grades.
- c. Participate in the development of teacher training courses on bilingual education and applied linguistics.
- d. Participate in the training of teacher trainers and supervisors in the use of bilingual teaching materials.
- e. Cooperate in the development of Spanish as a second language materials.

(4) Specialist in Program Evaluation. This position will be for twelve months of short term services to be provided over the 4 year duration of the contract. Services will be required prior to the initiation of the pilot schools to design the Evaluation process and thereafter at regular intervals to determine project progress. A Ph.D or equivalent in education with specialization in research and evaluation with at least two years experience in Latin America in program evaluation is required. The duties for this position are:

- a. Collaborate with MOE personnel in developing an evaluation design for the bilingual pilot project.
- b. Assist in the implementation of the data collection during the initiation of activities.
- c. Assist in the analysis of the data collected and in making recommendation for program improvement.

B. Language Requirement

All specialists must have at least S-3+, R-3+ Spanish language competence and will be tested at the Foreign Service Institute to determine their competence.

### 13. End of Project Status

In December 1981 AID will terminate its participation in bilingual education in Paraguay. During the fourth year of the project a transition cycle will be completed and the students of the participating schools will be evaluated. The first year pilot school children will have finished the third grade in 1980 and will have completed one year in a regular Spanish language curriculum. These students will be carefully studied for indications of improved progress and achievement.

It is envisioned that bilingual education will continue as a regular part of the primary curriculum, and that bilingual education activities will be included in all rural in-service and pre-service teacher development programs. MOE personnel will have completed all training and will be capable of carrying out future project training, supervision, and materials development activities. It is also anticipated that bilingual education materials will have been given official approval for use throughout the country.

By the end of the project 5,040 students will have received bilingual instruction and these students will have been evaluated in comparison with others in control schools. A minimum of 100 teachers will have used project materials in-depth in primary classes, and these teachers and other evaluations will have provided information for didactic revisions.

Bilingual education techniques and methodologies will also have been presented to 1,080 student/teachers studying in the teacher training facilities throughout the country, and an additional 3,500 teachers, school directors and supervisors will have received bilingual education orientation courses and material.

### III. Project Analysis

#### A. Compatibility of Project with MOE Educational Objectives

During 1976 the MOE prepared a comprehensive five year educational objectives and policy plan which conforms to the GOP's overall development strategy. As this project will be implemented during the period in which this plan is to be in effect, it is important to compare the project's objectives in relation to the MOE's objectives.

The first objective of the MOE plan states that "quality standards of education at all levels and specializations are to be raised". The bilingual education project will contribute to improved instruction and achievement by providing monolingual speaking rural children with a transitional period to learn Spanish. The bilingual schools will not only be teaching Spanish, but will also be carrying out a positive learning program in Guaraní as a transition is made to the regular curriculum.

The second MOE objective is to "increase educational opportunities throughout the system". One of the principal objectives of the bilingual project is to increase the probability of a student reaching the fourth grade. If this takes place as projected, it is assumed that the student will have other improved educational opportunities. It is also felt that given increased success on the part of students, parents will recognize more the value of education and will be willing to continue sending children to school.

The third objective of the MOE is to "stimulate the training and production of middle-level managers and techniques". This project will not directly respond to this objective since it is targeted toward primary education.

The fourth objective of the MOE is "to improve inter-institutional coordination and to achieve the effective integration of efforts in the technical, financial, and administrative areas of the educational system". This administrative objective is also relevant to the project as the existing MOE's administrative norms for inter-departmental collaboration are to be followed. Program implementation will be directed by a newly created interdepartmental steering committee which will coordinate efforts of all the departments directly involved in primary education.

B. Project Premises

In developing this project the following assumptions were made:

1. That to utilize the beginning student's linguistic abilities and skills will produce higher scholastic achievement than to initiate schooling in a language that is not understood.

2. That utilizing second language teaching techniques will provide more rapid and more proficient primary school achievement.

3. That a transition to a full Spanish program can be completed in three years in Paraguay as has been done in other Latin American countries using bilingual education techniques.

4. That the first year is the most important year of education, and if the student finds school to be extremely difficult or not relevant, a cycle can be started that leads to failure and eventually school desertion.

5. That "mother language" instruction increases success and motivation.

6. That the use of a child's first language in the school increases the child's self-image and self-respect.

7. That raising a linguistic and cultural minority's self-esteem increases their ability and willingness to fit into a national development context.

8. That since Paraguay is legally a bilingual country it is the MOE's responsibility and desire to provide assistance for monolingual children.

## c. Social Analysis

### 1. Beneficiaries

This project, on a pilot basis, is designed to assist primarily the children of the poor majority of Paraguay, a group which is defined as those individuals with per capita incomes of less than \$173 (at 1972 value levels). Best estimates place 82% of the country's rural population in this category. The immediate beneficiaries will be the 5,040 primary students in the Paraguari pilot area who will receive improved education through the efforts of this bilingual project. The secondary beneficiaries will be the families of these students who will benefit, in informal household settings, from the bilingual literacy skills acquired by their children in the classroom.

#### a. Demographic Composition

Paraguay is a relatively large (150,000 square miles) country with a sparse unevenly distributed population. In 1976 estimates placed the number of residents at approximately 2,700,000, of whom about one-half live within a 150 km radius of the capital city, Asuncion. The remaining 50 percent of the population is spread out over the balance of the country. Even though there is a heavy concentration of people around the capital, Paraguay is essentially a rural country. Over 60 percent of the population reside outside of urban areas, and there is no evidence of major migration from rural to urban areas, as is occurring in most other Latin American countries -- during the period 1950-1972, urban population increased by only three percent to comprise 37.4 percent of the total.

Although there is no marked rural-urban movement, other significant demographic shifts are in progress. In the main these trends consist of movements from the rural areas of the central departments (including the project target area - Paraguari Department) to the Departments of Alto Parana and the Ejes, and to Brazil. The principal reason for these patterns is the creation of employment niches -- construction jobs associated with the Itaipu hydroelectric project in Alto Parana, new agricultural opportunities in the Ejes projects, and unskilled farm and tertiary sector labor positions in Brazil. Although Paraguay is sparsely populated and apparently sufficient amounts of agricultural land are available, the persistence of the traditional latifundia-minifundia tenure system means that for the majority of small farmers the land frontier is essentially closed. Because they are unable to sustain a livelihood from subsistence agriculture they are migrating from the countryside in response to economic alternatives when and where they become available.

Although current data is not conclusive, the general patterns associated with these migrations are that: (1) internal moves are more permanent than moving to a foreign country (Brazil); and (2) men make the move first and are joined by the remainder of the family only after

the economic situation is relatively secure. Consequently, the permanent moves of the entire family (those which most directly affect school attendance) tend to be within the country. Less directly, but nonetheless influencing school attendance, are the temporary moves by heads of households. In the absence of the adult males a larger burden of farm chores must be assumed by the children. There are indications that such activity negatively affects school attendance.

Although ethnically the population of Paraguay is homogenous (the wide majority of people are mestizo), on the basis of linguistics and residence they can be divided into two distinct groups. Over 90 percent of the residents speak Guarani, but only 55 percent speak Spanish, the official language. However, as is explained in Section II.A.2, the distribution of language usage is extremely irregular. In the main, urban dwellers speak only Spanish, or are bilingual. In the countryside far fewer people are bilingual and considerably more than 50 percent speak only Guarani. Best estimates suggest that perhaps 90 percent of rural children speak only Guarani when they enter primary school. Since classroom instruction is conducted only in Spanish, the benefits of education for these children are severely constrained.

#### b. Family Structure

Typical of rural Paraguay, the family composition of the beneficiaries is the extended household unit -- a parent/children arrangement with relatives, usually aged grandparents, added on. It is the basic economic and social unit, as all members who are physically able must make a physical labor contribution to the maintenance of the holding and it is the initiation point of recreative activities.

There are two generally accepted types of living arrangements -- common law unions and marriage. Nominally the husband or senior male is the head of the household. However, owing to a pattern of temporary migration by adult men in search of employment and the fragile character of common law unions, women assume a larger role in the operation of the holding. The management responsibilities of women include major inputs concerning the training of children. The relevance of this fact for bilingual education is that for traditional cultural reasons there is a higher incidence of monolingual Guarani speakers among rural women. The non use of Spanish between mother and child constrains the child's progress in developing capabilities in the second language.

#### c. Land Tenure and Income

With rare exceptions the holdings of the target population are extremely small. The following table demonstrates that for the entire country (Paraguari is a representative example), 70 percent of farms have less than ten hectares (see Table 4). Compared to holdings in other areas in Latin America (e.g. Altiplano of Bolivia), farm sizes

TABLE 4

Distribution of Enumerated Farms, by Size, Crop Year 1960/61

Size of Farm, in Hectares	Number of Farms	Per Cent	Cumulative Number of Farms	Per Cent
0.1 - 9.9	112,294	69.9	112,294	69.9
10 - 19.9	26,451	16.4	138,745	86.3
20 - 49.9	13,700	8.5	152,445	94.8
50 - 99.9	3,053	1.9	155,498	96.7
100 - 499.9	3,009	1.9	158,507	98.6
500 - 999.9	641	0.4	159,148	99.0
1,000 - 4,999.9	1,081	0.6	160,229	99.6
5,000 - 9,999.9	270	0.2	160,499	99.8
10,000 - 19,999.9	132	0.1	160,631	99.9
20,000 and over	146	0.1	160,777	100.0
TOTAL	160,777	100.0		

Source: Ministry of Agriculture and Livestock, Agricultural Census of 1961.

may appear large, but the relative isolation from market roads, limited soil quality and deleterious traditional farming methods curtail productivity.

As might be expected, sub-par production is reflected in small farmer earning capacity. On the basis of available data per capita income of Paraguayan peasant is approximately \$170 -- the second lowest in South America. Furthermore, income distribution figures for the country as a whole indicate a decided advantage for the minority of people in the higher earning brackets. In 1970, those households comprising the top five percent of income levels received 30 percent of all earnings; the top 20 percent drew 62 percent; while the lowest 20 percent netted only four percent of the national income.

Further exacerbating the condition of small farmers is their limited access to information concerning new technologies. Generally innovations are initiated in urban settings and then diffused out to the countryside. It is well recognized that once in the countryside modern techniques are filtered vertically -- beginning with large scale, affluent, fairly sophisticated farmers and passing downward until they become known to small farmers who are located at the lowest socioeconomic echelon.

Small farmers in Paraguay are typical of this general pattern. In addition to the problems they encounter concerning the cost of modern inputs, the difficulty faced in properly understanding their use, peasants generally suffer from a lack of information concerning modern farming techniques.

Small farmers in the target area produce mainly for subsistence needs, although they also direct some produce toward the market. Cash realized from market activity is used to purchase those goods and services which are deemed essential, but which cannot be generated on the holding. Principal home consumption products include manioc, corn, beans and peanuts which account for approximately 60 percent of farm land under cultivation. Cash crops, sugar cane, cotton, tobacco, rice, wheat and oil seeds occupy the remaining parcels of arable land.

As noted above, agricultural techniques employed by small farmers are traditional -- commonly dating to pre-colonial times. Widespread practices include burning to clear land, vertical rather than contour plowing, out of season planting, and limited weeding during crop cycles. The typical tool inventory consists of an oxen-driven plow, a machete, hoe, and digging stick. Fertilizer and other chemical products (herbicides, fungicides, pesticides) are either unknown to the peasant or too expensive for him to employ and therefore limited to the larger holdings. As might be expected, the interplay of the above noted factors (traditional farming techniques, ignorance and/or inability to afford modern inputs) places serious limitations on small farm crop yields and by extension peasant household incomes.

#### d. Quality of Life

Quality of life indicators (housing conditions and nutritional status) further underscore the state of poverty of the target group. With respect to housing, the most common (80%) of dwelling in the countryside is the rancho. Generally these are one-room structures with dirt floors and thatch roofs and walls. Most have separate outdoor cooking sheds, but only a minority have sanitary facilities; virtually none possess running water and electricity.

In terms of health, indicators point out that Paraguayans enjoy a favorable status compared to residents of other Latin American countries. For example, daily caloric intake is equivalent to 119 percent of estimated requirements and protein intake is 73 grams per day. By way of contrast, daily caloric intake in Honduras is 93 percent of requirements; in El Salvador it stands at 87 percent of optimum levels, and the per capita protein intake for the two countries is 58 and 43 grams respectively. Nevertheless, disaggregated data reveal severe health problems in the countryside. Reports note that 24.6 percent of pre-school children in rural areas suffer from second-degree malnutrition, and 4.1 percent from third-degree malnutrition. Moreover, recent research has reported infant mortality rates in rural areas reaching 52.6 per 1,000 levels. Finally it should be noted that although daily caloric intake levels are high, one-third of the calories in the countryside are supplied by manioc (a carbohydrate). Prohibitive costs and problems with accessibility limit peasant consumption of animal and plant protein containing products which, if eaten regularly, would improve the dietary balance.

#### 2. Educational Status

Available data clearly point out that the rural poor are the most disadvantaged group in Paraguay with respect to formal training. Comparative figures show that the dropout and repetition rates are higher in rural than in urban settings (10.2% to 7.5% and 18.2% to 11.5% respectively). In addition, successful completion rates are considerably lower in the countryside than in the cities; the probability of successfully completing Grade 4 is .60 urban versus .29 rural and the probability of successfully completing Grade 6 is .48 urban compared to .15 rural (see Table 5).

In part the reason for the poor performance of rural primary school students compared to their urban counterparts is budget allocations to the two sectors. Table 6 points out that rural education receives less than 50 percent (approximately 25% of total education budget) of the amount channeled to the urban sector. The education sector assessment maintains that by every reasonable standard employed there is a lack of equality of educational opportunity at the primary level between urban and rural segments. The most advantaged groups are children in urban areas from high income families who attend private schools. The least advantaged are children from low income rural households who attend public

TABLE 5

EDUCATIONAL OUTCOMES IN PARAGUAY, BY  
SCHOOL SUPPORT, LOCATION, AND AVERAGE FAMILY INCOME, 1975

	<u>Location</u>		<u>Support</u>		<u>Income Level</u>	
	<u>Urban</u>	<u>Rural</u>	<u>Public</u>	<u>Private</u>	<u>High-Income</u>	<u>Low-Income</u>
Percent Repeaters	11.5%	18.2%	15.4% <sup>1/</sup>	8.0% <sup>1/</sup>	9.2% <sup>1/</sup>	15.1% <sup>1/</sup>
Percent Drop-outs <sup>2/</sup>	7.5%	10.2%	8.8%	10.4%	5.0%	10.0%
Probability of <sup>3/</sup> Passing Grade 4	.60	.29	.38	.47	n.a.	n.a.
Probability of <sup>3/</sup> Passing Grade 6	.48	.15 <sup>5/</sup>	.24	.42	.44 <sup>1/</sup>	.31 <sup>1/</sup>
Average Years <sup>4/</sup> Schooling	4.36	3.21	3.49	4.58	n.a.	n.a.

<sup>1/</sup> Unpublished data from the Educational Cost Study. Figures for pupils from predominantly high and low income families are for urban public schools only.

<sup>2/</sup> Drop-outs are defined as pupils who enter school in a given year but leave school sometime during that year.

<sup>3/</sup> Number of grade four (six) pupils that pass the final exams, divided by the number of grade one pupils enrolled four (six) years earlier. No statistical test of significance.

<sup>4/</sup> Total enrollment divided by grade one enrollment. No statistical test of significance.

<sup>5/</sup> This low figure cannot be explained by lack of opportunity for schooling. Within complete schools, the ratio of grade six to grade one enrollment is .36 in urban and .14 in rural areas, for the sample covered by the Educational Cost Study.

TABLE 6

LIFETIME RESOURCES RECEIVED IN PRIMARY AND SECONDARY EDUCATION,  
BY LOCATION OF CHILD'S FAMILY

	<u>Urban</u>	<u>Rural</u>	<u>Asuncion</u>
Years of Education Age Group 15-19	6.3	4.0	6.8
Financial Resources Received	\$379.46	\$157.28	\$485.49

schools. The Assessment further points out that if equality of educational opportunity is a desired goal school resources should not be equally distributed among groups of Paraguayan children. Rather, the largest amounts should be directed at children from the lowest income homes whose parents are least educated. The Guarani speaking primary school students from small farmer households (the immediate beneficiaries of this project) make up the major portion of this group.

Inequitable budget allocations are symptoms of a problem with a more complex cause. The Guarani speaking rural poor have been and continue to be at the <sup>lowest</sup> echelon of Paraguayan social organization. For historical reasons they have been relegated to the margins of Paraguayan society and inequitable educational opportunity has been both a cause and effect of marginal status.

### 3. Sociocultural Feasibility:

The sociocultural feasibility of the project depends upon the following factors: (1) tailoring the curriculum to rural learning patterns; (2) a favorable disposition of parents of the children toward the project; and (3) strategies to neutralize such potential cultural constraints as migration trends, household division of labor, and family size and child spacing. The first two matters have been taken into account in the design of the project and apparently present no major difficulties. The potential ramifications of the sub-points of item (3) must be further examined (during evaluations) and remedies must be devised if it is found that these matters are inhibiting project success.

#### a. Curriculum Design

To the extent possible the curriculum has been structured to suit the learning patterns of the beneficiaries. Language components have been designed to build upon the Guarani language of the children in order to assist in the learning of Spanish and the ability to deal with Hispanic culture. Details of the curriculum and language structure are presented in Annexes C and D. In brief the curriculum will begin with the familiar Guarani language and culture. It will then move into Spanish with a transition period to help students adjust to operating in less familiar Spanish language and Hispanic cultural contexts. Research (Annex E) has already been completed on devising and adopting a version of the Guarani alphabet which closely corresponds to Spanish characters; the similarity will aid in the transition from the first language to the second.

#### b. Parental Attitudes

On the basis of project related field research (see Annex F), parents of the children in the target area appear to be well disposed to the concept of bilingual education. They recognize the need for

their children to learn Spanish and strongly support it as a desired outcome of schooling. Furthermore, they favor the project not only as a means of learning Spanish but as a vehicle for preserving Guarani. A minor portion of the parents issued a mild objection to the project, feeling that Spanish alone was the proper language for formal education and that the potential economic benefits which can accrue from learning Spanish were more important than the preservation of Guarani. Such hesitation can be overcome by including parents as much as possible in the project in order to demonstrate that Guarani and Spanish can be complementary and not mutually exclusive. Current plans call for parental involvement in a language (Spanish) reinforcement capacity. Didactic materials will be prepared for the parents to be used, in conjunction with newspapers and radio education programs, to encourage the practice of Spanish in the home.

c. Migration, Division of Labor, and Family Size and Child Spacing

(1) Migration

The evaluation plan intends to measure, as an indicator of success, student interest as determined by school attendance rates. The above described migration trends can be a serious impediment insofar as interest/attendance data become meaningless if a child is obliged to change schools. Moreover, a move in mid-program likely would negate any progress in learning capability made by the child. Involvement in the program for a year or less will result in few benefits. A requirement for making significant progress is completion of the three year cycle upon which the project is designed.

(2) Household Division of Labor

The potential constraint of household division of labor is the possibility that critical homestead chores, land preparation, planting and harvesting, could curtail student attendance at school. It must be remembered that the target population is essentially a rural subsistence group. Culturally defined household divisions of labor require that all members of the family who are physically able must contribute to the operation of the farm. Given past performance it seems likely that in cases of conflict between critical farm activities and school attendance the latter will suffer. Since, as mentioned above, attendance is taken as a benchmark of interest in school and by extension project success, the problem of data validity enters the picture. Simply stated, a child's scholastic interest may be without limits, but work obligations could prevent him/her from attending school. The result is that attendance/interest rates may appear to be lower than their accurate level; a serious problem in light of the fact that data results from the project will form the basis of future bilingual endeavors.

