

I. PROJECT IDENTIFICATION

<p>1. PROJECT TITLE <div style="text-align: center; font-size: 1.2em; font-weight: bold;">PD-ARB-379-A1</div> <p style="text-align: center; margin-top: 10px;">NON-FORMAL EDUCATION</p> </p>		<p>APPENDIX ATTACHED <input checked="" type="checkbox"/> YES <input type="checkbox"/> NO</p> <p>2. PROJECT NO. (M.O. 1095.2) 527-11-670-067-4</p>
<p>3. RECIPIENT (specify)</p> <p><input checked="" type="checkbox"/> COUNTRY <u>PERU</u></p> <p><input type="checkbox"/> REGIONAL <input type="checkbox"/> INTERREGIONAL</p>	<p>4. LIFE OF PROJECT</p> <p>BEGINS FY <u>75</u></p> <p>ENDS FY <u>78</u></p>	<p>5. SUBMISSION <u>10/8/74</u></p> <p><input checked="" type="checkbox"/> ORIGINAL</p> <p><input type="checkbox"/> INV. NO. _____</p> <p>CONTR./PASA NO. _____</p>

II. FUNDING (\$000) AND MAN MONTHS (MM) REQUIREMENTS

A. FUNDING BY FISCAL YEAR	B. TOTAL \$	C. PERSONNEL		D. PARTICIPANTS		E. COMMODITIES \$	F. OTHER COSTS \$	G. PASA/CONTR.		H. LOCAL EXCHANGE CURRENCY RATE: \$ US (U.S. OWNED)			
		(1) \$	(2) MM	(1) \$	(2) MM			(1) \$	(2) MM	(1) U.S. GRANT LOAN	(2) COOP COUNTRY		
											(A) JOINT	(B) BUDGET	
1. PRIOR THRU ACTUAL FY													
2. OPRN FY 75	429	268	67	30	36	115	16	268	67				151
3. BUDGET FY 76	296	172	43	60	72	50	14	172	43				253
4. BUDGET +1 FY 77	105	72	18	10	12	5	18	72	18				257
5. BUDGET +2 FY 78	47			10	12		37						148
6. BUDGET +3 FY													
7. ALL SUBQ. FY													
8. GRAND TOTAL	877	512	128	110	132	170	85	512	128				799

9. OTHER DONOR CONTRIBUTIONS

(A) NAME OF DONOR	(B) KIND OF GOODS/SERVICES	(C) AMOUNT

III. ORIGINATING OFFICE CLEARANCE

<p>1. DRAFTER Kenneth L. Martin</p>	<p>TITLE Education Officer</p>	<p>DATE 10/18/74</p>
<p>2. CLEARANCE OFFICER Donald Finley</p>	<p>TITLE Director - USAID/Peru</p>	<p>DATE 10/10/74</p>

IV. PROJECT AUTHORIZATION

1. CONDITIONS OF APPROVAL

The Assistant Administrator approves this project and the projected funding estimates for FY '75 through FY '77 consistent with the project and budget reviews and evaluation procedures contained in this PROP. Continuation of this project beyond FY 1977 requires the Assistant Administrator's approval.

2. CLEARANCES

BUR/OFF.	SIGNATURE	DATE	BUR/OFF.	SIGNATURE	DATE
LA/DP	Lawrence Harrison	12/10/74	LA/DR	Richard Seifman	11/17/74
LA/DP	Gerald Schwab	12/10/74	LA/DR	John R. Breen	11/18/74
GC/LA	Irwin Levy	12/10/74	LA/DR	Sturgis Carbin	11/11/74
LA/EP	Richard Weber	12/10/74	LA/MRSD	Marilyn Zak	11/13/74
LA/OPNS	Cecil Uyehara	11/12/74	PPC/DPRE	John Shannon	12/19/74
LA/DR	Stanley Applegate	11/12/74	PPC/DPRE	PPC/DPR: AHandly	11/17/74

<p>3. APPROVAL AAs OR OFFICE DIRECTORS</p> <p>SIGNATURE: <u>Herman Klein</u> DATE: <u>12/22/74</u></p> <p>TITLE: <u>Assistant Administrator (LA)</u></p>	<p>4. APPROVAL A/AID (See M.O. 1025.1 VI C)</p> <p>SIGNATURE: _____ DATE: _____</p> <p style="text-align: center;">ADMINISTRATOR, AGENCY FOR INTERNATIONAL DEVELOPMENT</p>
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A. THE PROJECT GOAL

1. Goal Statement

To provide that portion of the rural and urban poor who have had little or no access to the regular school system with more efficient education programs which meet their social and economic needs and which are consistent with the human capital resources available.

2. Measurements of Goal Achievement

The following indications of goal achievement will show only slight improvement during the life of this project. Valid measurements of goal achievement will not be possible before approximately five years have passed.

- a. There will be a 20% increase (to no less than 400,000 people) above the present level in the number of rural and urban poor participating in NFE programs.
- b. The NFE programs will be more cost effective than those presently being offered.
- c. The drop out rate in NFE programs will not exceed 35% of the total enrollment.
- d. The knowledge and skills acquired through developed skill related NFE programs are being utilized in both employment and non employment situations by a significant percentage of the participants completing these programs.
- e. Participants in NFE programs will have improved their reading, writing and computational skills, as well as skills in agriculture, farm management, cooperative organization and operation and other vocational skills (including typing and stenography).

