

**AIRGRAM**

**DEPARTMENT OF STATE**

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DATE SENT  
October 4, 1974

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FROM . USAID/Managua

SUBJECT . 524-L-027 - Education Sector Loan - Annual Review

REFERENCE . Par. 4 d (iv) Loan Authorization AID Loan 524-L-027

A. Introduction

The Annual Review was a joint activity of the Implementation Unit and selected members of the Ministry of Education and USAID. Discussions concerning the material summarized in this report were initiated at the beginning of the year and have continued through September. Those involved in the Annual Review process understand that to obtain the maximum benefits for review of this type, the evaluation should be conducted immediately prior to the formation of the annual budget so that the conclusions reached, goals assigned and the consequent programming of resources may be reflected in the next year's budget. The GON budget formulation begins in June of each year. This year's annual review was conducted too late to have an impact upon the 1974 budget of the Ministry of Education (MOE) but it was effective in the formulation of the 1975 budget. For the evaluation of 1974 activities, it will be necessary to have two reviews during the course of 1975. The first would occur in January to review accomplishment of the activities of 1974, measured against each of the specific goals by activities, reported in par. F of this Airgram, and to establish program goals for the year 1975. The second review would take place in June prior to the formulation of the GON budget so that goals and budget could be programmed for the next year.

The following contains a discussion of the project background, 1973 activities and accomplishments, evaluation of accomplishments, 1974 Goals by specific activity and a revised financial plan of the Loan project including 1975 projected inputs.

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## B. Background

The loan paper delineated a project with the majority of its emphasis upon improving the quality of education. Before the project as described in the loan paper could be implemented, the city of Managua was destroyed in the earthquake. One of the consequences was the complete disruption of the city's educational system, especially in the loss of approximately 80% of its physical plant, 720 primary classrooms, 361 secondary classrooms, including a substantial loss of books and furniture.

The GON insisted upon reactivating the educational system as soon as possible by utilizing any available space as temporary classrooms. Simultaneously, the MOE began to plan the construction of new classrooms to be located in those areas of the city where they were needed. Given these considerations the GON began the negotiation of the A.I.D. loan. Basically, the loan was negotiated upon the basis of the priorities created by the disaster, the most important of which was classroom construction. In the short run the Ministry of Education's most urgent need was to construct temporary classrooms, its medium term time frame was to construct in a permanent form the entire physical plant of the Managua educational system that had been destroyed by the earthquake and erect additional classrooms for those outlying cities which had received many displaced students. The original loan had programmed funds for the construction of 200 urban classrooms in four years. Now it was necessary to construct over 1,000 primary and secondary classrooms as quickly as possible. In reprogramming the loan to reflect this new priority some of those projects not related to classroom construction were postponed until 1974. The period of loan disbursement was reduced from 4 to 3 years maintaining the same total loan amount of 5.3 million dollars. Following the revised format a project agreement was signed February 28, 1973. GON counterpart requirements for 1973 were to be supplied from the Emergency Program Loan 524-L-028.

## C. Loan Activities for 1973

It was agreed to carry out the following projects in 1973: Construction of permanent classrooms and temporary classrooms; Textbooks, Curriculum, the construction of the National Vocational Institute; Personnel Training; Planning and Design of: the National Education Center; the Education Materials Center, and the Experimental Education Institute.

## D. 1973 Accomplishments

### 1. Project Implementation Unit (PEMEN)

A well functioning implementation unit to administer the loan project was fully staffed and equipped. Funded with 028 funds during 1973, the unit has been

completely supported during 1974 by MOE funds.

2. School Construction

The program was initiated with the construction of 244 temporary classrooms in Managua. These classrooms were of an earthquake resistant design with metal frames, cement floors and wooden walls, and cyclone fencing for windows. Although of temporary construction the design permitted change to a permanent structure within two years. The temporary nature was chosen to permit the most rapid construction possible to answer the immediate need for classrooms destroyed by the earthquake. All classrooms have been completed and are in use. They were funded from loan 028. Loan 027 funds were used to purchase 834 prefabricated classrooms based on an International Invitation for Bid in addition to the 244 temporary units. All of the 834 units are in the country and by December 1973, 274 were in the process of being erected.