A problem of larger dimensions is the loss of school time to homestead chores. In the context of this project or any other training endeavor absenteeism limits the potential benefits which can be derived.

Since household division of labor, especially cropping patterns, have yet to be thoroughly investigated, they must be monitored to determine the impact on school attendance. If found to be negative, corrective strategies (e.g., change in the schedule of educational activities) should be considered.

### (3) Family size and Child Spacing

The large family size of target group families also could constrain participation in this project. The Paraguayan female fertility ratio is the highest of all South America. The population growth rate had risen to an estimated 3.4 percent annually by 1970 and is expected to continue to rise. Families of eight or ten children are not uncommon in rural areas. Given the large number of children, limited economic resources, and costs involved with education, small farmers have devised a partial education strategy. Generally they recognize the value of formal schooling; yet they do not believe they have sufficient amounts of money to finance complete primary schooling for each child. Accordingly, although few children complete the first six grades, all receive at least one or two years of schooling, so that none are completely deprived.

The parent attitudinal survey shows that there is a high level of interest in schooling. This value placed on learning can be reinforced through radio education and expressed interest of school authorities to combat dropouts due to large family sizes. Still, project evaluation must consider family size a possible constraint on educational opportunities. Data will be gathered for each child participant on his/her family size -- both number and spacing of siblings. Cross tabulated with family income and dropout rates, such data may provide valuable insights concerning expressed interest versus actual participation in the project.

### 4. Benefit Incidence and Spread Effect

Because of its experimental nature the initial benefit incidence of the project will be limited. Immediate potential beneficiaries total approximately 5,000 primary school students. They will profit from a generally upgraded learning program and from a curriculum specifically designed to fit local learning needs -- initial training in Guarani and transfer to Spanish after three years. Such training will enable Guarani speaking children, in the long term, to be more competitive with native Spanish speakers in academic, employment, and civic settings.

As children, through bilingual training, become more active consumers of information, their literacy skills will be of benefit to their parents. Knowledge of and facility with Spanish will enable small farmers to more readily obtain and use information on improved farming techniques. As noted earlier, general farmer ignorance in this area has been a serious constraint to improved production.

In terms of benefit and spread effect, the bilingual project will have its greatest impact in the long term. The results of this experiment will be used to design similar primary school training programs which will positively assist the rural poor (school children and adults) throughout the country.

In the study of parental attitudes completed for this project, "contact with the outside world" was stated as a principal reason for learning Spanish (see Annex F). An emphasis placed on the learning of Spanish in the bilingual education program will provide rural Paraguayans with the opportunity to know more about the world and how to better manipulate it to increase social, economic and political rights and opportunities. Bilingual capability helps to prepare rural Guaranis to deal on a more equal basis with Hispanics.

#### 5. Environmental Impact

Since the bilingual education program will be implemented within the nation's existing educational structure, and it will be using existing school resources, including buildings, there will be no reallocation of resources that will alter the rural environment.

#### 6. Human Rights

The bilingual education project in the future may contribute to increased protection of human rights for individuals who learn to understand and to speak Spanish. Presently all monolingual Guaraní speakers are at a great disadvantage compared to more affluent and more highly educated Spanish speaking Paraguayans. There have been documented cases where illiterate and monolingual rural people have lost their land and their liberty because the person simply did not understand courtroom or official proceedings. Hopefully, through an improved understanding of the country's official language and through increased achievement of basic literacy in the bilingual program future human rights violations of this kind will be reduced or eliminated.

It has also been noted that people who speak only Guaraní are at a distinct disadvantage in receiving national and international information. The Paraguayans who speak only Guaraní have no great understanding of their country, the world, or any of the social, economic or political events taking place that will influence their future. Learning Spanish is vital to having more control over

their destiny. In a recent study of parental attitudes completed for this project, "contact with the outside world" was stated as a principle reason for learning Spanish. (See Annex F). It is believed that an emphasis placed on the learning of Spanish in the bilingual education program will provide rural Paraguayans with the opportunity to know more about the world and how to better manipulate it to increase social, economic and political rights and opportunities.

### 7. Role of Women

In Paraguay some 90% of all primary school teachers are women, and a majority of higher level jobs within the Ministry of Education are also held by women. Thus Paraguayan women will be instrumental in managing and implementing the bilingual education program on both local and national levels.

Where this program may be instrumental in bringing about some changes in the social and economic status of women will be in its impact on female children. In Paraguay there has been historically less participation in the school system by female students than by male students (Sector Assessment p.89). In 1970 the primary school aged population was 53% male and 47% female. (World Population Book: Paraguay, 1974: Cuadro VI, pg.64). There are no statistics that relate directly to the rural areas of the country but it is assumed for project planning purposes that there is also a 53% male to 47% female primary school student ratio. For a change to be made in the education of female children, one must convince rural parents of the value of educating females. If the bilingual education program in Paraguay is analogous to other similar programs, it can be assumed that it will result in more female children attending school and attending longer. In Ecuador it was found that the increase in female children attending schools with bilingual programs ranged from 10% to 600% (Dilworth and Stark 1976:11). Prior to the start of the Ecuador program parents had rationalized not sending their daughters to school because they were needed around the house to take care of younger siblings and to do household chores. However, when it became apparent that all children were receiving an improved education in the bilingual schools, parents began to realize that it was worth the sacrifice. The study also determined that Ecuadorian parents felt that by re-enforcing traditional cultural and linguistic values the bilingual schools would not endanger the ability of females to assume a traditional role within a family framework in the future. This attitude toward the education of female children has also been observed in Perú (Stein 1976:27). Therefore, it is believed that the perception of a better education with emphasis on traditional cultural and linguistic values will attract more female students to continue their education.

A third positive attraction of this project will be improved instruction in Spanish. The learning and speaking of Spanish is more important economically to rural Paraguayan women than to rural Paraguayan men. Men are involved primarily in agricultural pursuits on a local level, and it is wives who have the most contact with urban Spanish-speakers. Females are the ones that make constant trips to Asunción and other urban centers to sell surplus agricultural produce, homemade bread, artesanía products, etc. They must know Spanish in order to communicate.

Over a long period of time it is hoped that bilingual education will also help to improve the estimated differences in rates of illiteracy between men and women in Paraguay. The following statistics point out these differences. (Sector Assessment p. A-79), Table SA-3).

Illiteracy Rates by Percentages in Rural Areas - Paraguay

	<u>1962</u>	<u>1972</u>
Men	24.7	19.9
Women	40.0	32.3

It is anticipated that the bilingual education program, by attracting more female children into the schools, will reduce this large difference, and in so doing, eliminate the traditional isolation and exploitation, of the rural Paraguayan woman.

D. Technical Studies

A number of technical studies have been carried out which are pertinent to the development of the bilingual education program.

1. Various Aspects of Bilingualism and School Achievement

(Algunos Aspectos de Bilinguismo y Rendimiento Escolar).

This study was funded by the Organization of American States (OAS) and carried out by the MOE's investigative team in November 1976. Part of the study consisted of an investigation of the level of bilingualism reached by children at the end of their first year in school. Although the study has not been formally released by the MOE, preliminary information indicates that by the end of the first year of primary school, 70% of the students in the rural schools investigated were incipient bilinguals, that is they were unable to produce any utterance in Spanish, yet able to indicate some understanding of the language; 20% of the

children were subordinate bilinguals, that is they were able to speak Spanish, but still had difficulties in expressing themselves; and 10% of the students were coordinate bilinguals, who spoke and understood Spanish well. This study indicated that the majority of monolingual Guaraní speaking children who entered the first grade without knowing Spanish ended their first year understanding some Spanish (generally classroom instructions) but they did not have a speaking knowledge of the language. This OAS/MOE study points up the need for a systematic approach to the teaching of Spanish in the classroom so that by the end of the first year in school the child has at least a rudimentary speaking knowledge of the language.

## 2. Classroom Interaction in the Rural Schools of Paraguay

This investigation was carried out by Peace Corps in a number of rural schools using an adaptation of the Flanders observation format. The study focused on the first through third grades and involved the observation of classes in Reading, Writing, Social Studies and Language Arts. The study showed that teachers used Spanish 95% to 97% of the time with their students, and that 85% of the questions that were asked required a yes-no answer, or a choral response. This indicated to the researchers that the teacher was cognizant that the children would not be able to answer in any more complex way. This assumption was reinforced by the finding that 90% of conversation initiated by the children was in Guaraní. As to the arrangement of the classroom, it was noted by the investigators that in the first grade classroom those children who were repeating the year sat at the front of the room and received the attention of the teacher who assumed that since they had already passed one year "exposed" to Spanish they would be able to better react to teaching in that language. However, students who were in the first grade for the first time were seated at the back of the room where they were expected to observe the proceedings in the front. This pattern seemed to be a sub-conscious acceptance by the teacher of the inevitability of many children having to spend at least two years in the first grade. The study was discontinued before it was completed, but from the data collected it was concluded, as in the OAS study, that current primary school education does little to facilitate the learning of Spanish during the early years of formal schooling.

## 3. Project Baseline Studies

Two studies were carried out by the MOE investigative unit between March and June 1977 with funding and technical assistance from the USAID Paraguay Mission.

a. The Design of an Alphabet for the Preparation of Teaching Materials in Guaraní. Since there are currently seven or more

alphabets used for the writing of Guaraní, it is essential that one of these alphabets, a combination, or a new alphabet, be designated as the official instructional alphabet for preparation of primary teaching materials. The MOE investigative team has assumed that whatever alphabet is used for writing the national language, Guaraní, it should conform as much as possible to that used in writing the official language, Spanish, in which the bulk of the nation's literature is published. The MOE investigative unit felt that after a child was taught to read and write in the designated alphabet, the student should also be able to read and write and understand other Guaraní alphabets currently in use. The Ministry group, after designing an alphabet, tested it on a group of Paraguayan school children, with several of the more traditional alphabets used as controls. The results of this study with the proposed MOE alphabet are presented in Annex E.

b. Study of Parental Attitudes Towards Bilingual Education. A parental attitudes study, like that of the alphabet study, was deemed necessary prior to the implementation of the project. It was accepted by many in the MOE that Paraguayan rural parents send their children to school primarily to learn Spanish. If this was true, what would be parental reaction to the use of Guaraní in the classroom? If, for example, it were found that Paraguayan parents were totally opposed to the use of Guaraní in the classroom, and if they decided to boycott such a program the project could end up as a failure. However, the results of this study showed that there is a favorable response by parents to the teaching of basic literacy in the child's mother tongue (Guaraní). For a more complete presentation of this study see Annex F.

#### E. Financial Analysis and Budgets

Since 1970 the MOE's budget has increased from 10.6 million dollars to 26.6 million dollars. Over this same period of time the budget has remained at about 15% of total GOP expenditures. Nevertheless the GOP's outlay of financial resources for education has actually been decreasing if the MOE's budget is compared to Paraguay's GNP. In 1970 the budget was 1.85% of GNP and in 1976 it was 1.42% of GNP. By using these measures of comparison Paraguay's investment in education is quite modest in relation to other Latin American countries.

Of the total MOE budget for 1976, 77% was allocated to educational activities. Primary education was allocated 43% of this educational budget. The data to determine the percentage of primary education's budget which is allocated to the rural sector are not available. But it can be established that 62.3% of public primary students are in rural schools and that it is these students which receive the least amount of the MOE resources. In 1976 the MOE's unit

cost were \$38.86 per primary student in the public rural schools, \$42.18 per primary student in the private urban schools and \$48.45 per primary student in the public urban schools.

Of the MOE's \$39.00 yearly investment for a primary rural student 83% is for paying teachers' salaries and 11% corresponds to administrative personnel salaries. All remaining MOE investments in rural primary education amount to only 6% or \$2.34 per student per year.

As can be noted from the following charts the bilingual education project's outputs will be those for which the MOE normally allocates very few resources:

- a. Training staff
- b. Developing and testing of classroom materials
- c. Teacher training materials
- d. Measuring student achievement in school
- e. Evaluating program activities

The MOE's investment in the project will primarily be in those areas for which it normally allocates resources:

- a. Salaries of MOE personnel
- b. Salaries of training instructors
- c. Physical facilities as schools, offices, etc.

The following charts are the yearly and summarized projected expenses for the bilingual education project.

B U D G E T S

SUMMARY COSTING OF PROJECT OUTPUTS/U.S.A.I.D. INPUTS

FY 78 - 81

(US \$ 000)

INPUTS	OUTPUTS					TOTAL
	<u># 1</u>	<u># 2</u>	<u># 3</u>	<u># 4</u>	<u># 5</u>	
Contract Consultants	138	143.3	187.5	24.2	107.7	600.7
Participants training	55	-	-	-	-	55.0
Commodities	25	35	28	-	12	100.0
Local training	40	-	80	-	-	120.0
Other local costs	10	53	38	5	14	120.0
Total	268	231.3	333.5	29.2	133.7	995.7

Outputs

- = 1 Trained MOE personnel
- = 2 Bilingual teaching materials developed and tested
- = 3 Trained teachers
- = - Students in bilingual schools
- = 5 Evaluations

USAID  
YEARLY COSTING OF PROJECT OUTPUTS/INPUTS

(US \$ 000)

	INPUTS		OUTPUTS					TOTAL
	# 1	# 2	# 3	# 4	# 5			
<u>FY 78</u>								
Contract Consultants	31	26	24	4	16		101	
Participants training	-	-	-	-	-		-	
Commodities	10	15	10	-	5		40	
Local training	10	-	10	-	-		20	
Other local costs	1	5	1	1	2		10	
<b>Total</b>	<b>52</b>	<b>46</b>	<b>45</b>	<b>5</b>	<b>23</b>		<b>171</b>	
<u>FY 79</u>								
Contract Consultants	47.7	55.7	63.7	8	31.8		206.9	
Participants training	25	-	-	-	-		25	
Commodities	4	8	6	-	2		20	
Local training	10	-	20	-	-		30	
Other local costs	4	8	10	1	2		25	
<b>Total</b>	<b>90.7</b>	<b>71.7</b>	<b>99.7</b>	<b>9</b>	<b>35.8</b>		<b>306.9</b>	
<u>FY 80</u>								
Contract Consultants	43.3	50.6	57.8	7.2	28.9		187.8	
Participants training	30	-	-	-	-		30	
Commodities	8	8	7	-	2		25	
Local training	10	-	25	-	-		35	
Other local costs	2	14	14	2	3		35	
<b>Total</b>	<b>93.3</b>	<b>72.6</b>	<b>103.8</b>	<b>9.2</b>	<b>33.9</b>		<b>312.8</b>	
<u>FY 81</u>								
Contract Consultants	16	11	42	5	31		105	
Participants training	-	-	-	-	-		-	
Commodities	3	4	55	-	3		15	
Local training	10	-	25	-	-		35	
Other local costs(printing)	3	26	13	1	7		50	
<b>Total</b>	<b>32</b>	<b>41</b>	<b>85</b>	<b>6</b>	<b>41</b>		<b>205</b>	
<b>Summary total</b>	<b>268</b>	<b>231.3</b>	<b>333.5</b>	<b>29.2</b>	<b>133.7</b>		<b>995.7</b>	

Outputs: #1 Trained NOE personnel; #2 Teaching Materials developed&tested; #3 Trained teachers; #4 Bilingual school students; #5 Evaluations.

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MOE BUDGET COSTS BILINGUAL EDUCATION

FY 78 - 81

(US \$ 000)

	<u>FY 78</u>	<u>FY 79</u>	<u>FY 80</u>	<u>FY 81</u>	<u>TOTAL</u>
Personnel	49.9	82.3	143.3	253.4	528.9
Participants	-	5.0	5.0	-	10.0
Local Training	6.4	7.9	10.6	21.8	46.7
Other Costs	2.4	3.4	15.8	25.2	46.8
Physical Facilities	4.9	7.1	12.0	20.6	44.6
Total	63.6	105.7	186.7	321.0	677.0

SUMMARY COST ESTIMATE AND FINANCIAL PLAN

(US\$ 000)

Use	Source				Total
	A I D		Host Country		
	FX	LC	FX	LC	
Contract Consultants	600.7	-	-	-	600.7
MOE Personnel	-	-	-	528.9	528.9
Participants	50	5	-	10	65
Commodities	100	-	-	-	100
Local Training	-	120	-	46.7	166.7
Physical Facilities	-	-	-	44.6	44.6
Local Costs	-	120	-	46.8	166.8
<b>Total</b>	<b>750.7</b>	<b>245</b>		<b>677</b>	<b>1,677.7</b>

U.S.A.I.D.'s contribution will be \$995,700 over the four year life of the project. The MOE's contribution is estimated to be \$677,000. The total project costs will be \$1,672,700 of which 40% will be covered by the MOE's contribution.

The MOE's contribution will primarily be for personnel. The lack of resources for interdepartmental collaboration and experimentation is one of the major causes for poor educational reform in Paraguay. U.S.A.I.D. support and technical assistance will make it possible for the MOE's departments to collaborate on the implementation of this project.

The MOE has departments of Materials Preparation, of Curriculum, of School Supervision, and of Teacher Training. The bilingual education project will train personnel from these departments and provide them with experience. When the program has been terminated the expansion of bilingual education through-out Paraguay will not involve the creation of new departments. As MOE staff are trained and policy established the existing MOE structure will be able to implement the bilingual education reform without creating additional demands for increased budgeting.

From a longer range point of view, once the goals of bilingual education have been achieved there will be at least a 20% increase in the number of students reaching the higher grades of the rural primary school system. Part of the expenses of educating the increased number of students in the higher grades of primary school may be covered by a reallocation of resources due to increased efficiency in the use of the present MOE expenditures for the first three grades.