Baseline data on the above is currently being collected by Michigan State University consultants after which more accurate targets will be established, made part of the record and incorporated as an addendum to the PROP / The new targets will at least meet those suggested above.
NLT April, 1975.

3. Assumption of Goal Achievement

- a. The GOP is financially and philosophically committed to the concept of providing access and relevant education to the masses.
- b. Cost effective NFE can be developed and expanded nationwide.
- c. Local budget support will be available to develop programs.

B. THE PROJECT PURPOSE

1. Statement of Project Purpose

To improve the capability of the MOE to initiate and/or develop and test cost-effective NFE programs in Peru.

The project will be focused on four test sites where experimental NFE programs aimed at illiterate, semi-literate and partially educated adults, will be developed to research and evaluate teaching methods, materials and technology applications for use in

the NFE system being developed throughout the country.

2. Conditions Expected at End of Project

- a. 16 programs in operation at 4 test sites.
- b. Twelve hundred participants enrolled in these programs.
- c. NFE programs developed or initiated are more cost-effective than existing education programs (not under this project).
- d. Existence of qualified MOE staff carrying out the following activities:
 - (1) Assessing training needs and organizing training programs.
 - (2) Developing instructional materials.
 - (3) Adapting education technology to Peruvian programs through experimentation and testing of alternative applications.
 - (4) Evaluating effectiveness of NFE programs.
 - (5) Coordinating and supervising national NFE programs.
- e. A network of communication linkages in place to facilitate the flow of information through the system both within and outside of the MOE.
- f. MOE devising and implementing new policies and strategies for developing NFE programs throughout national learning system.
- g. MOE operating and developing programs outside original test sites with minimal outside (foreign) assistance.
- h. Professional staff turnover does not exceed rate of comparable MOE staff.
- i. Rate of employment among those who have participated in programs at the test sites is above 90%.

3. Assumptions Related to Project Purpose

- a. The MOE will provide capable personnel to carry out the program.
- b. MOE, NFE activities will be coordinated and integrated with other community level GOP programs.
- c. NFE programs can be developed that are more cost effective than existing formal and non-formal programs.

C. OUTPUTS

MAGNITUDE OF OUTPUTS

		<u>FY-75</u>	<u>FY-76</u>	<u>FY-77</u>	<u>FY-78</u>
x 1. Survey of existing NFE programs in Peru	1. Assessment	1 report			
2. Description of educational requirements for achievement of development goals and gaps in system	2. Assessment	1 report			
x 3. Educational materials suited to needs of adult learners in NFE programs developed and tested	3. Sets of tested written materials		1	1	1
x 4. Cadre of professionals at test sites in NEC's and at MOE trained in the admin., operation and eval. of NFE programs.	*4. Training program	No. Trained	No. Trained	No. Trained	
	a. Administrators (2) (Regional Level)	30	30		
	b. Coordinators (3) (Zonal Level)	45	100		
	c. Promoters (Comm.(5) Level Proj.Dir.)	50	100	200	
	d. MOE	10	15	10	
✓ 5. Appropriate evaluation means which measure pre and post program knowledge, attitude and skills.	5. Set of tests	Begin	Revise	Revise	Compl.
x 6. Alternative educational technology tested in programs.	6. Testing of technology applic.				
	a. Self instr. matls.				
	b. Non-verbal matls.				
	c. Radio programs				
	d. Telev. programs				
	e. Video tape				
	f. Co-learning				
	g. Cassettes				
	h. Correspondence				
	i. Newspaper supplements				
x 7. Report on relation between education outputs of programs and per unit costs	7. Report on Cost Benefits	Interim	Interim	Interim	Final

- X 8. Implementation plan to expand NFE programs including time schedule and cost projections.
9. Periodic review and evaluation of project results by MOE, University contract, USAID

	<u>FY-75</u>	<u>FY-76</u>	<u>FY-77</u>	<u>FY-78</u>
8. Plan	Develop	Revisions	Complete	
9. Review meetings	1	1	1	1

Assumption for Achieving Outputs

- a. Technology expertise available for developing, evaluating and testing new methodology.
- b. Peruvian personnel available for training programs at appropriate times.
- c. Professional inputs available when required.

* Breakdown of men/women to be trained under this project:

	<u>f</u>	<u>m</u>
a. administrators	24	36
b. coordinators	50	95
c. promoters	175	175
d. MOE	<u>15</u>	<u>20</u>
	264	326

D. PROJECT INPUTS

Summary (in 000 U.S. Dollars)

Category	FY-75		FY-76		FY-77		FY-78		Total	
	US	GOP								
Personnel										
U.S.	84		160		168		100		512	
Peruvian		116		211		216		106		649
Commodities	115		50		5				170	
Training	30		60		10		10		110	
Other Costs	16	35	21	42	21	41	27	32	85	150
Sub-Total	245	151	291	253	204	257	137	148	877	799
Total	396		544		461		285		1,676	

1. U.S. Personnel - Technical Assistance

Budget (in 000 U.S. Dollars)

Costs calculated at \$4,000 per man-month includes travel, per-diem, contractor overhead and clerical staff)

	<u>FY-75 (Jan-Jun)</u>	<u>76</u>	<u>77</u>	<u>78</u>	<u>Total</u>
<u>One Project Coordinator</u>	\$24 (6mm)	\$48 (12mm)	\$48 (12mm)	\$24 (6 mm)	\$144 (36 mm)

The coordinator with professional expertise in the administration and development of NFE programs will serve for the life of the project. The coordinator will maintain a cooperative relationship with the COP Project Director and coordinate and supervise all contractor field activities including the selection of appropriate personnel inputs, orientation for and follow up on short term personnel activities and the organization of project review meetings.