A contract with an engineering construction firm was signed in December, 1973, to erect 274 of these classrooms. Since then additional contracts have been signed to erect 242 additional classrooms. The remainder will be erected during 1974.

In addition to the above construction, the Minister of Education constructed approximately 600 classrooms in the rural area utilizing special funds from the GON for reconstruction.

3. Textbooks

200,000 textbooks and teaching guides were obtained through public bids. Personnel of the textbook section carried out 21 training courses in instructing teachers in the use of the new material.

4. Curriculum

A work plan was developed with the technical assistance of Dr. Richard Kraft. This work plan included the organization and development of training seminars for teachers at the middle level in order to train them in the use of the new study programs.

5. Personnel Training

and Industrial Arts Program

Thirty teachers from the National Vocational Institute/attended a 10 week course in El Salvador in vocational education techniques. Intensive personnel

training courses will be initiated upon the completion of the National Education Center.

6. National Vocational Institute

Construction was initiated to rebuild the Institute at a new location. PEMEN and Institute personnel completed the design and specifications for the new school. The construction was undertaken by CARE during third quarter of 1973, under an 028 CARE-MEP funded contract. Construction is programmed to be completed by December 31, 1974. Loan funds were used to fund technical assistance to develop the list of tools, equipment and materials needed to equip the Institute.

7. Planning and Design of:

The National Education Center, the National Center for Education Materials, and the Institute for Experimental Secondary Education.

Preliminary designs were prepared designating the use of 66 of the prefabricated Pascoe units purchased with 027 funds for the construction of the two Centers. Both Centers will be combined at one location. The experimental school is located elsewhere, in a facility completely financed by the Government of Mexico as part of Mexico's earthquake relief program. Additional facilities will be added in 1974 using 027 loan funds.

8. Investigation and Evaluation

One of the priorities in 1973 was the improvement of educational statistics. Loan funds were programmed to provide additional equipment for the statistical section of the Ministry of Education. A research and evaluation section was established and a well qualified section chief was hired. But, due to a shortage of support personnel, evaluation research activities were confined to the planning stage.

E. Evaluation of 1973 Accomplishments

The project description as provided in Annex "A" to the Loan Agreement stated that the major emphasis of the project during its first year of operation, 1973, would be upon the construction of school facilities because of the destruction caused by the quake. This was successfully accomplished and the 1973 construction goals fulfilled. Progress was also made in other areas through the establishment of a strong, well

Integrated project Implementation unit within the Ministry of Education, the initiation of a curriculum reform program, the hiring of key personnel in research and evaluation, and the printing and distribution of large numbers of textbooks.

#### F. 1974 Goals

By late 1973 it became evident that great increases in construction costs would require a major revision of the project budget for 1974. Fortunately, the project was ahead of schedule in the purchase of prefabricated classrooms units and a large percentage of the increased cost of materials purchase was thereby avoided. However, the units still had to be erected at an actual erection cost of double the original February 1973 estimate. To provide sufficient funds to cover the increased erection costs, loan funds had to be reprogrammed from other activities within the project budget and much of the work in these areas postponed until 1975. Because the need for additional classrooms was still great, and because of the risk of possible damage to the prefabricated units already purchased, it was determined that erection of these classrooms could not be postponed.

#### 1974 Specific Goals by Activity

##### ACTIVITY AREA I

##### 1.a) In-Service Professional Training

Goals covered in 1.b) National Education Center

##### 1.b) National Education Center

1. Legalize the creation of the Department.
2. Secure Land for construction.
3. Designing of the Center.
4. Purchase books for the Center's Library.
5. Purchase furniture, equipment and materials for the Center.
6. Elaborate in-service training programs for 1975.