#### F. Financial Implications of Replication

##### Costs

Once the bilingual education materials have been developed and tested and an initial cadre of teacher trainers have been prepared to train all primary teachers to use a bilingual approach in first through third grades, the program can be extended nationally at an incremental cost of \$87,000 in Year One and \$381,665 in Year Ten (in 1977 prices). These costs were derived as follows:

$$\text{Total Cost (TC)} = \text{Fixed Cost} + \text{Variable Costs (1) and (2)}$$

Fixed Costs are the start-up and materials development costs to be covered by the grant project (\$1,356,000 in years minus four to minus one). At the end of these four years, all necessary fixed costs will have been covered. To extend the project will then require only two major types of variable costs: Materials for individual students, which will vary with the number of students using these, and one-month training plus teachers manuals and course guides for all teachers of first through third grades that will be required to use bilingual methods. The following assumptions and estimates have been made:

1. Number of Students in primary in 1980 = 480,000  
    "      "      "      in Grades 1-3 in 1980 = 325,000  
    "      "      "      (Grades 1-3) (1980) that require bilingual  
                           method (est 75%) = 244,000  
    Growth rate per year of this body = 3%  
    (this low rate chosen because enrollment already high)
2. Cost of student materials (looseleaf ditto worksheets)  
    estimated to be \$1.00 per student per year
3. Total number of teachers in 1980 = 17,000  
    "      "      "      "      with children who require bilingual  
                           in 1980 = 13,000  
    "      "      "      "      these 13,000 who teach Grades 1-3 = 8,600
4. Courses of one month will be given by teams of three trainers,  
    thirty teachers per team, three times per year, total ten  
    teams (30 trainers) available = 900 teachers trained per year.  
    With 8,600 plus minor attrition, ten years would be required  
    for 100% coverage.
5. Costs of training teachers are:

Trainers salaries \$200/mo x 3 mos x 30 trainers	= \$18,000
Trainers per diem \$12/day x 90 days x 30 trainers	= 32,000
Trainers travel \$10/mo x 3 mos x 30 trainers	= 900
subtotal	\$51,300

travel, incidentals fee \$10/course x 900 teachers	= 9,000
Materials for course \$40/course x 30 courses	= 1,200
materials for teachers (classroom use: one manual and three course guides on use of bilingual)	
\$2.00/teacher x 900 teachers	= 1,800
subtotal	12,000

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total	63,300
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Year	Total Guarani Students Grades 1-3	% reached	Cost at \$1/student	Annual Teacher Training	Total
Minus 4 (pilot)	360				\$ 279,000
Minus 3 "	720				334,000
Minus 2 "	1,440				356,000
Minus 1 "	2,880				387,000
Subtotal pilot	(5,040)				(1,356,000)
1	244,000	10%	\$24,400	\$ 63,300	87,700
2	251,320	20%	50,264	63,300	113,264
3	258,000	30%	77,658	63,300	140,958
4	266,625	40%	106,650	63,300	169,950
5	274,624	50%	137,312	63,300	200,612
6	282,863	60%	169,718	63,300	233,018
7	291,349	70%	203,944	63,300	267,244
8	300,089	80%	240,071	63,300	303,371
9	209,092	90%	278,183	63,300	341,483
10	318,365	100%	318,365	63,300	381,665
11	327,616	100%	327,616	63,300	390,916

The new teachers coming out of normal schools and entering the system will have received training through the normal school. Thus, no additional amount must be added to the MOE budget to train this group in bilingual education. Refresher courses in all areas (i.e., curriculum as well as bilingual methods) will be conducted as before, but no additional funding will be necessary to add bilingual methods to this type of training.

Impact on budget

Projections of Paraguayan Ministry of Education annual budgets, compared with costs of introducing bilingual education as calculated above, and in the PP, indicate that the GOP share of costs will never rise above 0.6% of their MOE budget. Even the heavy start-up costs of the first four years, including the AID grant do not require more than 1% of the budget. The following table details these percentages:

U.S. \$000's		Project Costs Total (MOE)	% (2) of (1)
1975	21,679	N/A	
1976	26,600	N/A	
1978 <sup>e</sup>	29,000	279 (64)	0.9% (0.2%)
1979 <sup>e</sup>	32,000	334 (94)	1% (0.3%)
1980 <sup>e</sup>	35,000	356 (141)	1% (0.4%)
1981 <sup>e</sup>	38,000	387 (219)	1% (0.6%)
1982 <sup>e</sup>	41,000	88	0.2%
:			
:			
:			
1992 <sup>e</sup>	80,000	328	0.4%

Spreading Out Start-Up Costs

The pilot grant project plus counterpart (\$1,356,000 over four years) will cover the required project development costs, except for additional training of teachers. Returning to our formula

$$TC = FC + VC_1 + VC_2$$

\$3,595,565 = 1,356,000 + \$1,606,565 + \$633,000  
(ten year total) = (PP total) + (student mat.) + (teacher training)

With no present value or inflation adjustments, this would give us a unit cost of \$2.24 per student, per year (total 1,606,565 students during years one through ten).

#### Increased Demand for Educational Services

If the project meets its target of 20% increase in the probability of finishing sixth grade, either at the pilot or the replicated national level, the number of children entering Grades Four through Six will rise. Existing Student: teacher ratios for these upper grades are between 24:1 and 20:1 (see Assessment). Since teachers and classrooms can handle up to 30 students, and the increase in enrollment is expected to be four to five students (20% of 20-24), it is expected that existing physical facilities and teacher resources will be sufficient to cover the increase in enrollment in the upper grades. The reduced repetition in lower grades should free spaces for additional students not currently enrolled, but since coverage of primary-age children is already high (83%), the proportion of additional students in the lower three grades is not expected to exceed the openings available due to the 10% decrease in repetition.

#### Economic Analysis

We have limited experience with the alternative methods for dealing with monolingual (Indian language) children. The PP presents one method using in-service teachers, additional materials and training. It proposes to vary the intensities of Spanish introduction during the first three years of primary, but basically the alternative is a single one. The traditional approach in Paraguay - total immersion in Spanish language classes with its resultant high drop-out and repetition rates - is another method (or non-method) of making children bilingual. A third method, tried in the Guatemalan highlands, involved "promotores bilingues", paid less than teachers, teaching children at pre-school age the necessary Spanish for them to handle a full-time Spanish first grade. This latter method requires use of a classroom/community center for an additional year, and, therefore, adds the cost of rent as well as the salary of the promoter. It has apparently not been found to be significantly effective in developing children's bilingualism.

A superficial cost-comparison would be as follows:

<u>Method</u>	<u>Cost</u>	<u>Benefits</u>	<u>Comments</u>
A. Bi-lingual materials (first grade)	\$2.24/st	reduced repetition	untested
B. No Guarani (first grade)	-0- (direct)	-0-	indirect cost of wastage due to repetition
C. Promotores (pre-school)	\$24.00/st**	reduced repetition	tests indicate only mediocre success

\*\* Cost of third method estimated as follows: promoter salary @\$50/mo. for nine months, plus training \$70/promoter plus rent for classroom at \$200/yr = \$450 + \$720 ÷ 30 students = \$24/stud/yr.

#### IV. Implementation Arrangements

##### A. MOE's Role

A draft Project Agreement has been prepared which will be signed by the Ministry of Education making the MOE the sponsoring institution. (Refer Annex # G). Within the MOE the Director General's office has been delegated the responsibility for implementation of the project. The Director General, Dr. Fabio Rivas, will head a steering committee composed of representatives from the following departments: Administration, Primary Education, Curriculum, Textbook Preparation, Institute of Superior Education, Regional Centers and Teacher Training.

This committee will be responsible for the coordination of activities. The use of steering committees is common within the Paraguayan MOE. Since there are 16 departments and many other specialized units a committee with an appointed manager has been found to be the best

way to administer projects. The coordination and administration of the bilingual education program will therefore follow a well established MOE organization pattern.

The bilingual unit will be composed of 18 MOE technicians: two will be technical supervisors, two will be from Curriculum, four from Textbook Preparation, two from the Planning Office, and one from Administration, and there will be four administrative and technical secretaries, two artists and one chauffeur. As the program progresses into the second and third grades, and as the project is expanded, the number of individuals assigned to the unit will be increased primarily by textbook writers and teacher trainers.

While the project is being developed and implemented, the MOE plans to continue research and investigation into the bilingual situation in Paraguay. The Investigative Unit, which to date has been responsible for the planning of the pilot research, will continue its investigations and research, primarily in the areas of scholastic achievement, materials development, and teacher effectiveness. Many of the test instruments used for achievement scoring will be used in the bilingual schools and the results collected will be compared with other non-bilingual schools.

#### B. AID's Role

The Mission's role will be primarily monitoring the project, and will not require an increase in Mission personnel. The activities envisioned are similar to those that the USAID has supported in the past, either in Paraguay or in other Latin American countries.

It is expected that Mission guidance will be required in the selection of technical personnel. This is especially true in the case of the individuals working on bilingual curriculum development and bilingual teaching materials. As there are few bilingual education specialists that have knowledge of Guaraní, it is felt that these individuals should have experience, and an aptitude for linguistics. As some of the materials for the project will be prepared in Guaraní, the materials specialist should be a trained linguist with experience in other languages with oral traditions, and which are not of an Indo-European origin.

It is projected that the technician who will be working on the preparation of Spanish as a Second Language materials will not need as much linguistic experience as the bilingual curriculum and materials preparation specialists. With one linguist working on the project it is anticipated that the language acquisition specialist will be able to rely on the MOE and the other technicians for advice

to technical questions about the Guaraní language. It will be required that the individuals contracted have previous experience in Latin America with language teaching programs and that they speak fluent Spanish.

The USAID/P education division will participate in the design and the implementation of the evaluation and the teacher training plan. The Mission will contract appropriate evaluation technical assistance and also encourages TAB to consider participation in the evaluation design and related research. Since AID world-wide is supporting or is planning bilingual-bicultural programs, the project in Paraguay can be useful for collecting and interpreting information.

Other than AID/W approval, it is anticipated that no further approvals are required. The Mission has received an official request for bilingual education program assistance from the MOE (see attachments I and K ). The project plan is specific, and implementation can begin when funds and TA are available, and the MOE and USAID have signed the Project Agreement.

AID proposes to disburse funds provided under the Project Agreement for local expenditures using the following procedures:

- a. Technical assistance contracts will be awarded from PIO/Ts to technicians and will be disbursed by USAID/Paraguay.
- b. Commodities will be purchased by USAID/Paraguay.
- c. The MOE, USAID and contract specialists will prepare a budget for direct cost expenses to cover local expenditures. Upon approval by the USAID Director, the USAID Controller will advance the approved amount to the MOE's Bilingual Education Unit.

### C. Implementation Plan

The implementation of this project will be agreed to by the MOE and USAID through the negotiation of a Project Agreement. Annex G contains a draft copy of the Project Agreement. The Mission foresees very few problems in implementation as there exists a base of agreement between the MOE and USAID as to the feasibility and objectives of the bilingual education program. To date project planning discussions have been collaborative with the MOE showing initiative in starting the project. Ministry wide discussions of the project have been positive showing wide acceptance by all departments involved.

Textbook preparation and teacher training are familiar activities and will not require new orientation in their implementation. Also, the administrative aspects of the project are familiar to both the MOE and USAID, and normal procedures established with other USAID projects in Paraguay will be followed.

#### D. Evaluation Plan

The project will be evaluated throughout its four year life. The purpose of the evaluation will be: a) to provide the MOE with sufficient information on the benefits of bilingual education so as to be able to adequately establish a national policy and, b) to provide the MOE technicians with appropriate feedback so as to be able to develop the bilingual materials and curriculum best suited to the needs of the rural Paraguayan child.

The first responsibility of the program evaluation specialist will be to develop a detailed evaluation plan to be used over the life of the project. Initial baseline data will be collected by the specialist upon completion of the evaluation elements. It is expected that the evaluation plan will be completed approximately six months after signing the Project Agreement.

Control schools will be used to compare the bilingual schools to the existing school system. Both the experimental schools and the control schools will be selected to insure their being representative of the schools throughout Paraguay. The treatment of the control schools will be designed to avoid biasing the representative quality of the sample. The students in the control schools will receive the same or equivalent tests as those given to the students in the bilingual schools.

The measures made will be based on the following indicators:

##### 1. Interest in School

a. School retention. It is estimated that the number of students repeating grades 1-3 will decline by 10% in the schools that participate in the project. The drop-out rate will also decline by at least 10%. This data will be provided by daily attendance records kept by the teachers.

b. Student-Teacher Interaction. It is proposed that a classroom interaction instrument be used to measure the amount and type of student-teacher interaction which takes place. It is projected that due to the type of teaching the project will encourage, that students will be more active and will take more initiative in interacting with the teacher. This information will be collected by the team of evaluators from Asunción.

##### 2. Scholastic Achievement

This data will be collected from students who attend school at least 80% of the time. The project proposes to collect

data at the beginning of the first year, and at the end of 1st., 2nd. and 3rd. years. Collection of data will be done by the team of Asunción evaluators.

a. Ability to Speak Spanish and Guaraní. One of the major outcomes of this project is for primary students to have an increased ability to use Spanish due to improved language teaching techniques. The project will measure the differences between language performance of students using project materials and those not using the materials.

b. Ability to Read Spanish and Guaraní. It is expected that project students will not only read new materials more quickly, but they will also be able to respond in Spanish and/or Guaraní to questions about the material.

c. Ability to Write Spanish and Guaraní. It is projected that students will be able to write more expressively in both Spanish and Guaraní after three years of project participation.

d. Knowledge of other School Subjects. Since the curriculum will be taught in a language that the children understand, it is envisioned that there will be an increase in school achievement. Tests will be administered yearly by the technical supervisors and Asunción evaluators.

e. Cognitive Development of the Child. Since materials will be developed and used in a language that the child can understand, it is foreseen that children will do better on measures of cognitive development. The measures will evaluate such areas as problem-solving ability and levels of abstraction. Such measures will be taken yearly by a team of Asunción evaluators.

f. Self-image. Since the curriculum will be taught in a language that children understand, it is projected that the children's self-image will be improved. Projective tests will be used for this purpose. The tests will be administered yearly by a team of Asunción evaluators.

The second kind of measures of the project will be those which will provide on-going feedback of materials effectiveness, the curriculum, teacher training, as well as measures of teacher and parental understanding and acceptance of the program.

### 3. Materials Evaluation

Measures will be taken on a semester basis by the Asunción team. Consideration will be given to the kinds of problems

teachers are having using the materials, what the student reception of such materials is, and the evaluation team will ask for suggestions as to how to develop new materials and techniques.

#### 4. Teacher Training

Measures of the teacher training project will be taken at the end of each one month training program and at the end of each semester of teaching. After one year of experience, a more detailed training program will be developed based on recommendations of the previous evaluations.

##### a. Summer vacation training program

A questionnaire will be administered at the end of each training session by the teacher trainers. It will include measures of the teacher's knowledge of second language teaching techniques and of child language development. Also it will include measures of teacher knowledge of Guaraní reading and writing and techniques for teaching Guaraní.

##### b. Regular program evaluation

Measures will be taken at the end of every semester by the technical supervisors. This will include measures of the teacher's expectation of student performance due to anticipated increased student interest and performance, i.e. success breeds success. It will include an evaluation of teacher knowledge of second language teaching techniques and it will assess teacher ability to use more types of exercises both in language teaching and in subject matter teaching.

Techniques developed to help out-of-school reinforcement of Spanish will also be reviewed as part of this evaluation. The effectiveness of parent/teacher associations in supporting the program, games, simulations, newspaper inserts and radio programming will be examined and recommendations made regarding changes which will improve their effectiveness.

##### b. Parental acceptance

It is of considerable importance to the success of this project that parental cooperation be encouraged. Attention will be given to orienting parents to the value of bilingual education, and to encouraging their active participation. Two kinds of measures will be taken: (1) Parental understanding and acceptance of the program will be measured every year by a team of Asunción evaluators. The following kinds of measures will be used: parental participation in school activities, parental support of student performance (buy textbooks and notebooks), and assessment of parental evaluation of school performance and their suggestions for improvement of the program; (2) Those parents who withdraw their children from the program will be interviewed to ascertain what the problems were. The subsequent orientation of parents will try to overcome misunderstandings which might lead to future withdrawal of children from the program. If possible, the program will be changed to meet parental suggestions.

6. Teacher Acceptance

Teachers will be asked to fill in a questionnaire once a year indicating the degree of understanding and acceptance they have of the program.

7. Social Ramifications

The subsistence demands of the rural social system may have some heretofore unexamined effects on the rural education system which would mitigate the success of the project. These factors will be monitored to determine their impact on school attendance and, hence, educational success.

a. Family Migration Patterns

Withdrawal or irregular attendance could be a result of family migration patterns of landless peasants. Empirical evidence will be sought to uncover the the percentage of migration, the frequency of the moves, and the consequences on the child's educational continuity.

b. Household Division of Labor

Cropping patterns may have an effect on school attendance during certain times of the year making success at school unlikely regardless of the language of instruction. Measures, broken down by sex and age, will be taken of seasons of highest truancy to determine if those coincide with agricultural labor demands. Positive correlations could generate momentum for alterations in the rural school calendar.

c. Family Size/Child Spacing

A portion of the dropout rate in rural areas could be due to parental attitudes towards education conflicting with the spacing of children in the family. Efforts will be made to ascertain the proportion of the dropout rate resultant from a younger child "bumping" an older one out of school resulting from a small farmer strategy to equip every child with only a year or two of formal training so that none are totally denied this opportunity.

Clearances:

E&HRDO: JAGant

A/PO : BMasters

CON : DBBarrigan

A/DIR : PAMontavon

JKaut  
KSMM  
DBB  
PM

PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK(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.)Life of Project:  
From FY 79 to FY 81  
Total U.S. Funding 230,000  
Date Prepared: 6-25-77Project Title & Number: Bilingual Education (Improvement of Rural Education) 526-0503

PAGE 1

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Program or Sector Goal: The broader objective to which this project contributes:</p>	<p>Measures of Goal Achievement:</p>		<p>Assumptions for achieving goal targets:</p>
<p><u>Sector Goal:</u></p> <p>To provide Paraguay's rural non-Spanish speaking population with greater social and economic opportunities.</p>	<ol style="list-style-type: none"> <li>1. Literacy is increased in rural areas</li> <li>2. Spanish fluency is increased in rural areas</li> </ol>	<p>MCE school records</p> <p>MCE school records</p>	<ol style="list-style-type: none"> <li>1. Spanish is necessary for increasing social and economic opportunities.</li> <li>2. Primary age children can be motivated to learn Spanish.</li> </ol>
<p><u>Program Goal</u></p> <p>To improve elementary education in terms of linguistic relevance and economic efficiency.</p>	<ol style="list-style-type: none"> <li>1. Increase by 20% of the probability of rural children completing grades 1-3</li> <li>2. Decrease the number of rural children that fail and repeat grades 1-3 by 10%</li> <li>3. Decrease the number of deserters before the third grade by at least 10%</li> </ol>	<p>MCE school records</p> <p>MCE school records</p>	<ol style="list-style-type: none"> <li>1. Improved instruction and materials will result in greater student achievement and retention.</li> <li>2. MCE budget will increase to meet the needs of a larger primary school population.</li> </ol>

PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

AID 1020-25 (7-71)  
SUPPLEMENT 1

Life of Project: \_\_\_\_\_  
From FY 78 to FY 81  
Total U.S. Funding 838,000  
Date Prepared: 6-21-77

Project Title & Number: Bilingual Education (Improvement of Rural Education)

PAGE 2

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Purpose:</p> <p>To develop NCE capability to provide bilingual instruction for non-Spanish speaking children.</p>	<p>Conditions that will indicate purpose has been achieved: End of project status.</p> <ol style="list-style-type: none"> <li>1. Teacher Training, Curriculum, Primary Education, Materials Production departments of the NCE include teaching of Spanish as a second language and make written didactic use of Guarani as a normal part of teaching/ learning activities.</li> <li>2. A nucleus of teachers and supervisors providing training in bilingual instruction.</li> <li>3. MOE has information and experience to establish policy for country wide implementation of bilingual education.</li> <li>4. MOE has a functioning Bilingual Education steering committee coordinating activities between the cooperating departments.</li> <li>5. 5040 students will have received bilingual instruction in 168 classrooms.</li> <li>6. 100 teachers in 48 schools will have experience in bilingual education</li> </ol>	<ol style="list-style-type: none"> <li>1. MOE records and reports</li> <li>2. Reports from contract consultants</li> <li>3. Project evaluation results.</li> </ol>	<p>Assumptions for achieving purpose:</p> <ol style="list-style-type: none"> <li>1. MOE budget will increase to the material production and teacher training departments to enable them to carry-out bilingual education activities.</li> <li>2. Teachers and parents will accept the use of Guarani in the classroom.</li> </ol>

PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

Life of Project: \_\_\_\_\_  
From FY 78 to FY 81  
Total U.S. Funding 832,000  
Date Prepared: 6-25-77

Project Title & Number: Bilingual Education (Improvement of Rural Education) 526-0503