<u>U.S. Project Coordinating Team</u> will consist of four part-time	\$24 (6mm)	\$32 (8 mm)	\$24 (6 mm)	\$16 (4mm)	\$96 (24 mm)
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FY-75 (Jan-Jun) 76 77 78 Total

members who will work with the Project Coordinator and in conjunction with a GOP team of similar expertise in developing and planning project strategies, reviewing and scheduling project inputs, assessing progress and providing advice for project direction. The team will consist of the Project Coordinator and specialists in the fields of manpower training, education technology, cost analysis and evaluation. The team will serve both in the field and on their home campus as required.

X	<u>Instructional Materials and Technology Team.</u> A team consisting of four specialists in the fields of education materials development, instructional methodology, group learning activities and educational technology will serve the project collectively on short-term assignments to assist MOE personnel with training programs and individually in the development, testing and evaluating of alternative NFE programs. The team will serve both in the field and on the home campus as required.	\$ 8 (2mm)	\$24 (6mm)	\$20 (5mm)	\$ 8 (2mm)	\$60 (15mm)
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	<u>Communications and Skills Development Team -</u> A team consisting of four specialists in the fields of skills training, communications, group learning and media development will serve the project on a part-time basis collectively in assisting MOE personnel with training programs and individually in providing expertise as needed in the development testing and evaluation of alternative NFE programs. The team will serve in the field and on the home campus as required.	\$ 4 (1mm)	\$16 (4mm)	\$36 (9mm)	\$16 (4mm)	\$72 (18mm)
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	FY-75 (Jan-Jun)	75	77	78	Total
<p><u>Evaluation Team</u> - A team consisting of four specialists in the fields of research methodology, cost analysis, evaluation and data collection and processing will serve the project on a part-time basis and assist with training programs, evaluate experimental programs and project and analyze cost information. The team will serve in the field and on the home campus as required.</p> <p><u>Home Office Coordinator</u> - The coordinator will be responsible for liaison with the field coordinator in providing timely placement of technical expertise, developing and supporting home office training programs and general backstopping of contract activities.</p>	\$ 8 (2 mm)	\$16 (4mm)	\$16 (4mm)	\$12 (3mm)	\$32 (13 mm)
Total - U.S. Personnel Costs	\$84	\$160	\$168	\$100.	\$512
Total Man-Months	21	40	42	25	128

2. Commodities

<p>Two mobile units will be required for placement at two of the test sites for use as experimental units that will travel to subsidiary training programs and provide for experimentation with video and sound recording equipment</p>	25				25
<p>Sound recording equipment for the production and reproduction of radio programs and experimentation with cassettes.</p>	25	20			45
<p>Video recording equipment will be utilized for television programming and experimentation with "micro-teaching".</p>	20	15			35
<p>Mobile radio transmission equipment for use at the test sites in the experimentation with radio/correspondence programs.</p>	35				35

	<u>FY-75 (Jan-June)</u>	<u>76</u>	<u>77</u>	<u>78</u>	<u>Total</u>
{ Books and sample instructional materials	10	15	5		30
<hr/>					
Total - Commodities	115	50	5		170
3. <u>Training</u>					
{ Three long-term training programs totalling 12mm each will be required in the fields of cost analysis of NFE programs, instructional technology and materials development.	10	20			30
{ Short-term training programs totalling 8 man years will be required for the life of the project. These programs will consist of training primarily at the home campus for a maximum of three months to develop skills in research, evaluation methods, educational technology and cost analysis, etc.	20	40	10	10	80
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Total - Training	30	60	10	10	110
4. <u>Other Costs</u>					
{ <u>In-country seminars</u> - For rural education leaders	0	5	5	5	15
{ <u>In-country training programs</u>	14	12	12		38
<u>Travel & Transportation</u> - GOP project staff to university campus	2	4	4	2	12
<u>External Evaluation</u>				20	20
<hr/>					
Total - Other Costs	16	17	17	27	85
TOTAL - U.S.	<u>245</u>	<u>291</u>	<u>204</u>	<u>137</u>	<u>877</u>

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FY-75
(Jan-Jun) 76 77 78 Total
 Budget (in 000 U.S. \$)

GOP Personnel

<p>1 <u>Executive Program Coordinator</u> will function as the Project Director and be responsible for all training and experimental activities to be carried out. Responsible to MOE Directorate of Basic Labor Education and Training.</p>	3	6	6	3	18
<p>5 <u>Peru Project Coordinating Team</u> - Five representatives from Instituto Nacional de Investigación y Desarrollo de la Educación (INIDE), Instituto Nacional de Teleducación (INTE), Junta Permanente de Coordinación Educativa (JUPCE), Estudios Especiales (E.E.) and Dirección General de Educación Básica Laboral y Calificación (DIGEBALIC) will provide advice and direction for the program. The team will work directly with the U.S. Project Coordinating Team.</p>	4	8	9	5	26

MOE Staff

<p>1 <u>Program Specialist</u> will assist coordinator with planning and direction of project.</p>	3	5	5	3	16
<p>1 <u>Evaluation-Cost Specialist</u> will be responsible for data collecting, analysis, and evaluation of program.</p>	3	5	5	3	16
<p>1 <u>Socio-Anthropologist</u> will be responsible for the supervision of research activities.</p>	3	5	5	3	16
<p>1 <u>Logistical Coordinator</u> will be responsible for the administration of logistical activities.</p>	3	5	5	3	16
<p>10 <u>Education Technologists</u> will be responsible for the development of instructional materials.</p>	13	13	13		39