##### ACTIVITY AREA II

##### 2.a) Curriculum

1. Revise the emergency programs developed in 1973 due to the earthquake, in the following areas: mathematics, social studies, natural sciences, language, sociology, economics, arts and music, physical education, biology and chemistry.

2. Prepare the first-year programs for the first level of secondary education.
3. Train teachers in charge of developing these programs.
4. Develop technical programs which will be used in the Multilateral Institutes and design the program of technical training for the personnel who will teach these courses.

2.b) Educational Materials and Audio-Visual Center

1. Legalize the creation of the Department.
2. Design the Center.
3. Purchase supplies, equipment and materials.
4. Hire additional personnel required to begin operation in 1975.

2.c) Textbooks

1. Distribution of 322,000 copies of 12 books and 17 guides.
2. Conduct evaluation visits during 10 days of each month.
3. Reprint of 244,000 copies of 7 books and 8 guides.
4. Conduct one national training course and 16 training courses in the Departments.

2.d) Guidance and Counseling

1. Create a department of guidance within the Ministry of Education.
2. Carry out a seminar for the personnel responsible for guidance (180 teachers - national level).
3. Develop a training program for the personnel responsible for guidance at the Higher Education Level.

2.e) Inspection and Supervision

No goals established for CY-74 to be activated in CY-75.

2.f) Urban Primary Schools

Goals covered in Classroom Construction, page 9 of this Airgram.

## 2.f(2)

Primary School Annexes

1. Construct 12 workshops annexed to primary schools in: Managua, Carazo, Masaya and Granada under construction contract IAP-1.
2. Construct 10 workshops annexed to primary schools in Jinotega, Matagalpa, Estel, Leon and Chinandega, under construction contract IAP-2.
3. Construct three (3) workshops annexed to the primary schools under construction contract IAP-3.
4. Furnish 25 workshops annexed to primary schools. This equipment is being supplied by contracts obtained by formal bid, under Bid Document HEM-1.
5. Purchase benches, cabinets, work tables, etc., for 25 Primary Education annexes.
6. Contract and train 30 teachers in order to begin teaching in the workshops in 1974.

## 2.f(3)

Technical Vocational Institute

1. Prepare a list of equipment, materials and tools which will be purchased with loan funds.
2. Complete the construction of 20 units under a Ministry of Education-CARE funded contract.

## 2.g)

Accelerated Adult Education

1. Convert the night school program to a program of accelerated primary education in the Adult Education Centers in the following Departments:

|          |   |             |   |        |
|----------|---|-------------|---|--------|
| Carazo 1 | - | Matagalpa 2 | - | Leon 2 |
| Masaya 4 | - | Managua 10. |   |        |

2. Prepare special accelerated primary education courses for the Adult Education Centers, divided into 1st, 2nd and 3rd levels.
3. Carry out a seminar to train teachers in the application of the new program for Adult Education.
4. Organize 5 functional Education Centers with 30 teachers which will service 22 communities of the Rigoberto Cabezas project, in the IAN colony in Nueva Guinea.

3.a) Personnel System Reform

1. Reorganize the Personnel Department of the MEP.
2. Define the responsibilities and functions of the different sections which form part of the Personnel Department.
3. Carry out a feasibility study to change the present systems of filing, register for the personnel, and pay scale, to a mechanized system.

3.b.(1) Experimental Secondary School

1. Legalize the creation of the school.
2. Prepare a list of the equipment which will be purchased with loan funds.
3. Prepare a list of materials and supplies which will be purchased with GON funds.
4. Plan and design the annexes to the Institute: 2 laboratories, warehouse, cafeteria, sanitary facilities, pre-primary extension, and covered sports field.
5. Establish trial classes in the following programs:
  - a. A pre-primary
  - b. A sixth grade with only one teacher for all subjects.
  - c. A first grade with two teachers.
  - d. A fourth, fifth and sixth grade, teaching by areas with four teachers.
6. Establish a variation of the semester system.