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p><b>Outputs:</b></p> <p>1. Trained MOE staff working in the implementation and production of Bilingual Education teaching materials and techniques.</p> <p>2. Tested bilingual teaching materials and teacher guides.</p>	<p>Magnitude of Outputs:</p> <p>1. a) Staff of: Two from Curriculum, two from Primary Education, four from Textbook Production, two evaluators from planning, one director will be trained in country and working on the implementation of Bilingual Education.</p> <p>b) At least 8 short term and 2 long term participants trained and working in bilingual education.</p> <p>2. a) 5000 first grade oral Spanish lesson plans.</p> <p>b) 5000 first grade Guarani readers.</p> <p>c) 5000 first grade bilingual education instruction manual.</p> <p>d) 3000 second grade bilingual readers.</p> <p>e) 3000 second grade Spanish as second language textbooks.</p> <p>f) 5000 second grade Oral Spanish guide.</p> <p>g) 5000 second grade bilingual education instruction manual</p> <p>h) 3000 third grade Spanish teaching books.</p> <p>i) 5000 third grade instruction manual.</p> <p>j) 3000 third grade Guarani supplementary material.</p>	<p>1. a) Contractors reports</p> <p>b) Mission education officer</p> <p>c) MOE personnel records.</p> <p>2. a) Contractors reports.</p> <p>b) MOE reports and records</p> <p>c) Project evaluation</p> <p>d) Independent evaluation by TAB funded institution.</p>	<p>Assumptions for achieving outputs:</p> <p>1. a) MOE interdepartmental cooperation on the project.</p> <p>b) Available TDY and contract consultants at required dates.</p> <p>2. a) Printing equipment, materials and facilities will be available.</p> <p>b) Textbook producers will be able to make use of the present curriculum for bilingual education materials.</p> <p>c) Washington evaluation assistance will be available at appropriate times.</p>

PROJECT DESIGN SUMMARY  
 LOGICAL FRAMEWORK

Life of Project:  
 From FY 78 to FY 82  
 Total U.S. Funding \$28,000  
 Date Prepared: 6-27-77

Project Title & Number: Bilingual Education 526-0503

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS																								
<p>Inputs:</p> <ul style="list-style-type: none"> <li>• Trained staff for pre-service and in-service teacher training.</li> <li>• Teachers and supervisors trained in bilingual education.</li> </ul>	<p>Magnitude of Outputs:</p> <ul style="list-style-type: none"> <li>3. a) ISE will have 4 instructors teaching classes on principales and methodology of Bilingual Education.</li> <li>b) 6 regional centers have instructors teaching classes on principales and methodologies of bilingual education.</li> <li>c) 4 rural normal schools (Centro de Formación Docente) have instructors teaching classes on principales and methodologies of bilingual education.</li> <li>4. a) Classrooms using bilingual materials:               <table border="1" style="margin-left: 20px;"> <tr> <td><u>FY78</u></td> <td><u>FY79</u></td> <td><u>FY80</u></td> <td><u>FY81</u></td> </tr> <tr> <td>12</td> <td>36</td> <td>84</td> <td>168</td> </tr> </table> </li> <li>b) 1080 pre-service trained teachers.               <table border="1" style="margin-left: 20px;"> <tr> <td><u>FY78</u></td> <td><u>FY79</u></td> <td><u>FY80</u></td> <td><u>FY81</u></td> </tr> <tr> <td>60</td> <td>180</td> <td>300</td> <td>540</td> </tr> </table> </li> <li>c) 3500 in-service trained teachers.               <table border="1" style="margin-left: 20px;"> <tr> <td><u>FY78</u></td> <td><u>FY79</u></td> <td><u>FY80</u></td> <td><u>FY81</u></td> </tr> <tr> <td>60</td> <td>180</td> <td>300</td> <td>540</td> </tr> </table> </li> </ul>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	12	36	84	168	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	60	180	300	540	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	60	180	300	540	<ul style="list-style-type: none"> <li>3. a) Contractors reports</li> <li>b) Mission education officer reports.</li> <li>4. a) MCE supervision reports.</li> <li>b) Evaluation results.</li> </ul>	<p>Assumptions for achieving outputs:</p> <ul style="list-style-type: none"> <li>3. a) Teacher training schools will have personnel who will participate in Bilingual Education teacher training.</li> <li>b) That ISE and Formación Docente will be able to cooperate on teacher training activities.</li> <li>4. a) Supervisors and Teachers will recognize the need for bilingual education.</li> <li>b) Supervisors and Teachers will be able to use the material developed.</li> </ul>
<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>																								
12	36	84	168																								
<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>																								
60	180	300	540																								
<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>																								
60	180	300	540																								
<ul style="list-style-type: none"> <li>• Students receiving bilingual instruction as a part of primary curriculum.</li> <li>• Comprehensive information and independent evaluation of the educational results.</li> </ul>	<ul style="list-style-type: none"> <li>5. 9000 student years               <table border="1" style="margin-left: 20px;"> <tr> <td><u>FY78</u></td> <td><u>FY79</u></td> <td><u>FY80</u></td> <td><u>FY81</u></td> </tr> <tr> <td>360</td> <td>1080</td> <td>2520</td> <td>5040</td> </tr> </table> </li> <li>6. a) Semester and year end exams in 6 Bilingual and 6 Control schools in grades 1 - 3.</li> </ul>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	360	1080	2520	5040	<ul style="list-style-type: none"> <li>5. MCE School records.</li> <li>6. Project records. Evaluators reports.</li> </ul>	<ul style="list-style-type: none"> <li>6. Evaluators will be available.</li> </ul>																
<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>																								
360	1080	2520	5040																								

PROJECT DESIGN SUMMARY  
LOGICAL FRAMEWORK

Project Title & Number: Bilingual Education 526-0503

Life of Project:  
From FY 78 to FY 81  
Total U.S. Funding 220,000  
Date Prepared:                     

NARRATIVE SUMMARY					OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Inputs:					Implementation Target (Type and Quantity)		
<u>I D</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>Contract Personnel</u>		<u>Assumptions for providing inputs:</u>
1. Personnel	130	130	130	100	a. Bilingual Ed. coord.(48mo) 160	1. Review of USAID/P financial records.	1. GOP budget resources and USAID goods and services will be available on a timely basis.
2. Participants	10	25	25	-	b. Linguist/Nat. Produc.(36mo) 120	2. Examination of GOP budgets and reports.	
3. Commodities	40	20	10	10	c. Second Lang./Teacher Trainer (36mo) 120		
4. Local training	25	35	25	20	d. Short term/Evaluator/Teacher Trainer (18mo) 90		
5. Other local costs	10	30	25	38	<u>Participants</u>		
<b>Total</b>	<b>215</b>	<b>240</b>	<b>215</b>	<b>168</b>	8 short terms 40		
					2 long term 20		
<u>O E</u>	<u>FY78</u>	<u>FY79</u>	<u>FY80</u>	<u>FY81</u>	<u>MOE Personnel</u>		
1. Personnel	55.3	79.3	118.1	186.5	a) 300 teachers 257.9		
2. Participants	2.0	5.0	5.0	--	b) 2 contract consultants 22.		
3. Local training	1.6	2.4	5.6	12	c) 18 member staff 159.		
4. Physical facilities	5.4	7.3	12.3	20.5			
<b>Total</b>	<b>64.3</b>	<b>94.0</b>	<b>141.0</b>	<b>219.0</b>			

ANNEX B-1  
 COUNTRY Paraguay PROJECT ID 226-0503

PROJECT TITLE Bilingual Education

Date 28

ORIGINAL REVISION #

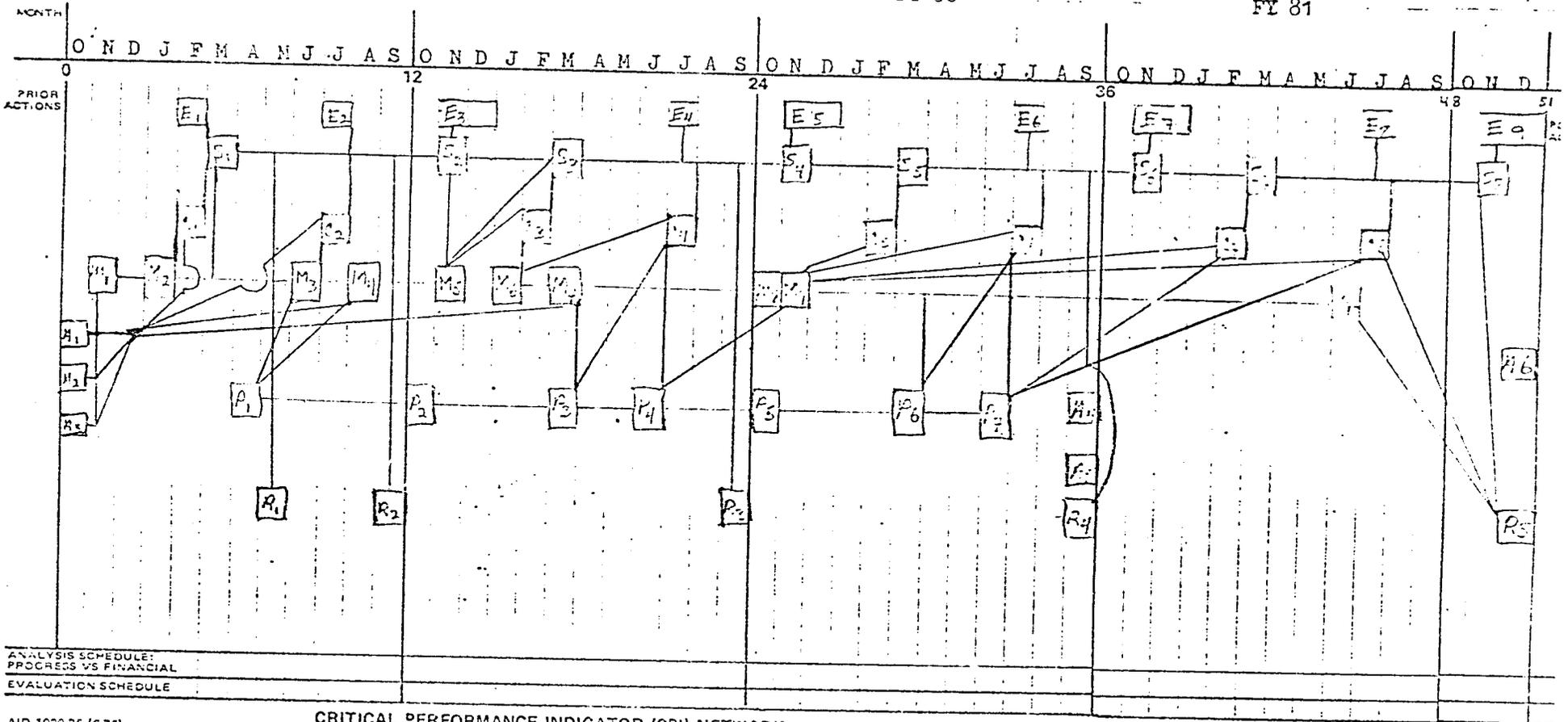
APPROVED

OR FY CY FY 78

FY 79

FY 80

FY 81



CRITICAL PERFORMANCE INDICATOR (CPI) NETWORK

COUNTRY Paraguay	PROJECT NO. 526-0303	PROJECT TITLE Bilingual Education	DATE June 28, 77	<input checked="" type="checkbox"/> ORIGINAL <input type="checkbox"/> REVISION #	APPROVED
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## PROJECT PURPOSE (FROM ICF FACESHEET)

To develop MOE capability to provide bilingual instruction for non-Spanish speaking children.

## Prior Actions:

MOE personnel selected, Project Agreement signed, Contract personnel identified, PIO/Ts issued ( local costs - contract personnel ), Commodities bought.

## CPI DESCRIPTION

- |   |  |
|---|--|
| <p>A1 - Oct. 77 - Bilingual Education coordinator on board.<br/> A2 - Oct. 77 - Linguist (Mat. Prod. Specialist on board).<br/> A3 - Oct. 77 - Second lang./Teacher Trainer specialist on board.<br/> A4 - Sept. 80- Linguist/Mat. Prod. Specialist leaves<br/> A5 - Sept. 80- Second lang./Teacher Trainer Specialist leaves.<br/> A6 - Dec. 81 - Bilingual Education coordinator leaves.</p> <p>C1 - Feb. 78 - First teacher training course.<br/> C2 - July 78 - Winter break teacher training course.<br/> C3 - Feb. 79 - Teacher training course at ISE.<br/> C4 - July 79 - Winter break teacher training course.<br/> C5 - Feb. 80 - Teacher training course at ISE.<br/> C6 - July 80 - Winter break course.<br/> C7 - Feb. 81 - Teacher training course at ISE and Formación Docente.</p> <p>E1 - Feb. 78 - Evaluation design established.<br/> E2 - July 78 - First semester evaluation of students.<br/> E3 - Nov-Dec78-End of first year evaluation.<br/> E4 - July 79 - First semester of second year evaluation.<br/> E5 - Nov-Dec79-End of second year evaluation.<br/> E6 - July 80 - First semester of third year evaluation.<br/> E7 - Nov-Dec80-End of third year evaluation.<br/> E8 - July 81 - First semester on fourth year evaluation.<br/> E9 - Nov-Dec81-End of fourth year evaluation, final evaluation.</p> | <p>M1 - Nov. 77 - First grade materials started.<br/> M2 - Jan. 78 - First semester of first grade materials finished.<br/> M3 - June 78 - Second semester of first grade materials finished.<br/> M4 - August 78 - Start second grade materials.<br/> M5 - Nov. 78 - Review of first grade materials.<br/> M6 - Jan. 79 - Finish second grade materials.<br/> M7 - March 79 - Start third grade materials.<br/> M8 - Oct. 79 - Review second grade materials.<br/> M9 - Nov. 79 - Finish third grade materials. Initiate review of all materials.<br/> M10- June 81 - Finish printing of all 1-3 grade materials.</p> <p>P1 - April 78 - Short term participants.<br/> P2 - Oct. 78 - Leave long term participant.<br/> P3 - March 79 - Short term participants.<br/> P4 - June 79 - Return long term participant.<br/> P5 - Oct. 79 - Leave long term participants.<br/> P6 - March 80 - Short term participants.<br/> P7 - June 80 - Return long term participant.</p> <p>R1 - May 78 - First PAR review completed.<br/> R2 - Sept. 78 - Second PAR review completed.<br/> R3 - Sept. 79 - Third PAR review completed.<br/> R4 - Sept. 80 - Fourth PAR review completed.<br/> R5 - Dec. 81 - Fifth PAR review completed.</p> <p>S1 - March 78 - School year begins.<br/> 12 first grade classrooms.<br/> 12 control classrooms.<br/> S2 - Nov. 78 - School year ends.<br/> S3 - March 79 - School year begins.<br/> 12 second grade classrooms.<br/> 12 control classrooms.<br/> 24 first grade classrooms.<br/> S4 - Nov. 79 - School year ends.</p> |
|---|--|

## CRITICAL PERFORMANCE INDICATOR (CPI) DESCRIPTION

13-3

COUNTRY	PROJECT NO.	PROJECT TITLE	DATE	Y	ORIGINAL	REVISED
Paraguay	526-0503	Bilingual Education	June 28, 77	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
PROJECT PURPOSE (FROM ID SAFETY)						

CPI DESCRIPTION (Continuation)

- S5 - March 80 - School year begins.  
12 third grade classrooms.  
12 control classrooms.  
24 second grade classrooms.  
48 first grade classrooms.
- S6 - Nov. 80 - School year ends.
- S7 - March 81 - School year begins.  
24 third grade classrooms.  
48 second grade classrooms.  
96 first grade classrooms.
- S8 - Nov. 81 - School year ends.

CRITICAL PERFORMANCE INDICATOR (CPI) DESCRIPTION

Technical Assistance Budget

<u>Contract Consultants</u>	<u>FY 1978</u>	<u>FY 1979</u>	<u>FY 1980</u>	<u>FY 1981</u>	<u>Total</u>
1. Long-Term	<u>\$101,000</u>	<u>\$165,600</u>	<u>\$151,800</u>	<u>\$75,000</u>	<u>\$493,400</u>
A. Bilingual Education Specialist	(36,730)	(53,200)	(60,720)	(75,000)	(227,650)
B. Linguist/Materials Specialist	(32,135)	(55,200)	(45,540)	-	(132,875)
C. Teacher Trainer - Spanish as a Second Language	(32,135)	(55,200)	(45,540)	-	(132,875)
2. Short-Term		<u>\$41,300</u>	<u>\$36,000</u>	<u>\$30,000</u>	<u>\$107,300</u>
A. Evaluation		(17,700)	(12,000)	(18,000)	(47,700)
B. Staff Training		(11,800)	(12,000)	-	(23,800)
C. Teacher Training		(11,800)	(12,000)	(12,000)	(35,800)
Total	\$101,000	\$206,900	\$187,800	\$105,000	\$600,700

ANNEX D: THE PREPARATION OF PRIMARY SCHOOL TEXTBOOKS IN GUARANI

The following are suggestions for preparation of textbooks and teachers guides in Guaraní.

(1) The use of Guaraní will conform as much as possible to everyday conversational situations. Thus where the Spanish language textbook might discuss buying a soft drink in a restaurant in Asunción and the conversation between waiter and purchaser would normally be in Spanish, the Guaraní book might picture the buying of Yerba Mate in a rural store, where the conversation between storekeeper and customer would normally be in Guaraní.

(2) It has also been recommended by the Ministry investigative team, and seconded by the MOE Director General, that Guaraní textbooks be written in Yopará. Yopará is the kind of Guaraní most commonly spoken in Paraguay, a form of Guaraní that has a good deal of Spanish influence, from lexical borrowings to grammatical constructions. It is the language spoken by most people, and in particular by children. In using Yopará the Ministry will be going somewhat against the opinions of the "puristas" (purists), Guaraní specialists who believe that the language should be purged of all Spanish influence. However, to teach Guaraní without Spanish influence would be analogous to teaching primary school children in the U.S. in Shakespearean English; "Pure" Guaraní is that different from Yopará. To placate the "Puristas" the MOE plans that the first textbooks will deal with themes which do not necessarily have to incorporate a large number of Spanish loans: familiar subjects such as the family, the house, the village, the school, etc. will be utilized.

(3) The new curriculum method used throughout Paraguay to teach reading will also be used to design the Guaraní reading materials. This will make it possible for the first grade teacher to use the same teaching techniques, as those used in Spanish, for the teaching of reading in Guaraní. The change in materials will cause few problems for the teachers. The method used closely resembles that developed by Bloomfield, Fries, and Hall for English. It has been found to be one of the most successful methods in use in the United States to teach reading.

-2-

(4) Although an alphabet has been developed for the preparation of materials in Guaraní (See III D.3.a, and Annex E), there will be the need of another study in order to analyze the morphology of the language. Though grammars have been written for Guaraní ever since the 16th Century, no two grammarians have agreed as to its morphology (division of utterances into words and suffixes). There exists the possibility that Guaraní morphology can be correctly analyzed in more than one way. If this is the situation, then the analysis which best lends itself to the preparation of primary school materials should be selected for use in the preparation of texts for the project.

ANNEX E: SECOND LANGUAGE TEACHING

One of the general objectives of the current MOE primary curriculum is to see that students "desarrolle aptitudes adecuadas para el dominio de la lengua castellana...." (develop adequate aptitude to dominate Spanish.) Further, the curriculum states that it is necessary for a child to be able to understand Spanish and to be able to express himself clearly and orally in Spanish before beginning to learn to read or write (p. 19).