Staff at 4 Test Sites

<p>4 <u>General Coordinators</u> will be responsible for the direction of test site activities</p>	6	12	12	6	36
<p>4 <u>Supervisors</u> will assist the coordinator in carrying out programs</p>	6	12	12	6	36

AID 1025-1A (7-71) (NARRATIVE DESCRIPTION)

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	FY-75 (Jan-Jun)	76	77	78	Total
<u>12 Promoters</u> will enlist and recruit participants, work with local leaders to develop and coordinate NFE programs.	15	30	30	15	90
<u>40 Study Coordinators</u> will be responsible for course development and material presentation in various subject areas.	50	100	100	50	300
<u>4 Researchers</u> will be responsible for carrying out field research under the direction of MOE staff.	5	10	10	5	30
<u>Secretarial and Clerical Staff</u>	2	3	4	3	12
Total Personnel	116	211	216	106	649
<u>Other Costs</u>					
Travel and Transportation (in country)	3	4	4	3	14
Publishing of Books & Materials	20	20	20	20	80
Equipment (local purchases)	4	2	1	1	8
Total Other Costs	27	26	25	24	102
<u>In Kind</u>					
Estimated expenses attributable to this project but budgeted through other MOE offices and local education programs.	8	16	16	8	48
Total In-Kind	8	16	16	8	48
TOTAL GOP (in 000 U.S. \$)	151	253	257	138	799

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E. RATIONALE

In 1969 the Revolutionary Government of Peru established an Education Reform Commission to analyze the education system and recommend changes. Their conclusions led to the Education Reform Law and the 1971-1975 Education Plan (see DAP for Mission analysis of plan). The Commission's analysis criticized the existing system as basically conservative, theoretical, traditional, elitist and unresponsive to the needs of the majority - particularly those in rural areas.

The goals of the 1971-1975 plan are to begin the process of transforming the education system to contribute to the formation of a "new, free Peruvian man, actively participating in a more just and equitable society." The new education system forms the basis for the Peruvian social revolution and will stress a nationalist and practically-oriented education which will inculcate new values of human dignity and provide useful training for the economic needs of the nation.

The plan provides for a reorganization and restructuring of the system and a re-ordering of education priorities. Top priority has been given to the development of bilingual education programs. A second priority calls for the development of a nationwide system of adult and workers' education which will provide better control over a variety of existing programs and coordinate education activities among the various ministries.

Implementation of the education reform has been in process since 1972 and while all of the stated targets have not been achieved, there has been significant progress in the transformation of the education system from the old to the new.

The new administrative structure, which decentralizes planning, budgeting and decision making from Lima to nine regions, 35 education zones and most importantly to 950 Community Education Núcleos (NEC's), now is functioning in the regions and zones and is being used in many local nucleos to implement the reform and develop non-formal programs that relate directly to the needs of the community.

A new curriculum oriented to the needs of the majority has been introduced through approximately 22,000 (of a total of 86,000) retrained teachers utilizing newly developed education materials in most subjects and grades in the first cycle (grades 1-3).

Enrollments have risen as projected by 5.6% between 1972 and 1973 with total enrollments increasing from 3.2 million to 3.9 million over that period.

A new salary and benefit law was recently promulgated which provides for a 20% increase in salaries and benefits for university professors. The GOP continues to provide substantial financial resources for education with the largest single element of the 1973 central budget 23.2% (4.4% of GNP) going to education.

While the above represents some of the progress made under the plan, there are indeed also many problems that are being encountered. Perhaps the single most significant obstacle is the lack of trained personnel at the operational levels to carry out the many aspects of the reform. One can also identify increasing funding implications as a serious threat to the plans success. While the plan is not out of line with past education financing, it calls for a significant increase in annual education expenditures

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if all activities are to be carried out in the short time span. Additionally, timely achievement of the plan targets may become critical if serious lags in implementation occur and confidence is lost in the seriousness of the governments intentions.

Despite the problems, there continues to be a remarkable consistency in the priorities placed on implementing the plan, the philosophy behind the reform and the philosophical base of the government. There is a commitment to create and develop a system that provides education to everyone on an equitable basis to meet immediate needs, to provide educational alternatives for upward mobility and to develop an educated citizenry that will profit from and contribute to economic and social progress. Thus the GOP considers education as the essential element and in many instances the prerequisite for the achievement of success in the myriad of social reform and economic development programs.

It is obvious from past experience in Peru and elsewhere in the world that the formal education system is not designed to meet the needs of everyone and it is with considerable evidence and justification that NFE has attracted increasing attention as an approach to education in the 70's. A brief look at the history of enrollments in the Peruvian school system exemplifies the dilemma the government has faced with the formal school system in its attempt to provide access to everyone.

The Peruvian education system prior to the reform (1960-70) experienced the largest expansion in school enrollments in Peruvian history. Total enrollments increased from 1.6 million in 1960 to 3.5 million in 1970 with primary enrollments increasing from 1.4 million to 2.7 million and secondary enrollments increasing from .2 million to .7 million over that period. The increased enrollments brought about a significant statistical increase in the education level of the population with a drop in the percentage of the population with no education from 45.9% in 1961 to 24.3% by 1970.