**3.b(2) Research and Evaluation**

1. Formalize the creation of the Department of Research and Evaluation within the Ministry of Education by decree.
2. Finish the evaluation of the first through fifth grade programs in Primary School, in one Department.
3. Carry out a physical and human resources inventory in one Department.

**IMPLEMENTATION UNIT**

1. Work in conjunction with the Planning Office in order to integrate the present projects under the regular structure of the Ministry of Education.
2. Finish the legalization process of all the lands where schools are constructed using funds from A.I.D. Loans 027 and 028, including temporary schools, those built under MLP-CARE contract, and with counterpart funds. (The legalization process is being carried out in accordance with 027 Loan Implementation Letters).
3. Prepare all documents related to the purchase of tools, equipment and materials using Loan 027 funds, including bid document HEM-1, contracts, receipt and remittance of same to the different activities.
4. Supply by contract furniture and equipment for classrooms and laboratories of the Primary School Annexes including their delivery to the proper sites.
5. Prepare all the reports of activities related to the Program.
6. Select and obtain land for school construction through purchases or donations.

**CLASSROOM CONSTRUCTION**

1. Prepare all documents related to the construction of classrooms, including bid documents, plans, specifications, contracts, etc., for the prefabricated classrooms purchased in 1973.
2. Supervise all construction contracts.
3. Develop a plan for implementing in FY-75 the conversion of the schools constructed under the emergency program (028), to permanent construction.

TECHNICAL ASSISTANCE

1. Provide technical assistance to the school construction project under contract with CONESCAL.

2. Provide technical assistance to other projects.

G. Overall Financial Plan and Financial Report

The overall financial plan for this loan, which had been presented by the borrower to meet the conditions precedent to initial disbursement, was revised during the evaluation of the loan, since at the time of the evaluation, data were available on the actual 1973 expenditures, and a clearer picture was presented on which to base the financial requirements for CYs 1974 and 1975. A summary of the revised financial plan follows:

Summary of Revised Financial Plan - Education Sector Loan

524-L-027

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|    |  |             |              |                |
|----|--|-------------|--------------|----------------|
| a. | Expended 1973:                             | AID 946.9   | GON 1,438.2* | Total 2,385.1  |
| b. | 1973 AID Obligations Carried Over to 1974: | 967.7       |              |                |
| c. | Programmed CY 1974:                        | AID 3,385.4 | GON 1,431.5  | Total 4,816.9  |
| d. | Programmed CY 1975:                        | AID **      | GON 2,946.3  | Total 2,946.3  |
| e. | Total Program:                             | AID 5,300.0 | GON 5,816.0  | Total 11,116.0 |

\* Of this amount \$1,400.0 was derived from Loan 028 which is treated as GON counterpart.

\*\* There probably will be some CY 1974 AID obligations carried over to CY 1975.

The revised financial plan, indicates that the A.I.D. Loan funds expended and programmed remain at the same level, \$5,300.0 and the GON funds expended and programmed has been increased by over \$1,600,000, with the revised total of \$5,816,000.

A new monthly financial report has been designed as a result of the evaluation. This new report will be used by the implementation unit of the Ministry of Public Education to reflect the financial status starting with the report for the period ending August 31, 1974.

## H. CONCLUSION

Based on the above the Mission has concluded that the purposes of the loan are being fulfilled. Despite the difficulties experienced in activating the various activities, following the problems caused by the earthquake of December 1972, it is significant to note that the majority of the original activities of the CAP have been included and are ongoing activities of the revised loan. However, except for the principal effort on reconstruction of physical facilities, the other activities have been at a reduced level. It is also significant, that the loan funds are programmed to be obligated in less than 16 months since the first disbursement and disbursed in less than 24 months.

SHELTON