Paraguay has been struggling for some time with the problem of how to get rural students to learn school materials written in Spanish. For many years, the only indication as to how to cope with the problem that rural teachers were given was that they were to prohibit the use of the home language, Guaraní, in the classroom and on the playgrounds. Until quite recently, the regular school curriculum gave no recognition to the fact that students were taught in a language which was not the one used at home. No discussion was held of the problems which this fact might cause. The teachers, in an effort to get through the course of studies, had recourse to a number of techniques, none of which were too successful.

According to Rubin (1967, 481), "In the first few grades, many teachers begin by using a limited amount of Spanish, which is gradually increased as the year progressed. Translation into Guaraní is the most frequent technique used to convey the meaning of Spanish. The teacher says the sentence in Spanish, translates it into Guaraní, and then asks the student to repeat it in Spanish." Another technique is the memorization of poems and stories in Spanish. For many children these exercises remain completely rote during the first months or years of their education.

Another approach to language learning was to try to require the rural parents to change their language usage, i.e. parents were told they should speak Spanish to their children. Of those parents who could, many parents did try and this served as an aid even though it seems a bit unnatural to require parents to change their habits.

-2-

The lack of success in language teaching and failure to cope with the problem has had serious repercussions on child development. Children could be observed in classrooms as listless and uninterested (Rubin observed classes given first in Spanish and then in Guaraní and noted a remarkable change of attitude). School repetitions were much higher in rural areas where the greater percentage of monolingual Guaraní speakers are to be found.

In more recent years, the MOE has begun to recognize the need to do something about the language problem. In 1962, a book was published with USAID funds entitled "Enseñanza Inicial del Español" by Carolina Acosta González. The book, which is 52 pages long, offers general indications about how to teach language, in particular use of poems, games, stories and description of pictures. More specifically, it offers pictures and poems for the teacher to use in the classroom, recognizing the shortage of such in the rural areas. Although the book represents a significant departure from previous approaches which ignored the language problem, most of its techniques are more appropriate to first language teaching (i.e. language arts) than second language teaching. Also, the techniques still largely represent memorization and repetition techniques rather than active manipulation of the language.

In 1964, with funds from OAS, a MOE experimental group tried to work on techniques and materials to teach Spanish as a second language at Post Gaona. They worked under considerable handicap because at that time, the participants in the experiment had little experience or training in second language teaching techniques. Resulting from this experiment were two products: (1) a list of key vocabulary and (2) a set of basic sentences linguistic patterns "patrones lingüísticos" which were to be used to teach grammatical structures.

The present MOE curriculum of 1972/1973 represents a new attitude toward the problem although it offers a minimal solution. Whereas prior to this "new" curriculum the Ministry of Education did not recognize the problem of rural Guaraní speakers, the "new" curriculum does so and specifically encourages teachers to use Guaraní when and for as long as they feel it necessary. No longer is the child to be prohibited from speaking the language of the home either in the classroom or on the playground. However, the new curriculum has relatively few suggestions on second language teaching and departs little from the Post Gaona experience. Specifically, it opts for a "gradual and systematic acquisition of Spanish" with attention first given to developing skills of listening and speaking before teaching the skills of reading and writing.

It should be noted that the new curriculum is supposed to be applicable to the entire country although it is focused on rural education problems. However, it does not make a distinction between the language problems of rural and urban students. That is to say, the same type of language exercise is offered for both the first and the second language learners.

Such an approach might be feasible in a language situation where students spoke Spanish predominantly and where a Guaraní speaker might have lots of opportunity to use Spanish with peers. However, in the Paraguayan rural situation, special efforts must be taken to teach the child Spanish as a second language using techniques appropriate to the rural situation. The techniques of language arts are insufficient to enable the rural child to become fluent in Spanish quickly enough.

Two aspects of the new curriculum seem specifically pointed toward second language learners. The first is the inclusion of basic structures (patrones lingüísticos) used first in Post Gaona, which indicate structural difficulties a second language learner is likely to encounter. These structures can be used in exercises to help the learner begin to recognize and acquire these structures. A second recognition of the problems of Guaraní speakers is the "suggestion" that a student knows between 300-500 words before starting to read and write. Another technique which the new curriculum promotes is greater individual student participation. Such participation, properly managed, can help with language learning, by offering the student an opportunity to use the language, something which was not emphasized before.

The goals of the new curriculum are still fairly general vis a vis language and do not specify these on a yearly basis.

A change of attitude toward the language problem can also be noted in the teacher training colleges. The language curriculum of ISE, Superior Institute of Education in Paraguay, introduces its students, in a limited fashion, to the bilingual nature of the country and encourages recognition of the value of Guaraní. However, it makes no distinction in elaborating teaching techniques between those to be used with students whose first language is Guaraní and those to be used with students whose first language is Spanish.

The fact is that there are many problems with the application of the new curriculum because two months is an inadequate period of time to change the habits and beliefs of a lifetime of teaching. Many teachers have

interpreted the lessening of sanctions on using Guaraní as a license to use the language as much as they see fit -- making little or no effort to teach Spanish. Others, reflecting the older rote approach to learning, offer little or no opportunity to students to practice language. Instead they rush the curriculum, focusing only on reading and writing, the skills they consider most important without waiting for the student to at least acquire the recommended minimum of 300-500 words.

One further indication of the growing awareness of the language problem has been the work of a new Investigative Unit of the Ministry of Education, which, beginning in January 1976, and with funding from OAS, organized a study of school achievement by first grade students. One of the principal instruments of this research focused on language ability. Early results of the research indicate much lower school performance and language competence in rural areas. The work of this team has heightened the Ministry's interest in proceeding with bi-lingual education.

The sociolinguistic setting in Paraguay in the rural areas makes second language learning difficult. The rural student has little or no opportunity to use Spanish outside the classroom. Further, rural parents use Guaraní practically all of the time as that despite parental aspirations that their children acquire some ability to speak Spanish, and the MOE's requirement that the children do so, it would appear that the language has little immediate value for the child. This fact complicates the process of language learning. The methodology which the project elaborates will include techniques which motivate the child to want to use Spanish, to participate in classroom discussions, and offer some understanding of natural conversation. In addition, it would be very helpful if some means could be found to encourage interaction between Guaraní and Spanish speakers.

A further limitation which materials for Paraguay will take into account is the preparation of the rural teacher. Unless the program were to include two years of training in language teaching methodologies and improvement of the rural teacher's Spanish speaking ability, all materials elaborated for this project will have to be very specific and detailed so as to prevent misuse and misinterpretation. Until teachers can get pre-service training in language teaching techniques and language development, the program will need to prepare detailed lesson plans to assure proper application of the new methods. Rural teachers will need to be instructed in how to diagnose learning problems and in how to treat such problems. Further, the program will need to be cognizant of the fact that the Spanish speaking ability of many rural teachers is less than standard and not always fluent.

-5-

The second language teaching component will use methodologies developed to encourage language learning in a classroom setting. Among these will be the following:

1. Focus on communication rather than on description and repetition.
2. Use of drama techniques. (Richard Via)
3. Use of physical movements to encourage understanding and participation. (James Asher)
4. Use of guessing and inference making techniques. (Joan Rubin)
5. Differentiation between needs for production and recognition.
6. Recognition that learning is by successive approximation, going from many errors to fewer but focusing on fluency rather than accuracy at first.
7. Use of socio-linguistic knowledge of student to encourage recognition and participation. (Joan Rubin)
8. Materials to be based on actual speech of children of the 7-10 age range whose mother tongue is Spanish in actual situations in which a child might find himself/herself.
9. Use of Guaraní-Spanish loan cognates, i.e. going from known to unknown.

ANNEX F: THE DESIGN OF A GUARANI ALPHABET FOR DEVELOPING SCHOOL TEACHING/LEARNING MATERIALS

One of the most difficult problems in developing educational materials in any language which does not have a long standing written literary tradition is the design or selection of an orthography (alphabet). Often one must develop a writing system for recording the sounds of the language, as in the case of Chulupí (Nivaclé), or one must choose from a number of writing systems developed for writing the same language, as in the case of Guaraní. It is the latter which concerns us in Paraguay.

There are a minimum of seven competing alphabets for the writing of Guaraní in Paraguay, all of which present different symbols for the representation of Guaraní sounds which do not have equivalents in Spanish. In some cases symbols derived from Spanish are used to represent different sounds in Guaraní. For example, in the alphabet developed by Padre Guasch, the symbol x stands for /š/, while in Spanish the same symbol indicates the consonant cluster /ks/. On the other hand, the same sound in both languages has often been represented by different graphemes (letters). Thus in the orthography commonly used by song writers the Guaraní j and Spanish y, indicate the phoneme /š/ (with the problem compounded since j usually represents the phoneme /x/ in Spanish). Beyond this, there is the problem that native speakers of Guaraní, perhaps because of the plethora of competing alphabets to which they have been subjected, in one sentence or phrase will write the same Guaraní sounds with a variety of symbols, gathered from a variety of alphabets. In other words, there is little consistency in the writing of Guaraní.

Since Paraguay is a bilingual nation, its official language being Spanish, and its national language Guaraní, it is imperative that in developing teaching materials for use in the country's schools, an alphabet should be used in Guaraní which does not conflict with that used in the writing of Spanish.

Such an alphabet could be developed exclusively for use in teaching primary school children to read. It would be analogous to the traditional way of teaching English speaking children to read using phonics, with the idea that in both cases the child could at a later stage more easily dominate the traditional method or methods of writing the language. In fact, if a bilingual education program is developed for Paraguay which places an emphasis on the reading and writing of Guaraní, a transition period could be programmed in which the child could learn other alphabets currently in use for writing the language.

-2-

In devising an alphabet for Guaraní which would not conflict with that of Spanish, it is necessary to study the sound systems of the two languages, and to note their similarities and differences. Following this, tentative assumptions about the appropriateness of using certain letters for writing Guaraní can be made. These can be based on the following criteria:

(1) that the orthography should cause as little conflict as possible with that of Spanish, (2) that the alphabet should be easy to teach a six year old child, and (3) that the alphabet should take into consideration such written Guaraní as found in place names, etc. Besides these criteria, the alphabet should be as uncluttered as possible with diacritics, etc. The following alphabet was then designed by the Ministry of Education's Bilingual Education Investigative Team and has been recommended for the projected bilingual education program.

Spanish Alphabet	Phonemic Equivalent (Spanish)	Guaraní Alphabet	Phonemic Equivalent (Guaraní)	Reason for Choice
<u>Consonants:</u>				
<u>p</u>	/p/	<u>p</u>	/p/	Not Applicable
<u>t</u>	/t/	<u>t</u>	/t/	Not Applicable
<u>ch</u>	/č/	<u>ch</u>	/č/	/č/ occurs only in Spanish loan words.
<u>c</u> (+ a, o, u) <u>qu</u> (+ i, e)	/k/	<u>c</u> (+ a, o, u) <u>k</u> (+ a, e, ï)	/k/	This use of <u>c</u> and <u>k</u> has been proposed by the Academia de la Lengua Guaraní (ALG). Although the <u>c</u> was adopted because of its conformity with the Spanish alphabet, Spanish <u>qu</u> has been replaced by <u>k</u> because it was felt that it would be easier to teach first graders to use one symbol ( <u>k</u> ) before /i, e, ï) instead of two ( <u>qu</u> ). The use of <u>k</u> to indicate Guaraní /k/ is also used in several other orthographies, including those of Guasch, and the " <u>Popular</u> ."
<u>b</u>	/b/	<u>b</u>	/m/	Although the <u>b</u> of Guaraní is phonetically usually [ᵐb] (a prenasalized voiced bilabial stop), and linguistically an allophone of /m/, it was decided to use the grapheme <u>b</u> , preceded by <u>m</u> , to indicate this sequence since this is the convention in almost all alphabets currently used for writing Guaraní. It also does not conflict with the Spanish system. <u>b</u> also represents /b/ which occurs in Spanish loan words.

<u>d</u>	/d/	<u>d</u>	/n/	The <u>d</u> of Guaraní is realized phonetically as [ᵐd̥] (a pre-nasalized voiced dental stop) and is an allophone of /n/. Reasons for using the grapheme <u>d</u> are the same as those outlined above for <u>b</u> . <u>d</u> also represents /d/, which occurs in Spanish loan words.
<u>g</u>	/g/	<u>g</u>	/ŋ/	The <u>g</u> of Guaraní is realized phonetically as [ᵐg̥] (a pre-nasalized voiced velar stop) and is an allophone of /ŋ/. Reasons for using the grapheme <u>g</u> are the same as those outlined above for <u>b</u> .) <u>g</u> also stands for /g/, which occurs in Spanish loan words.
<u>y</u>	/j/	<u>y</u>	/j/	Both Spanish and Guaraní have a voiced alveopalatal affricated stop /j/, which traditionally, in Paraguayan Spanish orthography is written using the symbol <u>y</u> . However, for Guaraní, both <u>j</u> (ALG <sup>1</sup> , Guasch) and <u>y</u> (ALG <sup>2</sup> , "Popular") have been used to represent this sound. For the teaching of Guaraní in the schools it was felt that <u>y</u> would be a better choice because of its relationship to Spanish, which indicates the same sound with the same letter.
<u>f</u>	/f/	<u>f</u>	/f/	/f/ occurs only in Spanish loan words in Guaraní.
<u>s</u>	/s/	<u>s</u>	/s/	N.A.
<u>v</u>	/b/	<u>v</u>	/v/	N.A.

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---	---	<u>sh</u>	/ṣ/	Currently there are three ways used to represent the voiceless alveopalatal sibilant in Guaraní: <u>x</u> , <u>ch</u> , and <u>sh</u> , with <u>x</u> and <u>ch</u> most commonly used. However, since <u>x</u> and <u>ch</u> represent a different sound /ks, tʃ/ in Spanish than Guaraní /ṣ/, it was decided that <u>sh</u> would be more acceptable and less confusing to use in the writing of school texts. This grapheme has also been proposed for acceptance by the ALG in their next meeting.
<u>j</u>	/x/	<u>j</u>	/h/	This sound is currently represented as an <u>h</u> or <u>jh</u> in the orthography of Guaraní. However, since /x/ and /h/ are quite close phonetically (a voiceless velar fricative versus a voiceless glottal fricative) it was decided that perhaps the symbol <u>j</u> could be used to represent the sound in both languages. This would circumvent problems which would arise using <u>h</u> , which does not represent a sound in Spanish and <u>h</u> indicating a glottal fricative in Guaraní. <u>jh</u> was also considered, but was thought to be more difficult to teach, because of its compound nature, and that it would be confused with <u>j</u> and <u>h</u> of Spanish, both of which have different phonetic equivalents.
<u>m</u>	/m/	<u>m</u>	/m/	N.A.
<u>n</u>	/n/	<u>n</u>	/n/	N.A.

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<u>ñ</u>	/ɲ/	<u>ñ</u>	/ɲ/	Although Guaraní <u>ñ</u> is an allophone of /j/, the grapheme <u>ñ</u> is almost always used for indicating this sound in the writing systems of Guaraní. And since its phonetic value does not conflict with that indicated by Spanish <u>ñ</u> , it was decided to use the grapheme <u>ñ</u> for writing Guaraní. <u>ñ</u> also represents /ɲ/ in loan words from Spanish.
---	---	<u>ng</u>	/ŋ/	This phoneme has always been written as <u>ng</u> in Guaraní, partially because one of its phonetic variants is [ ŋg ]. Thus it was decided to maintain the traditional spelling, rather than introduce a new symbol.
<u>r</u>	/r/	<u>r</u>	/r/	N.A.
<u>rr</u>	/r̄/	<u>rr</u>	/r̄/	/r̄/ occurs only in Spanish loan words in Guaraní.
<u>l</u>	/l/	<u>l</u>	/l/	N.A.
<u>ll</u>	/l̄/	<u>ll</u>	/l̄/	/l̄/ occurs only in Spanish loan words in Guaraní.
<u>gu</u> , <u>hu</u>	/w/	<u>gu</u>	/w/	From the point of view of teaching reading the use of <u>hu</u> , as in Spanish <u>huevo</u> , was preferred since Spanish speaking children have always had a problem in learning the differing phonetic values of <u>g</u> /g/ and <u>gu</u> /w/. It was decided to adopt the <u>gu</u> spelling, because of its occurrence in such frequently used words as "Guaraní" "Paraguay," etc.

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Vowels:

<u>i, e, u, o, a</u>	/i, e, u, o, a/	<u>i, e, u, o, a</u>	/i, e, u, o, a/	N.A.
---	---	<u>ĩ</u>	/ĩ/	This sound fluctuates somewhere between a high central unrounded vocoid and a mid central unrounded vocoid. Traditionally it has been spelled with <u>y</u> . However because of the confusion that results from using this symbol to represent /i/ in Guaraní, and /j/ in Spanish, it was decided to adopt the "crossed i" <u>ĩ</u> to indicate the Guaraní vowel.
---	---	<u>ĩ, ã, õ, õ, ã, ã</u>	/ĩ, ã, õ, õ, ã, ã/	Traditionally nasalized vowels have been indicated by using a tilde <u>~</u> or accent circumflex <u>^</u> . Since the tilde is more commonly used to indicate nasalization, and is also used in Portuguese, it was selected for Guaraní.

Stress:

'	//	'	//	Unlike Spanish, where stress generally falls on the penultimate syllable, stress in Guaraní generally occurs on the last syllable of the word. Thus it was decided to note stress in Guaraní only when it occurred in a syllable other than the last one.
---	----	---	----	---

After designing a potential alphabet for use in teaching primary school children to read Guaraní, the alphabet was tested with primary students for an indication of its effectiveness.

Four traditional alphabets were used as a control and the "control" orthographies (alphabets) were those most distinct graphemically from one another.

These were: (1) the two orthographies proposed by the Academia Guaraní; (2) the orthography of Padre Guasch (1976); and (3) the "Popular" orthography, used in song books and other materials produced by Guaraní folklorists.

The following chart shows the main differences between the five spelling systems. (See page No. 9).

Basically there are two ways which one can test the readability of a practical writing system. The first and most ideal is to teach alternate systems of writing to two different groups, using identical materials but with different orthographies. After one or two years the reading abilities of the two groups can be compared to find out which orthography has been the most successful.

The second method is to teach groups of readers of an official language the graphemes of their first language in one of the alternative spelling systems. Then, using paragraphs of varying semantic complexity the readers are tested for the readability of each system, by rating mispronunciations, substitutions, omissions, repetitions, and comprehension.

In the case of Paraguay this kind of test would not only rate difficulties in reading new graphemes not held in common between Spanish and Guaraní, but would also deal with graphemes which are used in common in both languages, whether representing the same or different sounds.

The Ministry team designed a reading pre-test to be used in two stages. The first stage consisted of a series of single words, each representing a concept well-known by a Guaraní speaking child. The tester reviewed the words with the child, a third or fourth grade student who already knew how to read Spanish.

Where there are symbols that the child did not already command, the tester taught the child informally the symbol-sound correspondence in the Guaraní writing system. After this first part of the investigation, the child was given a short text which (s)he was asked first to read silently, and then aloud.

Phoneme	Academia Guaraní I	Academia Guaraní II	Guasch	Popular	Experimental (Ministry of Education team)
/ ɾ /	y	ɾ	y	y	ɿ
/ ỹ /	ỹ	ỹ	ỹ	ŷ	ỹ
/ š /	ch	ch	x	ch	sh
/ j /	j	y	j	y	y
/ h /	h	h	h	jh	j
/ k /	k	k	k	k,c	k + /i,e,ɿ/ c + /u,o,a/

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The text involved an everyday situation in the life of a rural child. The student was then asked to read the text aloud, at which point it was taped. After reading the text aloud, (s)he was then asked various questions based on the text. The investigator then reviewed the text, and noted the errors.