Relative to many LDCs a large number of Peruvians (age 5-29) were in school especially in the 5-9 and 10-14 age groups. In relative terms the number of individuals in school rose sharply from 33.6% to 48.6% between 1960 and 1970.

Despite these impressive gains between 1960 and 1970, a large percentage of the school age population still did not have access to the formal school system. While the percentage of individuals (age 5-29) in school rose sharply between 1960 and 1970, in absolute terms the number of individuals in that age group who were not in school also rose from 3.4 million to 4.3 million (51% of the age group). The average achievement level of education also remained low; less than four years, and a significant proportion of the population that had reached this level had only managed to achieve basic literacy. On the basis of this information, one can estimate that a current need exists for education programs that serve 4 million people in the 5-29 age group who are illiterate, semi-literate or minimally educated without access to education programs that meet their needs. For example, one can identify Peru's expanding cooperative development programs as one major institutional unit that needs and is demanding education programs immediately. There are approximately 525 cooperatives in Peru with 612,000 people participating. Estimates suggest that nearly half of the participants do not have sufficient education that would allow them to take active participatory roles in the functioning of the cooperatives.

Most planned GOP economic and social development programs aimed at the poor are dependent upon a population that is capable of participating in and contributing to

such programs. This will require motivation and it will require an education that meets local and individual needs and an education that provides immediate benefits to the learner. It will require flexible programs outside of the formal system.

The GOP plans to develop a national NFE program and provide greater access and more relevant education to a larger number of people by involving Community Education Nucleos (see Narrative Summary for explanation) in determining educational needs and enlisting the private and public sectors to provide the motivation and financial support for increased individual participation. The hope is to reduce unit costs of education by utilizing available technology, testing new technology, by systematically developing NFE programs that provide for better coordination of existing programs, and creating new programs that make optimal use of existing physical facilities and community educational resources.

Article 102 of the Peruvian Education reform law provides the legal base for the development of NFE Programs in Peru. It states that the education system will be designed to provide education for adolescents and adults and provide for their active participation in the social process. The objectives of this education are as follows:

- "a. To eradicate systematically existing illiteracy;
- b. To offer diverse educational opportunities to adolescents and adults, especially to workers, so that they can improve levels of education and acquire an adequate scientific-humanistic formation, oriented towards permanent self-education;
- c. To cultivate the critical faculties of the student so that he understands the Peruvian reality and be in a position to participate in a responsible and creative manner in the structural transformation and in the improvement of society, as well as to contribute to the sovereignty and the defense of the Nation;
- d. To prepare for work as a function of concrete social-economic projects and in the work areas determined, putting a special emphasis in stimulating the creative contribution of the students; and
- e. To stimulate in the student the sense of family life and the spirit of solidarity and social cooperation, as well as the capacity for full realization of the vital religious, esthetic, ethnic and other values."

Peru has committed itself to the above purposes, not only in terms of legislation and policy, but in terms of budget and staff as well. The MOE has developed extensive plans and programs, which it is in the process of initiating. It has accumulated an initial fund of experience in a few programs, and has launched the process of producing instructional materials, selecting and training staff, and organizing community agencies for implementing its programs.

The GOP is also making a relatively successful attempt to coordinate all NFE activities in the country. JUPCE (Junta Permanente de Coordinacion Educativa), a permanent coordinating body with representation from all Ministries, has been established to provide this national level coordination. The head of the MOE/NFE department is one of the leaders of this committee which, through seminars and special study groups, deals at the ministerial level with such intersectoral problems as assessing education needs, developing training programs for work centers, and providing adult education and on-the-job training. Special emphasis is placed on the integration and coordination of NFE programs such as the following: agriculture extension (MOA), fishery training (MOP), vocational training (MOL), commercial education (various private academies), literacy training (Min. of War and MOE), community development training (Ministry of Public Works), navigation and skipper training (Ministry of the Navy), and SENATI.

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While the GOP efforts thus far are moving in the right directions, there remain considerable gaps in the planning and costing of a nationwide program. They readily admit to "flying by the seat of their pants" when it comes to long range cost projections or reliable estimations of program requirements. They do not have the benefit of past experience on a nationwide scale, neither in Peru nor the rest of the world. The range of unit costs for existing NFE programs are so diverse that these also provide little help. Attempts to project financial requirements are frustrated by a lack of information on program costs and no conclusive information available on the educational requirements of the target population.

In addition, the GOP faces the critical problem of inadequately trained personnel to achieve the tasks it has prescribed. The MOE has begun its experimental NFE program with a skeleton staff and assistance from other sections of the MOE. This staff, consisting of four administrator/coordinators, with general education backgrounds, five writers, with instructional technology expertise and approximately ten rural promoters, who have received four weeks of training, are competent but occupied full time with the tasks of carrying out these initial programs. Expansion of these programs planned under this project will require the training of at least thirty-five technicians and specialists for the MOE and approximately 550 coordinators and para-professionals for the rural areas. The capacity to train this staff does not exist in Peru. U.S. expertise is being sought by the GOP to help train staff in instructional materials development, communications technology as it relates to the rural poor, NFE program development, cost analysis and research and manpower training. This expertise will be responsible to the General Directorate of NFE and work with counterpart teams selected by the GOP to train staff and conduct research.

USAID has made its decision to support the Peruvian NFE efforts after considerable study. While the education sector assessment that we plan to carry out during FY 1975 will provide a better insight into the educational gaps left by formal and existing non-formal programs, it does not require extensive investigation to identify a large segment of the population that exists on the margin of the economy that have identifiable and urgent education requirements. It takes little more investigation to realize that these needs will not be met by a highly structured formal education system that is annually expanded beyond its financial and human resources limits.

USAID/Peru is naturally concerned about the lack of cost information available to provide the GOP with a realistic picture of the cost implications of a nationwide program. The GOP is convinced, however, that NFE offers a greater possibility of providing to the masses the knowledge they require to participate more fully in the new Peru and with greater returns than does formal education. The GOP is thus embarked with commitment, dedication and zeal to develop the indicated NFE system. Existing evidence tends to support the GOP hypothesis in favor of NFE. The project herein proposed will substantially assist the GOP in refining the knowledge requirements of the target groups, design and test alternative technologies and methods for imparting that knowledge, and determine the cost effectiveness of alternations and the financial implications of replicability throughout the national system being developed.

In our evaluation of this potential project we have utilized Michigan State University resources in the form of consultations by Dr. Ted Ward in CY 1973 and more recently in CY 1974 Dean Goldhammer, Dr. Kenneth Neff, Dr. Ben Bonhorst and Dr. Cole Brembeck. The GOP has also used MSU resources for securing a better understanding of NFE activities worldwide and has solicited observations and opinions on their plans and experimental programs. The MOE Director of NFE programs visited MSU in March of 1974 to discuss GOP plans and determine MSU resource capabilities in NFE. Three MOE-NFE staff members attended the MSU NFE seminars in April. Drs. Neff and Bonhorst spent a month in Peru on GOP request participating in a NFE seminar for rural educators and developing

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and negotiating a policy paper for future MSU-MOE collaboration in NFE programs.

Mission discussions with INP (National Institute of Planning) officials resulted in the identification of NFE activities as a GOP program priority where USAID assistance was desired.

We also feel, and this view is supported by our MSU consultants, that Peru occupies a position on the frontier of countries developing national NFE programs. We feel that we can make a contribution to Peruvian education through the upgrading and training of staff who will establish a national NFE program. We feel that our support in the research and experimentation of alternative delivery systems can benefit Peru as well as other Latin American countries (particularly in the Andean region), and finally we feel that the entire effort can add information on NFE programs to a NFE research base that is currently inadequate worldwide.

Regarding the benefits to women that may result from this project, Article 11 of the Peruvian Education Reform Law states "Education will be oriented towards the revaluing of women, offering her the maximum opportunities for full and free personal development which is the only authentic basis of her decisive function in the family and her creative participation in the process of transformation and improvement of Peruvian society."

The experimental programs now underway in Peru exemplify the sincerity of the GOP's intent to strengthen and upgrade the role of women in society. The MOE experimental vocational program offering carpentry and metalworking skills traditionally thought to be of the masculine domain has an enrollment consisting of 30% women. The experimental Basic Labor Education program in Arequipa has an enrollment of 70% women in its classes. Future programs will continue to encourage the participation of women in all education activities carried out under this project. It is anticipated that approximately 40% of the promoters and coordinators in program implementation phase will be female.

Two of the six most senior staff currently involved in this project are female and as this staff increases USAID/Peru will encourage increased selection and participation for high level positions.

F. COURSE OF ACTION

1. Narrative Summary

At the national level administrative responsibility for NFE primarily lies within the MOE General Directorate of Basic Labor Education and Training (DIGEBALYC). There are three directorates within DIGEBALYC: (a) Basic Labor Education (EBL), (b) Special Professional Training (CPE), and (c) Special Projects. Cooperatively, they pursue an integrated program focused on the 15-39 age group which includes: basic labor education (EBL), special worker training courses for the employed, unemployed and underemployed (CPE), and adult literacy and special programs for rural areas (Special Projects).

Literacy Training (Special Projects) which functions under the Directorate of Special Projects is the first step in the NFE program. Actual attainment of literacy is considered as the completion of the first grade of the first of three cycles of the EBL system. The intention is to develop special programs in rural areas that teach literacy as it functionally relates to the realities of local community living and to engage participants in community improvement activities at the

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same time.

Basic Labor Education (EBL) actually begins with grade 2 of the first cycle, after a basic level of literacy has been attained. Opportunities are provided for adults age 15 and over to experience learning comparable to that experienced by children in basic education using non-formal, rather than schooling methods. These learning experiences are related to the needs and realities of the local environment and utilize existing facilities.

Special Professional Training (CPE) programs are offered to literates and non-literates and provide skill training at work sites (for the employed) and at training centers (for the unemployed and underemployed). Although the focus is on job skills, the program also tries to deal with the "whole person and better equip him to cope with the realities of his existence. The program broadly interprets "worker" to include all personnel from managerial to unskilled worker levels.

All three programs are integrated to complement and support each other in introducing a national non-formal system. The Director General of DIGEBALYE is the senior staff member in charge of directing these programs. Each Director is responsible to the Director General and coordinates his own program with that of the other two directorates at the national level. At the local level all three programs function under the direction and with the financial support of "Community Education Nucleos." (see following paragraph for explanation of Nucleos). The Nucleos work cooperatively with three MOE directorates to establish and implement literacy, EBL and CPE programs. The programs are coordinated nationally and locally with programs sponsored by other government and private agencies. Thus far this approach to the coordination of the initial experimental programs has been excellent with each director assisting with the planning and development of all three programs. SUPCE, as previously mentioned, provides the MOE and other Ministries with a national level coordinating body that functions to alleviate duplication of efforts and eliminate unnecessary education programs.