An informal pre-testing of the materials was carried out at Heriberta M. de Stroessner school in Paraguari. Thirteen third and fourth grade children, ten girls and three boys, were tested using the alphabets. The children generally dominated Spanish reading, and were very eager to read in their home language, Guaraní. The most successful alphabet was that designed by the Ministry team.

On the basis of the pre-test, it was decided to continue using the tests with a larger sample, but with several modifications.

- (1) Instead of using the five orthographies, three would be used: that of the Academia Guaraní (1), the "Popular," and the experimental orthography designed by the Ministry of Education team.
- (2) The text was polished where necessary.
- (3) The test was used in six rural schools in the Central Department using the traditional curriculum (curriculum vigente).
- (4) The students selected for the tests were from the fourth grade, of ages nine through eleven, and were divided between boys and girls.
- (5) The selection was as follows: The teacher of a fourth grade class would be asked to select his/her best reading students in Spanish and the investigator would then select at random from this group six boys and six girls.

Each of these children was then asked to read a passage in Spanish, first in silence and then aloud, so as to judge reading ability in that language. If the child made a total of more than ten mistakes (mispronunciations, repetitions, or omissions) while reading the Spanish language passage, he or she was judged ineligible to continue with the reading test in Guaraní. For those who continued, each Guaraní orthography was then tested on four children, two boys and two girls. The design of the test was as follows: (a) the test was printed in large letters; (b) the first page included the following information: Department, Place, Name of School, Type of Curriculum, Name of Student, Age, Sex;

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(c) an alphabet was taught to a child being tested; (d) the child being tested was then asked to read the text written in Guaraní (the second page of the test), first silently, and then aloud. The reading of the text was taped; (e) the child was then asked questions relating to the text by the tester to measure his/her comprehension. Finally, at the bottom of the final page, the tester was encouraged to make any additional observations pertinent to the testing procedure.

Returning to the Ministry, the taped oral readings were evaluated by such criteria as mispronunciations, substitutions, omissions, and repetitions, with repetitions and mispronunciations receiving twice the value of errors of omission and substitution. The total number of mistakes made in reading each grapheme was then divided into the total number of occurrences of the grapheme in the text to arrive at the percentage of mistakes made. These were then averaged for the 23 readers of each alphabet and the results then compared across alphabets between graphemes representing the same sound. The results were the following:

(1) The Glottal Stop / ' /.

This phoneme was represented in the same manner in all three of the orthographies, with an apostrophe ' . It occurred nine times in each of the three texts, and the percentage of errors in reading each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	'	9.9%
AG Alphabet	'	6.7%
Popular Alphabet	'	9.2%

Interpretation: The low number of errors indicates that the symbolization of the glottal stop did not cause great problems for the readers. However, it should be noted that in a pre-test, when the symbol was written as an accent grave, ` , as in so`o "meat", instead of so'o, the children had problems reading it. Thus in the preparation of Guaraní language materials for classroom use, the glottal stop should be represented as an apostrophe, and not as an accent grave.

(2) Nasalization of Vowels /V/.

This feature was indicated with a tilde ~ in the Experimental and

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AG alphabets, and with a circumflex ^ in the Popular orthography. Nasalized vowels occurred five times in each of the texts, and the percentage of errors in reading each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	≈	7.4%
AG Alphabet	≈	6.0%
Popular Alphabet	^	9.13%

Interpretation: Although the readers had somewhat less difficulty with the tilde than with the circumflex, statistically the difference was not that great. The tilde may have been somewhat easier for the readers because of its association with the nasal grapheme ñ in Spanish, whereas the circumflex was an entirely new symbol. Because of these two factors -- the association of the tilde with the Spanish grapheme, and the somewhat lower frequency of error in reading it -- it is recommended that this symbol be used for the representation of nasalization in the development of a practical alphabet for the writing of Guaraní.

(3) The Voiceless Velar Stop /k/.

This phoneme was represented by c before a,u, and o, and k before i or y,i and e in the Experimental and Popular alphabets, and k in all environments in the AG alphabet. The voiceless velar top occurred four times in each of the texts, and the percentage of errors in reading each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	<u>c / k</u>	4.9%
AG Alphabet	<u>k</u>	3.3%
Popular Alphabet	<u>c / k</u>	6.5%

Interpretation: Although the readers had somewhat less difficulty with the reading of k in all environments, as contrasted with c and k in distinctive environments, statistically the difference in reading ease was not that great. Thus a decision will have to be made as to whether to teach the sole use of k, which was somewhat easier to read, or the k/c variation, which is more similar to Spanish orthography, with its analogous use of c before a,u, and o (but with qu elsewhere). The use of c also conforms to the spelling in Guaraní of the nation's place names (Caaguazú, Caacupé, etc.).

(4) The Voiceless Glottal Fricative /h/.

This phoneme was represented by j in the Experimental alphabet, h in the AG alphabet, and jh in the Popular alphabet. It occurred eleven times in each of the texts and the percentage of errors in reading each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	<u>j</u>	14.0%
AG Alphabet	<u>h</u>	23.7%
Popular Alphabet	<u>jh</u>	22.94%

Interpretation: Here there is a statistically significant difference between the ease with which the readers interpreted the grapheme indicating the voiceless glottal fricative in the Experimental alphabet (14.0%) and the difficulties encountered in reading the graphemes of the AG and Popular alphabets (23.7% and 22.94% respectively). In the AG alphabet the readers generally interpreted the symbol h as indicating /β/, since this symbol in Spanish is not pronounced. In the Popular alphabet there was a tendency on the part of the readers to pronounce the combination jh as /j/. The symbol which was read with greatest ease was the j of the experimental alphabet, because of its equivalence with the symbol used to indicate the voiceless velar fricative in Spanish (ex.: hijo /ixo/ "son"). Thus for ease in reading it is recommended that the grapheme j represent the voiceless glottal fricative in Guaraní.

(5) The Voiceless Alveopalatal Sibilant /s̺/

This phoneme was represented by ch in the AG and Popular alphabets and sh in the Experimental alphabet. It occurred five times in each of the three texts, and the percentage of errors in the reading of each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	<u>sh</u>	12.1%
AG Alphabet	<u>ch</u>	17.3%
Popular Alphabet	<u>ch</u>	7.8%

Interpretation: It is difficult to explain why there is such a discrepancy in the reading of the same graphemes, ch, in the AG and

Popular alphabets. However, the reason for the fair amount of ease in reading the symbol probably comes from the phonological interference between Spanish and Guaraní. The average incipient Spanish speaker, who is a native speaker of Guaraní, pronounces Spanish /ç/ as /ʃ/. Thus he or she pronounces the Spanish word muchacho /muçaço/ as /muʃaço/, mucho /muço/ as /mušo/, etc. Thus since the Guaraní speaking child tends to pronounce Spanish words written with ch as /ʃ/, he or she will tend to do the same when reading Guaraní words written with ch. However, if one were to use the symbol ch when introducing Guaraní literacy to indicate the phoneme /ʃ/, as well as use the same symbol to indicate the /ç/ of Spanish, one will simply be reinforcing the oral pronunciation of Spanish /ç/ as Guaraní /ʃ/, thus strengthening non-standard patterns of pronunciation in Spanish, plus adding to the problems of teaching literacy in that language. For this reason, and the fact that the statistical evidence for the preference of sh or ch is inconclusive, it is recommended that sh be used in the production of experimental primary school materials in Guaraní.

(6) The Voiced Alveopalatal Affricated Stop /j/.

This phoneme was represented by the y in the Experimental and Popular alphabets, and the j in the AG alphabet. It occurred seven times in each of the three texts, and the percentage of errors in the reading of each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	<u>y</u>	8.7%
AG Alphabet	<u>j</u>	38.5%
Popular Alphabet	<u>y</u>	24.55%

Interpretation: Readers had the greatest amount of trouble interpreting the j of the AG alphabet; the majority of them interpreted it as /x/ because of its equivalence with the grapheme j which is used to indicate the voiceless velar fricative in Spanish (ex.: hijo /ixo/"son"). Readers had less difficulty reading the grapheme y, because it indicates the same sound (/j/) in Paraguayan Spanish. However, there is a fairly large statistical difference between the 8.7% errors made in reading the symbol in the Experimental orthography, and the 24.55% encountered in the Popular orthography. This may be attributed to the fact that the Popular orthography also uses the grapheme y to indicate the high back unrounded vowel /i/. However, even with the problem of using the same grapheme to represent two sounds in the language, there were less mistakes (24.55%) reading the y in the Popular orthography than the j (38.5%) in the AG alphabet. And when y indicates only one phoneme, the voiceless

(4) The Voiceless Glottal Fricative /h/.

This phoneme was represented by j in the Experimental alphabet, h in the AG alphabet, and jh in the Popular alphabet. It occurred eleven times in each of the texts and the percentage of errors in reading each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	<u>j</u>	14.0%
AG Alphabet	<u>h</u>	23.7%
Popular Alphabet	<u>jh</u>	22.94%

Interpretation: Here there is a statistically significant difference between the ease with which the readers interpreted the grapheme indicating the voiceless glottal fricative in the Experimental alphabet (14.0%) and the difficulties encountered in reading the graphemes of the AG and Popular alphabets (23.7% and 22.94% respectively). In the AG alphabet the readers generally interpreted the symbol h as indicating  $\emptyset$ , since this symbol in Spanish is not pronounced. In the Popular alphabet there was a tendency on the part of the readers to pronounce the combination jh as /j/. The symbol which was read with greatest ease was the j of the experimental alphabet, because of its equivalence with the symbol used to indicate the voiceless velar fricative in Spanish (ex.: hijo /ixo/ "son"). Thus for ease in reading it is recommended that the grapheme j represent the voiceless glottal fricative in Guaraní.

(5) The Voiceless Alveopalatal Sibilant /s/

This phoneme was represented by ch in the AG and Popular alphabets and sh in the Experimental alphabet. It occurred five times in each of the three texts, and the percentage of errors in the reading of each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	<u>sh</u>	12.1%
AG Alphabet	<u>ch</u>	17.3%
Popular Alphabet	<u>ch</u>	7.8%

Interpretation: It is difficult to explain why there is such a discrepancy in the reading of the same graphemes, ch, in the AG and

Popular alphabets. However, the reason for the fair amount of ease in reading the symbol probably comes from the phonological interference between Spanish and Guaraní. The average incipient Spanish speaker, who is a native speaker of Guaraní, pronounces Spanish /ç/ as /s/. Thus he or she pronounces the Spanish word muchacho /muçáço/ as /mušášo/, mucho /muçó/ as /mušo/, etc. Thus since the Guaraní speaking child tends to pronounce Spanish words written with ch as /š/, he or she will tend to do the same when reading Guaraní words written with ch. However, if one were to use the symbol ch when introducing Guaraní literacy to indicate the phoneme /š/, as well as use the same symbol to indicate the /ç/ of Spanish, one will simply be reinforcing the oral pronunciation of Spanish /ç/ as Guaraní /š/, thus strengthening non-standard patterns of pronunciation in Spanish, plus adding to the problems of teaching literacy in that language. For this reason, and the fact that the statistical evidence for the preference of sh or ch is inconclusive, it is recommended that sh be used in the production of experimental primary school materials in Guaraní.

(6) The Voiced Alveopalatal Affricated Stop /j/.

This phoneme was represented by the y in the Experimental and Popular alphabets, and the j in the AG alphabet. It occurred seven times in each of the three texts, and the percentage of errors in the reading of each grapheme was the following:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	<u>y</u>	8.7%
AG Alphabet	<u>j</u>	38.5%
Popular Alphabet	<u>y</u>	24.55%

Interpretation: Readers had the greatest amount of trouble interpreting the j of the AG alphabet; the majority of them interpreted it as /x/ because of its equivalence with the grapheme j which is used to indicate the voiceless velar fricative in Spanish (ex.: hijo /ixo/"son"). Readers had less difficulty reading the grapheme y, because it indicates the same sound (/j/) in Paraguayan Spanish. However, there is a fairly large statistical difference between the 8.7% errors made in reading the symbol in the Experimental orthography, and the 24.55% encountered in the Popular orthography. This may be attributed to the fact that the Popular orthography also uses the grapheme y to indicate the high back unrounded vowel /i/. However, even with the problem of using the same grapheme to represent two sounds in the language, there were less mistakes (24.55%) reading the y in the Popular orthography than the j (38.5%) in the AG alphabet. And when y indicates only one phoneme, the voiceless

alveopalatal affricated stop, the percentage of mistakes falls to 7.8%. Thus it is recommended that in a practical orthography for the preparation of pedagogical materials in Guaraní that the y be used for representing the phoneme /j/, just as it does in Paraguayan Spanish.

(7) The High Back Unrounded Vowel /i/.

This phoneme was represented as y in the AG and Popular alphabets and ï in the Experimental alphabet. It occurred eight times in each of the three texts, and the percentage of errors in the reading of each grapheme was as follows:

	<u>Grapheme</u>	<u>Percentage of Errors</u>
Experimental Alphabet	<u>ï</u>	20.9%
AG Alphabet	<u>y</u>	16.2%
Popular Alphabet	<u>y</u>	35.3%

Interpretation: As can be seen by the percentages, both the highest and the lowest number of reading mistakes occurred with the grapheme y; in the AG alphabet this totaled 16.2% and in the Popular the total was 35.3%. The explanation for the high number of mistakes in the Popular alphabet is that the y was used in that alphabet to indicate both the consonant phoneme /j/ as well as the vowel phoneme /i/. (This also provided a large number of problems for readers of that alphabet in their interpretation of y when it stood for the phoneme /j/; see section (6) above.) The lower number of mistakes with y indicating /i/ occurred in the AG alphabet when the grapheme did not represent a second sound as well.

However, in spite of the slightly lower number of mistakes in the use of y in the AG (16.2%) than in the use of ï in the Experimental alphabet (20.9%), the choice of y to represent /i/ should probably be avoided. For if y is chosen to represent both /i/ and /j/, then the total percentage of reading errors in the interpretation of both phonemes rises dramatically.

	/i/	/j/
<u>Popular Alphabet</u>	<u>y</u> (35.3%)	<u>y</u> (24.55%)

Moreover if y is used to represent the vowel /i/, and another symbol other than y is used to indicate the affricated stop /j/, the reader will have problems interpreting the symbol representing the consonant.

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	/i/	/j/
<u>AG Alphabet</u>	y (16.2%)	j (38.5%)

However if a symbol such as ï is used to represent the vowel /i/, and y is used to indicate the affricated stop /j/, as in Paraguayan Spanish, then the reader has few problems in interpreting the consonant (8.7%) and only a slightly higher percentage of errors in interpreting the ï (20.9%) than the vowel symbol y (16.2%) representing only one sound in the AG alphabet. Thus the ease in interpreting the consonant when written as y more than outbalances the small span of difference between reading the vowel when written as y as it occurs in the AG alphabet (16.2%) and the ï in the Experimental alphabet (20.9%).

	/i/	/j/
<u>Experimental Alphabet</u>	ï (20.9%)	y (8.7%)

Thus it is recommended for an alphabet for the development of school materials in Guaraní that the grapheme y represent the consonant /j/ and that ï represent the vowel phoneme /i/.

Conclusions: Based on a small sample, the statistical differences between ease of reading of the three different spelling systems would indicate that the experimental system would be the most appropriate to use in the preparation of reading materials for primary school children in Guaraní. If accepted by the MOE for use in the preparation of pedagogical materials in Guaraní the Experimental alphabet should not be considered a threat to the other competing orthographies in the country today, but rather one that can be used successfully for making a transition to reading in Spanish.

## ANNEX 8: STUDY OF PARENTAL ATTITUDES TOWARD BILINGUAL EDUCATION

### I. Introduction

With the belief that parental attitudes would constitute an important variable in the success of the bilingual project, it was decided to ascertain how parents would accept a project whose primary methodology was that of bilingual education, and to find out what their reasons for the acceptance or rejection of such a project might be. In addition, it was felt important to determine the desires of parents in terms of what schools should be teaching children and whether the schools were in fact meeting these desires.

### II. Methodology

A questionnaire was administered in both Spanish and Guaraní (depending on the linguistic competence of the respondent) to parents of children who had attended school for at least 3 years.

The study was conducted in 18 schools in the Department of Paraguari. The Department of Paraguari was selected because it is the department in which the bilingual pilot project is to be conducted. The questionnaire was administered orally and individually in the schools. Some 193 parents answered the questionnaire, of the 193, 133 had children who attended rural schools and 60 had children who attended suburban schools. Of 193 parents, 79 responded in Spanish and 114 responded in Guaraní.

### III. Results

#### A. Comparison of parental desires and assessment of performance

In response to question 1, "what do you want your children to know after being in school for three years?" in which parents could respond that they desired that their children be capable in from 1 to all 4 abilities, parents responded as follows:

Read	175
Speak Spanish	165
Write	152
Arithmetic	127

-2-

That is to say, most parents placed highest priority on their children being able to read after 3 years of school and next on being able to speak Spanish. Close at hand was the desire that they be able to write. Less importance was given to the ability to do arithmetic - perhaps because this skill is often learned in part at home.

Given this priority of desires, how successfully did the school fulfill them?

Parental estimate of their child's ability indicated the following skills had been acquired:

Write his/her name	187
Read his/her school book	176
Read newspapers and magazines	131
Read letters	114
Speak Spanish in school with the teacher	108
Greet people in Spanish	101
Write notes	97
Communicate in Spanish with a stranger	73
Write a letter	71
Do errands in Spanish	60
Speak Spanish with his/her friends	53

To what extent does a child after 3 years of school manage to acquire the skills desired by his parents? The first question required that the parent state whether he wanted the child be able to read after 3 years. The second question differentiated between degrees of skill. In the case of reading, 3 levels were specified: schoolbooks, letters, newspapers and magazines. According to the parents, most children reached

-3-

the first level (176 out of 193). <sup>1/</sup> However, as can be noted above, far fewer parents felt their children could do the more difficult reading tasks. <sup>2/</sup>

In the case of ability in speaking Spanish in the eyes of parents, the school does relatively poorly. There were 5 levels of speaking ability in the questionnaire: greet people in Spanish, do errands, speak with a friend, speak with a teacher, speak with a stranger. According to parental assessment, only 108 children could speak to the teacher in Spanish after 3 years of school and only 101 knew how to greet people in Spanish. Far fewer (73) knew how to talk to a stranger in Spanish. The figures for "speaking with a friend" and "doing errands" are probably lower than these 3 because, in the countryside, children always speak to each other in Guaraní, and do errands in Guaraní, so that the response to these questions seems to be more in terms of habit than ability.

There were 3 levels of writing ability: write his or her name, write notes and write letters. The children's ability surpassed that of parental desires. One hundred and eighty seven children, or almost all, could write their names after 3 years of school. Far fewer or about half (97) achieved the second level of ability "writing notes," and only 71 were said to be able to "write letters."

Perhaps the most notable fact about this comparison is that given the parental desire that their children speak Spanish, the schools seem to be falling short of it.

#### B. Attitudes toward bilingual education

Since one of our principal interests was to ascertain parental attitudes concerning bilingual education, two questions addressed this topic. Question No. 3 asked: "It is proven that Spanish is learned better by first learning to read and write in the language of the home, in our case Guaraní. Would you be in agreement if your child were taught in this way?" Question No. 4 asked for more or less the same information but in a negative form: "Would you oppose having your child taught to read, write and do arithmetic in Guaraní before learning these subjects in Spanish?"

<sup>1/</sup> It should be noted that 3 parents said they didn't know whether their child could do this.

<sup>2/</sup> It is our assumption that because there are few letters to read in most houses, the figure for letters is lower than for newspapers and magazines.

-4-

The percent of agreement of response to these two questions are quite close. To question No. 3, the responses were:

In favor - Yes	112 (58.03%)
Against - No	77 (39.89%)
Don't know	4 (2.00%)

To question No. 4, the responses were:

In favor (i.e. responded No)	97 (50.25%)
Against (i.e. responded Yes)	92 (47.66%)
Don't know	4 (2.00%)

The difference in responses may well be due to the formulation of the question since there is a proven tendency to respond positively to questions no matter what their formulation.

In addition to asking whether they approved of bilingual education, in some form or another, we also asked the parents to indicate why they did so. These indications were open-ended and we have grouped their responses according to similarities among them. The reasons given below both pro and con bilingual education could be classified into the following categories: socio-economic, pedagogic, identity, identification of Spanish with the school, psychological.

It is interesting to note that the most frequent reason given both for and against bilingual education was socio-economic. Of those in favor of bilingual education in some form, 59 persons said that it would help them socio-economically. The responses took the following forms:

- Because we use both languages to carry out activities in the country and in the city.
- Because we use both in our daily lives.
- Because we use both in our work.

Of those against bilingual education in some form, 54 responses to question No. 4 and 23 responses to question No. 3 indicated that they felt it would impede the child's socio-economic progress. The responses took the following forms:

-5-

- Because we need to speak Spanish while in other countries.
- Because here we can speak only Guaraní without problems; however in the city and other countries we suffer if we do not know Spanish.
- Because we need to be able to progress in any part of the world.
- Because we need to improve our economic situation.
- Because Guaraní isn't very useful.

A second reason for accepting bilingual education by many parents was that of identity. In response to question No. 3 some 49 parents mentioned reasons of identity for teaching both languages, while some 15 responded in the same way to question No. 4. The reasons took the following forms:

- Because we are Paraguayans.
- Because we are part of the Guaraní race.
- Because we want to renew the prestige of Guaraní.
- Because Guaraní is ours.
- Because speaking Guaraní is our custom.
- Because we are campesinos.

Naturally, this sort of reason was not used against bilingual education. However, several parents did object to bilingual education for reasons which seem related to the idea that Spanish is the language used in school. In response to question No. 3, 18 indicated this type of reason while 8 responded in the same way to question No. 4. The responses took the following forms:

- Because we need Spanish and it is the best chance to learn it.
- Because we want our children to be taught immediately in Spanish.
- Because school should be taught only in Spanish.

-6-

- Because the books are in Spanish and there aren't books in Guaraní.

A third reason given both for and against bilingual education could be grouped under the category of pedagogical reasons. In response to question No. 3, 14 gave pedagogical reasons in favor of bilingual education while 16 responded in the same way to question No. 4. The reasons took the following forms:

- Because the child will learn more.
- Because school will be easier for the child.
- Because the child will be able to understand what is taught in the school.
- Because the child doesn't understand Spanish, it is good that he learns in Guaraní.
- Because schooling will be more complete.
- Because the child will be able to do more, and understand more.

Of those against bilingual education, 17 gave pedagogical reasons in response to question No. 4, while 9 did so for question No. 3. The responses took the following forms:

- Because Guaraní hinders the learning of Spanish.
- Because reading and writing Guaraní is very difficult.
- Because the child will depend too much on Guaraní, and not learn enough Spanish.
- Because one is ignorant if he does not speak Spanish.
- Because the child will learn neither Spanish nor Guaraní.
- Because when one doesn't know Spanish, the teacher loses her patience.

Three parents who were against bilingual education gave reasons which could be classified as psychological. The reason given was "Porque sufrió bastante con el Guaraní."

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In summary, it can be noted that the parents have some fairly clear reasons of why they think bilingual education would or would not be helpful for their child. In promoting any such program it would seem appropriate for the Ministry of Education to inform the parents that bilingual education will not prevent socio-economic advancement but may in fact promote it, and that it will not cause either psychological or pedagogical difficulties but rather will facilitate learning and a positive self-image.

## ANNEX H: PROJECT AGREEMENT (DRAFT)

### I. Introduction

This Project Agreement is entered into between the Ministry of Education and Worship (hereinafter referred to as the "Ministry"), represented by the Minister, Dr. Raul Peña, and the Agency for International Development through its Mission to Paraguay (hereinafter referred to as "USAID"), represented by its Director, Mr. Abe M. Peña.

### II. Objectives

The objectives of this project are to provide bilingual instruction to non-Spanish speaking rural children, and thereby decrease by 10% the number of rural students that repeat grades 1-3, and decrease by 10% the number of school desertions for grades 1-3.

The principal support provided by USAID to this project will be in technical assistance; assist the MOE to design, implement and evaluate a Bilingual Education Pilot Project; to train Ministry personnel in bilingual materials development; and to train rural teachers and supervisors in the use of bilingual materials and teaching techniques. USAID will provide commodities and equipment necessary to produce teaching/learning materials, train personnel and teachers, and provide other required funds to efficiently implement the project.

Ministry personnel will design and write bilingual education materials in Guaraní and Spanish for use in the first, second and third grades. Ministry personnel will train also teachers and supervisors in the use of the materials through pre-service and in-service training courses.

The students attending the experimental primary schools will be evaluated by comparing their scholastic achievement with students in six control schools using regular teaching materials. Progress of the students will be monitored as well as overall attendance and promotion records kept.

Prior to the initiation of classes each school year bilingual teaching materials and teacher guides will be developed and reproduced in sufficient numbers for use in the experimental schools and for teacher training.

-2-

Those teachers from the selected schools that will be using the experimental materials will receive an intensive training course in the use of the materials during the month of February. During the winter vacations of July the teachers will participate in a training course designed to cover the second semester's activities in the experimental schools.

In order to gather more information for the establishment of bilingual education policy two models of bilingual education will be tested. One model will make use of classroom materials written in Guaraní for the teaching of the regular school curriculum while the student is learning Spanish as a second language. The second model will teach Spanish as a second language orally postponing the teaching of reading and writing until the second semester of grade one when the student has learned enough Spanish to be able to have success in this subject.

### III. Implementation

The Ministry will establish a bilingual education office composed of the following 18 positions:

- 1 director
- 2 curriculum specialists
- 4 textbook writers
- 2 project evaluators
- 2 technical supervisors
- 4 secretaries - typists
- 2 artists
- 1 chauffeur

This office will be responsible for the implementation of the project and will report directly to the Director General's office.

The coordination of project activities among the other Ministry departments will be the responsibility of an interdepartmental steering committee. This committee will be composed of the following departments: Administration, Primary Education, Curriculum, Textbook Production, Superior Institute of Education (ISE), Regional Centers and Teacher Training, and will be directed by the Director General.

-3-

The experimental schools will be located in the Department of Paraguari. They will be incomplete schools (escuelas incompletas) offering instruction for grades 1-3. During the first year six schools with two sessions of first grade classes will participate in the project. During the second year 12 schools will participate with 24 first grade classes and 12 second grade classes. And during the third year 24 schools will participate in the project with 48 first grade classes, 24 second grade classes and 12 third grade classes. During the fourth and final year 48 schools will be participating in the project, with a total of 96 first grade classrooms, 48 second grade classrooms and 24 third grade classrooms.

#### IV. Financial Obligations

##### A. USAID

The sum of \$171,000 will be provided during the first year of the project. This sum will be disbursed in the following amounts and categories:

<u>Contract Services</u>	\$101,000
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The services of a bilingual education specialist (12 TM) to assist the Director of the Bilingual Education office in the implementation of the project. The services of a linguist with experience in bilingual teaching material preparation (12 TM) to assist in the writing of bilingual textbooks. The services of a specialist in Spanish as a second language (12 TM) to assist in the preparation of Spanish teaching materials. Twelve months of short term consultant services for teacher training and evaluation.

<u>Commodities</u>	\$ 40,000
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1. Acquisition of equipment for the preparation of bilingual materials.

2. Acquisition of materials and supplies for teacher training materials and textbook preparation and reproduction.

3. Purchase of two vehicles for use of the project trainers, supervisors, and evaluators.

4. Office equipment and supplies.

Other Costs \$ 30,000

1. Local training. \$ 20,000

a) Reproduction of teacher training materials.

b) Local consultant services for specialized teacher trainers.

c) Per diem, local travel, and overtime of project personnel for in-service training.

2. Other local costs. \$ 10,000

a) Printing of school books for testing, and evaluating.

b) Local travel, per diem and supplementary time of project personnel for materials preparation, project evaluation, and school supervision.

c) Artist, visual aids, and office expenses.

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.

B. Ministry

The sum of \$64,000 will be provided in direct contribution and in-kind contribution for the first year of the project as follows:

-5-

1. Pay to Ministry personnel and school teachers assigned to the project. \$ 49,500
2. Local contract services of specialized skills in linguistics, statistics, and child development. \$ 5,500
3. Costs associated with sending of three short term participant trainees (salaries and other regular costs.) \$ 2,000
4. Local training costs of instructors' salaries and materials. \$ 1,600
5. Physical facilities for office space, classrooms, teacher training facilities and storage space. \$ 5,400

V. Special Provisions

1. The Ministry agrees to give publicity within Paraguay to the objectives of this project and to USAID assistance.
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 expenditures. Such expenditures will be previously approved by USAID for accounting of any advance received.
4. All commodities imported under this Agreement will be consigned to the Ministry. The Ministry agrees to arrange duty free customs clearance.
5. The Ministry agrees to execute an assignment to USAID, upon request, of any cause of action which may accrue to the Ministry in connection with or arising out of the contractual performance by a party to a direct contract with USAID financed in whole or in part out of funds provided by the United States Government under this Agreement.
6. The Ministry agrees to perform a joint evaluation with USAID approximately six months after the initiation of the project. Thereafter the normal dates of evaluative review will be followed at the completion of each years activities.

VI. Administration of Funds for Local Expenditures

U.S. dollar funds provided by USAID under this Project Agreement will be transferred to the Ministry's Bilingual Education Office for local cost expenditures using the following procedure:

A. The Bilingual Education Director together with the contract technician will prepare a three month budget based on the overall budget already submitted by the Bilingual Education Office to cover all anticipated local cost expenditures. This budget will be submitted in Guaraníes to USAID.

B. Upon approval of the first three month budget by USAID, the USAID Controller will advance the approved amount to the Ministry's Bilingual Education Office. The Bilingual Education Office will deposit the advanced funds in a special account in a local bank. Payment of authorized expenses will be made only by check. Checks will be signed by two persons authorized by the Ministry and approved by USAID.

C. The Bilingual Education Office will submit to USAID a monthly request for replenishment supported by all vouchers together with a reconciled bank statement and an itemized face sheet broken down by cost component, which when totalled will reconcile with the amount of voucher submitted. USAID will audit the voucher and reimburse the Ministry the amount spent in accordance with the terms of Agreement. The reimbursement will be deposited in the special account of the Ministry, thus bringing the advanced funds back up to the original or approximate original amount. The monthly replenishment made by USAID will be utilized by the project in accordance with the next three months approved budget. Adjustments of the amount of the revolving fund will be made as deemed necessary.

D. Any voucher questioned by the USAID Controller will be discussed with the Bilingual Education Director.

E. A petty cash account may be established if adequately justified by the Bilingual Education Director, and cleared by the USAID Project Director.

Signed in Asunción, Paraguay, this \_\_\_\_\_

ANNEX I

AGENCY FOR INTERNATIONAL DEVELOPMENT <b>PROJECT AUTHORIZATION AND REQUEST                  FOR ALLOTMENT OF FUNDS PART I</b>				1. TRANSACTION CODE <input type="checkbox"/> A    A = ADD <input type="checkbox"/> C    C = CHANGE <input type="checkbox"/> D    D = DELETE		PAF 2. DOCUMENT CODE 5							
3. COUNTRY/ENTITY PARAGUAY				4. DOCUMENT REVISION NUMBER <input type="checkbox"/>									
5. PROJECT NUMBER (7 digits) <input type="text" value="526-0503"/>		6. BUREAU/OFFICE A. SYMBOL    B. CODE LA <input type="text" value="05"/>		7. PROJECT TITLE (Maximum 40 characters) <input type="text" value="BILINGUAL EDUCATION-Rural Edu.Improv"/>									
8. PROJECT APPROVAL DECISION <input type="checkbox"/> A    A = APPROVED <input type="checkbox"/> D    D = DISAPPROVED <input type="checkbox"/> DE   DE = DEAUTHORIZED				9. EST. PERIOD OF IMPLEMENTATION YRS. <input type="text" value="04"/> QTRS. <input type="text" value="1"/>									
10. APPROVED BUDGET AID APPROPRIATED FUNDS (\$000)													
A. APPROPRIATION		B. PRIMARY PURPOSE CODE		PRIMARY TECH. CODE		E. 1ST FY <u>78</u>		H. 2ND FY <u>79</u>		K. 3RD FY <u>80</u>			
				C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN		
(1)	EH	623	630		171		306.9		312.8				
(2)													
(3)													
(4)													
TOTALS					171		306.9		312.8				
A. APPROPRIATION		N. 4TH FY <u>81</u>		O. 5TH FY _____		P. LIFE OF PROJECT		11. PROJECT FUNDING AUTHORITY		A. GRANT		B. LOAN	
		D. GRANT	E. LOAN	H. GRANT	I. LOAN	J. GRANT	K. LOAN	ENTER APPROPRIATE CODE(S) 1 = LIFE OF PROJECT 2 = INCREMENTAL LIFE OF PROJECT					
(1)	EH	205				995.7				2			
(2)													
(3)													
(4)													
TOTALS		205				995.7		C. PROJECT FUNDING AUTHORIZED THRU		FY <input type="text" value="81"/>			
12. INITIAL PROJECT FUNDING ALLOTMENT REQUESTED (\$000)								13. FUNDS RESERVED FOR ALLOTMENT  TYPED NAME (CHR, SER/FM/FSD)  SIGNATURE _____  DATE _____					
A. APPROPRIATION		B. ALLOTMENT REQUEST NO. _____											
		C. GRANT		D. LOAN									
(1)	EH	171											
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TOTALS		171											
14. SOURCE/ORIGIN OF GOODS AND SERVICES <input checked="" type="checkbox"/> 000 <input type="checkbox"/> 941 <input type="checkbox"/> LOCAL <input type="checkbox"/> OTHER _____								15. FOR AMENDMENTS, NATURE OF CHANGE PROPOSED					

FOR RECIPES USE ONLY	16. AUTHORIZING OFFICE SYMBOL	17. ACTION DATE				18. ACTION REFERENCE (Optional)	ACTION REFERENCE DATE			
		MM	DD	YY			MM	DD	YY	

DRAFT PROJECT AUTHORIZATION

Name of Country: Paraguay  
 Name of Project: Bilingual Education  
 Number of Project: 526-0503

Pursuant to Part I, Chapter 1, Section 106 of the Foreign Assistance Act of 1961, as amended, I hereby authorize a Grant to the Republic of Paraguay the "Cooperating Country" of not to exceed nine hundred ninety five thousand seven hundred United States Dollars (\$995,700) the ("Authorized Amount" to help in financing certain foreign exchange and local currency costs of goods and services required for a project as hereinafter described. The project ("Project") to be administered by the Cooperating Country's-Ministry of Education and Worship ("Ministry"), consists of providing technical and financial assistance for development of a bilingual education curriculum for use in the rural schools of Paraguay. The entire amount of the A.I.D. financing herein authorized for the project will be obligated when the Project Agreement is executed.

I hereby authorize the initiation of negotiation and execution of the Project Agreement by the officer to whom such authority has been delegated in accordance with A.I.D. regulations and Delegations of Authority subject to the following essential terms and covenants and major conditions; together with such other terms and conditions as A.I.D. may deem appropriate:

1. Source and Origin of Goods and Services

Except for Ocean Shipping goods and services financed by A.I.D. under the project shall have their source and origin in the Cooperating Country, in the United States or in countries included in A.I.D. Geographic Code 941, except as A.I.D. may otherwise agree in writing. Ocean shipping financed under the Grant shall be procured in any eligible source country except the Cooperating Country.

ANNEX J

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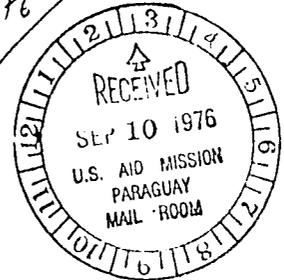
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Señor  
ABE PEÑA, Director  
Misión de A.I.D. en el Paraguay  
Avenida Kubitschek y 25 de Mayo  
Asunción, Paraguay

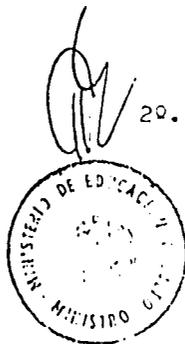
*letter 9/20/76*



De mi mayor consideración:

Tengo el arrado de dirigirme a usted para manifestarle en primer lugar, mi complacencia por su designación para ejercer tan importante función al frente del Organismo de cooperación del Gobierno de los Estados Unidos. Al propio tiempo de desearle éxitos en el desempeño de su labor, de lo que no tengo dudas, paso a enumerar algunos aspectos en los cuales el Ministerio de Educación y Culto del Paraguay a mi cargo vería con interés la cooperación de la A.I.D.

Estos son los siguientes:



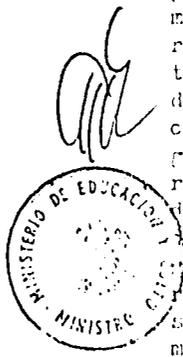
- 19. Mantenimiento de edificios escolares: Es preocupación de este Ministerio realizar una labor constante de supervigilancia y reparación inmediata de los numerosos edificios escolares, especialmente los ultimamente construidos, que sufren deterioros propios de su uso. En este sentido es de nuestro interés organizar un servicio suficientemente implementado que nos permita un control permanente de los locales cuya reparación sea necesaria.
- 20. Laboratorios para la enseñanza científica en los Centros Regionales de Educación: Algunos Centros Regionales de Educación como el de Encarnación y San Lorenzo no cuentan ya con suficientes instalaciones para que los alumnos reciban una enseñanza científica adecuada, ya que la escasez de material didáctico de demostrativo redundan en perjuicio de la calidad de la enseñanza que debe ser teórico-práctica en grado eminente. Estamos interesados en ampliar las instalaciones y aumentar su equipamiento de modo a que puedan servir no solo a los alumnos de los Centros Regionales, sino también a los de las demás instituciones educativas del área de influencia. También los demás Centros Regionales necesitan ampliar o complementar sus equipos.
- 30. Bibliotecas y Equipos Audiovisuales de los Centros Regionales de Educación: Los libros y los equipos audiovisuales de los respectivos servicios se hallan ya muchos en el término de su vida útil por su uso prolongado. En algunos casos hay necesidad de reponerlos y en la mayoría, es menester adquirir nuevos y más completos. Los equipos audiovisuales cumplen una importante función de extensión a la Comunidad de los servicios educativos permanentes y serán utilizados con esta finalidad. La cooperación de A.I.D. será valiosa para el Ministerio en este programa cuyo alcance será sumamente significativo.

N.º 501

4º. Centros Regionales de Pilar y Chaco: El Ministerio de Educación y Culto del Paraguay sigue interesado en seguir con el programa de construcción de más Centros Regionales en las áreas que constituyen polos de desarrollo del país. En este sentido, en vista de que hasta hoy no se ha podido concretar el proyecto del Centro Regional de la ciudad de Pilar, volvemos a manifestarle que en el plazo que se considere oportuno, pero en la brevedad posible, el Ministerio vería con agrado una ayuda para que este proyecto pueda llevarse adelante. También, aun que con menor urgencia, es interés del Gobierno paraguayo ir ampliando las facilidades educativas en el territorio del Chaco. Por eso mucho nos agradaría saber acerca de las posibilidades de contar con la ayuda de la A.I.D. para la construcción en algún lugar del Chaco de un Centro Regional de Educación ajustado en su dimensión y características a la naturaleza del lugar.