The COP NFE program relates to the formal system in that it parallels grades one through nine and provides for movement between the two systems as student achievement, abilities and desires permit. For example a student may move into the formal system at any time he desires, and his grade level will be given based on his accomplishment in the NFE program.

At the local level the Education Reform Law calls for the establishment of some 950 Community Educational Nucleos. Each of these nucleos will consist of a central school offering all three Basic Level Cycles (grades 1-9) and between 5 and 10 satellite schools offering pre-primary education and two Basic Level Cycles (grades 1-9) and between 5 and 10 satellite schools offering pre-primary education and two Basic Level Cycles (grades 1-6). The Director of the central school will administer and offer services to the satellite schools. Additionally each nucleo will have a Community Education Council that will be responsible for achieving maximum education for the inhabitants of the nucleo and will promote support and coordinate all formal and non-formal education activities. The council will be directed by an educator selected by the Government and will consist of 10-20 members with 40% representation from the teachers, 30% from the parents and 30% from other groups in the community.

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The MOE will utilize this administrative infrastructure as a major resource for establishing NFE programs. The MOE will advise and assist community education councils to develop programs that meet local community needs. The council will enlist community resources to be used and focussed on NFE requirements and will eliminate programs that may duplicate existing efforts.

The MOE in cooperation with the community council will select and train local "Promotores" and Coordinators to develop, supervise, and carry out núcleo NFE programs. The MOE, jointly with the community council, will also assist in developing programs for local private and public organizations required by Peruvian law to upgrade the educational level of their employees or members.

The GOP through the MOE has already launched its literacy program in 1,462 locations throughout the country. This reorganized and reoriented program now offers courses to 193,000 adults with an anticipated enrollment of 240,000 by 1978.

Two innovative pilot CPE efforts have been launched in Arequipa and Villa El Salvador (a squatter settlement near Lima) and have achieved some degree of success. These efforts which provide basic carpentry skill training to out of school adults also produce school furniture for purchase and use in the formal school system.

A pilot radio/correspondence program has been developed by EBL staff in Arequipa and is currently providing education to over 600 adults through daily broadcasts and self instructional materials.

All of the above pilot programs are only initial steps in the evaluation and testing of potential programs for development throughout the country. Evaluation of these programs, their costs and their benefits is scheduled for January of 1975. The MOE plans to utilize the results of these initial investigations in its efforts to begin the initial experimentation at 4-6 test sites in early CY 1975.

The GOP will establish 4 test sites that represent as closely as possible the diversity of geophysical, climatic and cultural conditions of the country. Four have been proposed for consideration: Piura, North coast; Huancayo, highlands; Cuzco, highlands; and Rimac, metropolitan area adjacent to Lima. Taking advantage of experimentation with NFE programs worldwide, the test sites will be used as a proving ground to initiate, develop and test a variety of these potentially cost effective NFE delivery systems for the Peruvian EBL and CPE programs.

A typical test site will function in a Community Education Núcleo and will be an integral part of the community education environment. The coordinator of the test site will function as a member of the community education council and

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be responsible for the development of test site programs. He will enlist the support and assistance from the MOE, in collecting baseline information and developing education profiles on the nucleos' inhabitants. Based on this information, EBL and CPE programs will be organized and specifically designed to provide an educational program for the nucleos. Adults will be recruited by "Promotores" through canvassing efforts, promotion of programs through radio broadcasts and encouragement by local businesses and enterprises. Simple achievement tests will be administered to determine the basic skill levels of each individual.

The "promotores" will teach classes, enlist local resources for instructional purposes and utilizing class participants organize shared learning activities. The instructional program will vary dependent on the need and the methodology of instruction will vary dependent upon the location of the test site.

At the outset previously tested self-instructional materials will be used and will be supplemented by group learning techniques. This technique in one village may eventually be compared with the use of radio in another village or radio complemented by newspaper supplements in another village or video tape applications in another village.

Test site staff will maintain complete records on direct costs including material costs, professors salaries, etc. and maintain estimates of indirect costs derived through volunteer labor, use of existing facilities and other donations.

Tentative conclusions will be drawn from the experimentation and testing and will be applied in other nucleos for further study and review. The materials and information developed through the test sites will be fed into the national program network and will be utilized as may be appropriate.

AID support to this project will be of three years duration beginning in January of 1975 and continuing through December of 1977. The project will function under the direction of the MOE General Directorate of Basic Labor Education and Training and will support the development of staff and improve the MOEs capability to carry out EBL and CPE programs. It will provide assistance in carrying out the experimentation at the project test sites.

USAID/Peru will not provide any major support to the literacy training elements of the MOE program. GOP staff have gained considerable experience through past literacy programs carried out in Peru and this represents a unit of the General Directorate that can function to a large extent with minimal outside assistance. Additionally, UNESCO, the only other donor agency involved in the DIGEBALYC program, is providing technical assistance to the literacy project. The literacy project will receive attention from the AID supported project through reviews and evaluations in the context of and relations with the total DIGEBALYC effort.

A U.S. university will be selected for its expertise in NFE and will be contracted to provide technical assistance and training opportunities to GOP project personnel.

The first phase of the project will consist of a general survey, which will be included within the education sector assessment, to analyze the various NFE programs now being carried out in Peru. This survey will be used as the basis for determining the most effective programs now functioning and to identify the most promising areas of collaboration with and integration of existing NFE programs.