5º. Producción de textos escolares y otros materiales didácticos: La falta de libros de lectura y otros materiales didácticos repercute negativamente en el rendimiento de nuestro sistema escolar. Es por esto que el Ministerio tiene el máximo interés en proseguir el programa de elaboración de dichos textos que como hasta ahora estarán destinados a las escuelas de áreas rurales. Este es un aspecto importantísimo de nuestras gestiones en el que veríamos con mucho agrado la cooperación de A.I.D.

6º. Programa de Capacitación Docente: El Ministerio de Educación y Culto se halla empeñado en una renovación general del sistema educativo tendiente a un ajuste más racional a los requerimientos del proceso de desarrollo que vive el país. En esta tarea, la capacitación del docente es elemento substancial de la acción del Ministerio. Por esta razón, también veríamos con sumo interés y agrado que se pueda llevar adelante un programa de cooperación para la capacitación de los docentes, para poder continuar en forma permanente y sistemática a través de Cursos-Seminarios y todo tipo de actividades que nos ayuden a capacitar al Magisterio Nacional en las técnicas pedagógicas que permitan una mejor habilitación de los maestros y directores de nuestras escuelas primarias y medias. Estos Cursos se están realizando ya en el período de vacaciones y anualmente participan aproximadamente 500 o 600 maestros por año.



7º. Programa de Enseñanza bilingüe: Como ya se habrá informado, el Paraguay es un país en el cual sus habitantes hablan dos idiomas: el guaraní y el español. Este hecho configura una situación muy particular que tiene connotaciones propias en la formulación de nuestra política educativa y en la metodología de enseñanza. Estamos sumamente interesados en elaborar un proyecto de cooperación en este campo que nos permita ampliar el alcance del actual programa de investigación educativa sobre la materia. La cooperación se referiría a la implementación de los trabajos de campo, producción de material educativo y el establecimiento de planes experimentales en escuelas especialmente seleccionadas.

*Ministerio de Educación y Culto*

Pag. 3

N.º 501

- 8º. Pabellón para la Enseñanza Primaria en el Centro Regional de Pedro Juan Caballero: Este importante Centro Regional ultimamente terminado no cuenta con un Pabellón de Primaria como estaba previsto originalmente, debido a los sobrecostos últimos. Veríamos con mucho agrado que pudiera contemplarse esta completación teniendo en cuenta la gran cantidad de niños que necesitan educación en dicha área, que por lo demás se caracteriza por el dinamismo de su desarrollo económico. Por otra parte, la falta de un Pabellón de Enseñanza Primaria hace problemático el cabal cumplimiento de los objetivos previstos para los Centros Regionales de Educación que deben ser Unidades Educativas integradas, incluyendo todos los niveles de enseñanza administrados en forma directa por el Ministerio de Educación y Culto.

Estos son, en breve síntesis, Señor, los principales campos de acción del Ministerio de Educación y Culto en los que la cooperación de la Oficina a su cargo sería sumamente valiosa y trascendente, ya que mediante ella se nos facilitaría el cabal cumplimiento de los objetivos que en materia educacional tiene establecidos el Gobierno Nacional.

En el caso de que el Señor Director estimara conveniente, el Ministerio de Educación y Culto dispondrá oportunamente las providencias adecuadas para la implementación de los programas de cooperación en los aspectos que se han enumerado precedentemente.

Hago propicia esta oportunidad para reiterarle al Señor Director las expresiones de mi más distinguida consideración y estima.



*R. Peña*  
 DR. RAUL PEÑA  
 Ministro



Department of State

TELEGRAM

OFFICIAL FILE COPY

ACTION: PO

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UNCLASSIFIED  
Classification

STATE 287884

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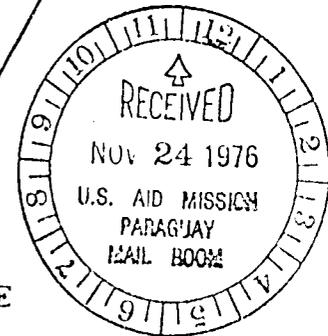
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TAGS:

SUBJECT: DAEC REVIEW - BILINGUAL EDUCATION PRP

SUBJECT PRP WAS REVIEWED ON OCTOBER 22, AND INTENSIVE REVIEW WAS APPROVED SUBJECT TO THE OBSERVATIONS AND GUIDANCE FOR PP PREPARATION INDICATED BELOW:

1. PROJECT REPLICATION - THE PP SHOULD ADDRESS THE DEGREE OF GOP SUPPORT FOR EXPANSION OF PROJECT INCLUDING ANTICIPATED PHASING OF PROJECT NATIONWIDE. IN THIS REGARD, THE PP SHOULD DISCUSS THE COST IMPLICATIONS OF EXPANDING THE PROJECT, AND THE IMPACT ON GOP BUDGET RESOURCES SHOULD A FOLLOW-ON LOAN NOT MATERIALIZE.

2. METHODOLOGICAL APPROACH - AS CURRENT GOP POLICY ON BILINGUAL EDUCATION APPARENTLY IS NOT FIRM, METHODOLOGY SELECTED FOR PROJECT IMPLEMENTATION MAY HAVE IMPACT UPON DEVELOPMENT OF SUCH A GOP POLICY. THEREFORE, IT IS IMPORTANT THAT PRE-IMPLEMENTATION STUDIES EMPHASIZE DEVELOPMENT OF A METHODOLOGICAL APPROACH TO BILINGUAL EDUCATION WHICH MEETS THE SPECIFIC NEEDS OF PARAGUAY. CONCLUSIONS OF THESE STUDIES SHOULD BE INCORPORATED IN THE PP TO SUPPORT THE APPROACH SELECTED.

3. LANGUAGE RETENTION - REINFORCEMENT OF SPANISH OUTSIDE CLASSROOM CONSIDERED IMPORTANT BY DAEC. PP SHOULD ADDRESS PARENTAL AWARENESS AND RECOGNITION OF IMPORTANCE OF REINFORCEMENT, AND POSSIBLE NEED FOR ADULT EDUCATION (EITHER AS PART OF THIS PROJECT OR AS SEPARATE PROJECT) SO THAT ADULTS CAN ACT AS REINFORCING ELEMENT. THE PP MUST DEMONSTRATE THAT THE PROJECT DESIGN ACCOUNTS FOR REINFORCEMENT CONCERNS. (IF ADDITIONAL STUDIES ARE REQUIRED, AN INCREASE IN TECH SUPPORT FUNDS MAY BE NECESSARY).

4. LONG-TERM EVALUATION - IMPORTANCE OF LONG-TERM RESEARCH AND ANALYSIS OF EFFECT OF BILINGUAL EDUCATION

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MERITS INCLUSION AS ADDITIONAL COMPONENT OF PROJECT. PP SHOULD BUILD THIS INTO PROJECT DESIGN AND INCLUDE DISCUSSION OF COST IMPLICATIONS TO GOP.

5. PROJECT TIMETABLE - GIVEN DAEC CONCERN REGARDING LANGUAGE RETENTION AND NEED FOR LONG-TERM EVALUATION, MISSION SHOULD CONSIDER CHANGING LIFE OF PROJECT TO FOUR YEARS (WITH APPROPRIATE INCREASES IN FUNDING) RATHER THAN THREE YEARS PROPOSED IN PRP. THE CHANGE IN LIFE OF PROJECT WOULD REQUIRE INCREMENTAL FUNDING RATHER THAN LIFE OF PROJECT FUNDING PROPOSED IN PRP, WITH FY 78 FUNDING EQUAL TO 171,000 DOLS AS PER ABS SUBMISSION.
6. SOCIAL ANALYSIS - IN THIS SECTION OF PP MISSION SHOULD ADDRESS CULTURAL AND SOCIO-ECONOMIC IMPACT OF PROJECT, PARTICULARLY ITS ANTICIPATED EFFECT ON TARGET GROUP FAMILIES.
7. TEACHER TRAINING - THE PP SHOULD PROVIDE A DETAILED PLAN FOR THE PROPOSED TEACHER TRAINING PROGRAM, AND ASSESS THE NEED FOR ADDITIONAL TECHNICAL ASSISTANCE FOR TRAINING THE "CORE" TEACHER TRAINERS. IN ADDITION, THE PP SHOULD DISCUSS THE MINISTRY OF EDUCATION'S FRAMEWORK FOR INSTITUTIONALIZING ITS TEACHER TRAINING RESPONSIBILITY.
8. PEACE CORPS - THE PP SHOULD PROVIDE ADDITIONAL INFORMATION REGARDING THE RELATIONSHIP OF THE ONGOING PEACE CORPS PROJECT WITH THE PROPOSED USAID PROJECT, INCLUDING STEPS BEING TAKEN TO ASSURE THERE IS NO DUPLICATION OF EFFORT. THE MISSION SHOULD ALSO INCLUDE AN ASSESSMENT OF THE IMPACT ON PROJECT DESIGN SHOULD THE PEACE CORPS PROJECT TERMINATE OR FAIL TO PROVIDE EXPECTED INPUTS.
9. OTHER AID EXPERIENCE - PROJECT DESIGN SHOULD TAKE INTO CONSIDERATION PREVIOUS AID EXPERIENCE WITH BILINGUAL EDUCATION, PARTICULARLY IN NEPAL AND AFGHANISTAN (AT MISSION REQUEST, AID/W IS PREPARED TO ASSIST MISSION IN OBTAINING ALL RELEVANT INFORMATION). IN ADDITION, THE EXPERIENCE OF THE MENONITES IN PARAGUAY SHOULD BE INCLUDED IN THE PP ANALYSIS.
10. HOST COUNTRY CONTRIBUTION - TO MEET SECTION 110(A) REQUIREMENTS, GOP CONTRIBUTION MUST BE AT LEAST 25 PERCENT

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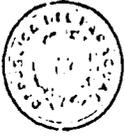
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OF TOTAL PROJECT COST. THE PP SHOULD INDICATE REVISED GOP CONTRIBUTION FIGURES TO MEET THIS REQUIREMENT. IN LIGHT OF GOP CONTRIBUTION, MISSION SHOULD ALSO ASSESS GOP SUPPORT FOR BILINGUAL EDUCATION AND THE PROBABILITY OF THE PROJECT BECOMING SELF SUSTAINING ONCE AID INPUTS ARE TERMINATED.

11. EDUCATION SECTOR ASSESSMENT - DATA AVAILABLE FROM UPCOMING SECTOR ASSESSMENT SHOULD BE INCORPORATED IN DISCUSSION OF PROMOTING BILINGUAL EDUCATION AS MEANS OF ADDRESSING A SERIOUS EDUCATION PROBLEM. DISCUSSION SHOULD INCLUDE INFORMATION ON GOP PRIORITY FOR BILINGUAL EDUCATION AND THE POTENTIAL IMPACT ON PROJECT DESIGN IF THE PRIORITY IS RELATIVELY LOW.

12. BASED ON THE MISSION'S INITIAL ENVIRONMENTAL EXAMINATION, THE AA/LA HAS REACHED A THRESHOLD DECISION FOR THIS PROJECT INDICATING A NEGATIVE DETERMINATION.

ROBINSON



Ministerio de Educación y Culto  
Dirección General de Educación

"Año del ...  
DEL MARISCAL FRANCISCO SOLANO LOPEZ"

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Asunción, 8 de junio de 1977

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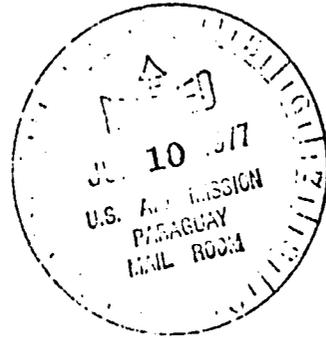
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Señor  
JOHN A. GANT, Jefe  
División de Educación  
Misión Económica de los EE.UU. en Paraguay  
A/c Embajada Americana  
Av. Mariscal López y Kubitschek  
Asunción, Paraguay



Estimado Señor:

Me place acusar recibo de su atenta de fecha 9 de mayo de 1977 por el cual -entre otros puntos- manifiesta su inquietud con relación a ciertos detalles que deben aún ser refinados en los trabajos tendientes a la concreción de un Proyecto de Educación Bilingüe - Mejoramiento de la Educación Primaria Rural, que se realizaría entre el Ministerio de Educación y Culto y la Misión, cuyo documento de justificación tiene una fecha límite de presentación.

En atención a la labor a realizar conjuntamente, a su gentil inquietud manifestadame así como a su petición expresadame en su precitada, le adjunto a la presente el documento que contiene los datos requeridos que fuera elaborado por el Equipo de Investigación dependiente de este Ministerio, referente a los siguientes puntos:

1. Diseño de Experimentación
  - 1.1. Política Idiomática del Proyecto
  - 1.2. Contenido y Justificación
  - 1.3. Ubicación
  - 1.4. Número de Escuelas
2. Plan de Demostración y Ejecución del Proyecto
  - 2.1. Objetivos, Metas
  - 2.2. Zonas
  - 2.3. Número de Escuelas



Ministerio de Educación  
y Culto

Dirección General de Educación

DGE Nº 122/77 - Hoja Nº 2

- 3. Administración del Proyecto
  - 3.1. Coordinación
  - 3.2. Ejecución
  - 3.3. Unidad Responsable
  - 3.4. Aporte del Ministerio
  
- 4. Adiestramiento
  - 4.1. En el Exterior
  - 4.2. En el País

Reiterole mi cordial estima..

Atentamente,



Dr. FABIO RIVAS  
Director General de Educación

c.c. Lic. Fulvia A. de Alfonso.

## 1. DISEÑO DE EXPERIMENTACIÓN

### 1.1. Política Idiomática del Proyecto

La Política Idiomática del Proyecto tiene su fundamentación en el Artículo 42 de la Constitución Nacional de 1967, que establece la condición de nacionales a las lenguas española y guaraní y la oficialización de la primera. Dicha norma constitucional declara implícitamente iguales a las dos lenguas y concediéndolas idéntico status jurídico-político. De este modo, es interés nacional de que el idioma guaraní se desarrolle en perfecta armonía y compatibilidad culturales con el idioma español.

En consecuencia, la norma constitucional vigente exige acciones concretas en el campo educativo en términos de utilización adecuada del guaraní en el proceso de escolarización del niño rural paraguayo, no simplemente tolerando el uso ocasional e informal de esta lengua en el proceso enseñanza-aprendizaje, sino partiendo y contando con ella en ese mismo proceso, conforme a la realidad sociolingüística del país.

En este sentido, el Ministerio de Educación y Culto ha dado un paso significativo al permitir el uso del guaraní en las escuelas conformadas por el nuevo sistema educativo, aún cuando ese uso no se encuentra involucrado dentro de una metodología de enseñanza de segunda lengua, referida al español. La política idiomática del Proyecto se propone aplicar esta metodología actualmente no prevista en el Currículo citado.

El Proyecto de Educación Bilingüe - Mejoramiento de la Educación Rural - será desarrollado como un recurso eficaz y práctico para la obtención de informaciones y de evaluación de experiencias consideradas imprescindibles para que el Ministerio de Educación y Culto tome una decisión política adecuada al contexto socio-cultural y la adopción de la política lingüística más favorable a la educación bilingüe y a sus objetivos de mejoramiento de la educación rural.

1.2. Contenido y justificación

El Proyecto está constituido por dos modelos de escuelas bilingües, a través de las cuales se comprobarán metodologías, creadas y adaptadas a contextos socio-culturales del niño rural paraguayo formándose con comitantemente personal administrativo y docente experimentados en ellas.

MODELO "A"

En este modelo, el niño será iniciado en la alfabetización en su lengua materna, proporcionándosele al mismo tiempo el español como segunda lengua.

MODELO "B"

En este modelo, el niño será iniciado en el aprendizaje del español como segunda lengua, hasta tanto logre suficiente competencia en esta, con el propósito de alcanzar un óptimo aprovechamiento de la alfabetización en español.

Los resultados de estos dos modelos serán contrastados con los de las escuelas que aplican el nuevo sistema educativo, las cuales, para este caso, servirán de control.

Dado el contexto socio-cultural y la situación lingüística del área rural, los dos modelos incluidos en este Proyecto proceden de la preocupación, científicamente fundamentada, de que yendo de lo conocido a lo desconocido, se optimiza el rendimiento escolar, se afirma una auto imagen positiva del niño rural, al mismo tiempo que se favorece el desarrollo de su capacidad intelectual vinculada al de un armónico crecimiento de su personalidad.

Desde el punto de vista económico, el proyecto demostrará la factibilidad de reducidos costos globales de la educación nacional maximizan

do los beneficios en el sentido de un mejor aprovechamiento de los recursos humanos y materiales disponibles.

Los resultados diferenciados de los dos modelos proporcionarán por último un cúmulo de informaciones y experiencias que permitirán la elección del modelo de educación bilingüe a implantarse en el país.

1.3. Ubicación

El Proyecto será desarrollado inicialmente en el Departamento de Paraguari por las razones siguientes:

- Permitirá una buena administración, dado los recursos limitados del Proyecto;
- El Departamento ofrece dimensiones típicas y representativas de la situación lingüística y educativa del país.

2. PLAN DE DEMOSTRACION Y EJECUCION DEL PROYECTO

2.1.A. Objetivos

- Generales:
  - a. Desarrollar un sistema de educación bilingüe para niños monolingües hablantes de guaraní.
  - b. Aumentar la efectividad de la enseñanza del idioma oficial y capacidad de alfabetización.
- Específicos:
  - a. Alcanzar una mayor tasa de retención y rendimiento del sistema educativo.

Pág. 4

- b. Disminuir el número de rebotientes y desertores, en especial en los tres primeros grados.

### 2.1.3. Metas

- 1978: Inicio del Proyecto con 6 escuelas divididas en 3 de modelo "A" y 3 de modelo "B".

Total de aulas	6
Total de alumnos	480
Total de maestros	12
Total de escuelas de control	6 (no incluidas administrativamente en el Proyecto).

- 1979: Segundo año del Proyecto. Repetición del primer grado con doble número de escuelas.

Total de escuelas	12
Total de aulas	36
Total de maestros	36
Total de escuelas de control	8

- 1980: Tercer año del Proyecto. Triplicación del número de escuelas.

Total de escuelas	24
Total de aulas	72
Total de maestros	72
Total de escuelas de control	8

- 1981 : Ultimo año del Proyecto. Duplicación del total de escuelas del año anterior.

Total de escuelas	48
Total de aulas	144
Total de maestros	144
Total de escuelas de control	10

2.2. Bonos

El Proyecto se desarrollará los tres primeros años en el Departamento de Paraguarí.

El último año será aplicado a y/o los Departamentos de Caaguazú y San Pedro.

2.3. Número de Escuelas

El Proyecto cubrirá un total final de 144 escuelas.

3. ADMINISTRACION DEL PROYECTO

3.1. Coordinación

El Proyecto será coordinado por un Consejo presidido por el Director General de Educación y formado por :

- El Director de Enseñanza Primaria
- El Director de Currículum
- El Director de Planeamiento
- El Director de Producción de Material Educativo
- El Director del I.S.E.
- El Coordinador de la Unidad Operativa de Investigación sobre Bilingüismo.

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