Concurrently a skills assessment survey will be carried out to determine the

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educational requirements needed for participation in cooperative development programs, the skilled and un-skilled labor market and other GOP social and economic development programs. Maximum use will be made of previous Peruvian surveys of this type as well as the results of the ILO study now underway.

The university selected will use its own resources and that of other institutions to provide the technical assistance required. Specially selected advisory teams will serve on short term specifically defined assignments to provide training and to assist Peruvian personnel in carrying out the work at the test sites.

A Project Coordinating Team will be formed from the home campus to work with a Peruvian Coordinating Team in organizing project inputs and providing direction to training and experimentation activities. The coordinating teams will hold periodic reviews to determine progress, review plans and modify project implementation schedules as may be required.

The first task of the coordinating teams will be to develop at the earliest stages of the project an implementation plan that specifies the type of research to be undertaken, develop a schedule for training personnel, identify project personnel and evaluate ongoing MOE, NFE programs.

The University teams will collaborate with the MOE in the following manner:

a. Administratively, by assisting DIGEBALYC and appropriate components within its network;

b. Operationally, within 4 nucleos to be jointly selected from among the 18 first-stage nucleo already selected by the MOE, and appropriate directorates of the MOE;

c. Functionally, by supporting DIGEBALYC with needed training, counsel, evaluation, research and technology;

d. Substantively, by concentrating on:

- (1) the assessment of training needs at operating levels;
- (2) the development and testing of resources to meet identified needs;
- (3) the upward communication of needs and information (information system);
- (4) the optimal deployment of financial resources to support operational levels; and
- (5) the training of Peruvian personnel to perform the above roles.

e. Materially. (through AID) by supplying such personnel services, materials and equipment as are essential to the:

- design of research studies and data management;
- design, production and evaluation of instructional materials;
- training in group dynamics of adult learners;

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- community/network organization development;
- procedures for developing job qualification specifications;
- other ad hoc needs which may arise justifying the need for advisory help.

It is anticipated that at the end of the project an independent evaluation team of Peruvians and non-Peruvians representing the fields of education planning and finance, NFE, educational technology and general education will carry out a one month study of project records, activities in progress and public attitudes toward the program that has developed. The evaluation will assess the quality of end of project conditions and attempt to determine the validity of the methodology used and the results achieved.

2. Implementation Plan

The major activities of project implementation are identified below. These serve to provide an idea of the time frame within which the project will be implemented. A more specific implementation plan will be developed at the initial meeting of the Project Coordinating Teams.

FY 1975

- a. MOE staff and one U.S. consultant will conduct a survey of existing NFE education programs in Peru. This survey will be conducted in coordination with and as a supplement to the Education Sector Assessment. November-December.
- b. A skill classification survey will be conducted to provide a base for the development of MOE-NFE experimental programs. December-January.
- c. The GOP/contractor Project Coordinating Teams will meet in Lima to make test site selection, develop implementation plans, determine scheduling of personnel inputs and evaluate MOE-NFE pilot programs carried out during CY 1974. January-February.
- d. The Educational Technology team will review existing use of technology in Peru, determine resources available and develop a plan for the use of technology at the test sites and order necessary commodities. March.
- e. The evaluation team will work with Peruvian counterparts to set up a design for collecting and analyzing baseline data and maintaining financial records of test site expenditures. March.
- f. The experimental programs of five month duration will begin at the test sites. March.

3. Training Programs for 30 administrators, 45 coordinators and 50 promoters will be organized and carried out. Technical assistance inputs will be identified by the Project Coordinating Teams and consultants will participate as required. May-June-July.

FY 1976

a. Instructional materials will undergo revision and further refinement prior to the beginning of programs at test sites in October. July-August.

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b. Achievement tests will be developed for refinement and use at the test sites. August.

c. Additional programs will begin at initial sites and initial programs will begin at other test sites. MOE staff will assist coordinators in initial implementation of programs. October.

d. Communications and skills development team will work with Peruvian counterparts in developing cooperative programs with local enterprise in other villages at test sites. November.

e. Project Coordinating Teams will meet and review progress of project development. Implementation plans will be reviewed and revised as required. Personnel will be selected for short-term training programs to be carried out on contractors campus. January.

f. Evaluation team utilizing achievement testing instruments will assist Peruvian counterparts in the assessment of first six month's activities. Additional plans will be made to include additional villages in programs using different methods and materials. An effort will be made to provide preliminary per unit cost estimates for programs. April.

g. Instructional materials and technology team will revise materials based on results of initial programs. April.

h. Carry out second year training programs for 125 administrators, coordinators and promoters. May-June-July.

FY 1977

a. Select additional sites for application of programs developed at the four test sites. July.

b. Begin new programs and continue existing programs at test sites. October.

c. Project Coordinating Teams meet to review progress and revise implementation plans as required. January.

d. Evaluation team with Peruvian counterparts assess results of second year efforts and plan for final year programs. March.

e. Technology programs will be reassessed and decisions made for final year applications. April-May.

f. Complete training programs for 200 promoters. May-June-July.

g. Programs begin for final year of project. May.

FY 1978

a. Final review of programs by evaluation team with Project Coordinating Teams. October.

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b. Submission of all reports on costs and benefits of program. Final recommendations for national program including implementation plans and cost projections. November.

c. External evaluation carried out. November-December.