5200258-①

PD-AAB-902-B1 127 p.

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT PAPER FACESHEET

1. TRANSACTION CODE: A (A ADD, C CHANGE, D DELETE)

PP

2. DOCUMENT CODE: 3

3. COUNTRY/ENTITY: Guatemala

4. DOCUMENT REVISION NUMBER:

5. PROJECT NUMBER (7 digits): 520-0258

6. BUREAU/OFFICE: A. SYMBOL: LAC; B. CODE: 05

7. PROJECT TITLE (Maximum 40 characters): Bilingual Education

8. ESTIMATED FY OF PROJECT COMPLETION: FY 83

9. ESTIMATED DATE OF OBLIGATION: A. INITIAL FY 79; B. QUARTER 3 (Enter 1, 2, 3, or 4); C. FINAL FY 82

10. ESTIMATED COSTS ($000 OR EQUIVALENT $1 –)

A. FUNDING SOURCE	FIRST FY B. FX	FIRST FY C. L/C	FIRST FY D. TOTAL	LIFE OF PROJECT E. FX	LIFE OF PROJECT F. L/C	LIFE OF PROJECT G. TOTAL
AID APPROPRIATED TOTAL	145	155	300	640	1,060	1,700
(GRANT)	(145)	(155)	(300)	(640)	(1,060)	(1,700)
(LOAN)	( )	( )	( )	( )	( )	( )
OTHER U.S. 1.						
OTHER U.S. 2.						
HOST COUNTRY	-0-	100	100	-0-	1,100	1,100
OTHER DONOR(S)						
TOTALS	145	255	400	640	2,160	2,800

11. PROPOSED BUDGET APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE C. GRANT	PRIMARY TECH. CODE D. LOAN	E. 1ST FY 79 F. GRANT	E. 1ST FY 79 G. LOAN	H. 2ND FY 80 I. GRANT	H. 2ND FY 80 J. LOAN	K. 3RD FY 81 L. GRANT	K. 3RD FY 81 M. LOAN
(1) EH	622	620		300		440		440	
(2)									
(3)									
(4)									
			TOTALS	300		440		440	

A. APPROPRIATION	N. 4TH FY 82 O. GRANT	N. 4TH FY 82 P. LOAN	Q. 5TH FY ___ R. GRANT	Q. 5TH FY ___ S. LOAN	LIFE OF PROJECT T. GRANT	LIFE OF PROJECT U. LOAN
(1) EH	520				1,700	
(2)						
(3)						
(4)						
TOTALS	520				1,700	

12. IN-DEPTH EVALUATION SCHEDULED: MM 11 YY 80

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

1 = NO
2 = YES

14. ORIGINATING OFFICE CLEARANCE

SIGNATURE: Elise B. Carrasco

TITLE: Director, USAID/Guatemala

DATE SIGNED: MM DD YY

15. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION: MM DD YY

AID 1330-4 (3-76)

BILINGUAL EDUCATION PROJECT

Table of Contents

		Page No.
PROJECT SUMMARY AND RECOMMENDATIONS		1
I.	PROJECT DESCRIPTION	2
	A. Background	2
	B. Description of Project	2
	C. The Need	3
	D. The Castellanización Program	4
	E. Statistical Relationships Between School Success and Language Fluency	6
II.	DETAILED PROJECT DESCRIPTION	8
	A. Project Sector Goal	8
	B. Project Purpose	8
	C. End of Project Status	9
	D. Outputs	10
	E. Inputs	12
	F. Project Design	13
	G. Project Management	15
	H. Project Evaluation	17
	I. Implementation	21
	First Year	22
	Second Year	26
	Third Year	27
	Fourth Year	27
	J. USAID Mission Evaluation Plans	28
	K. Other Donors	29
III.	PROJECT ANALYSIS	29
	A. Social Soundness Analysis (Summary)	29
	Methodology	29
	Profile	29
	Findings	30
	Spread Effect and Beneficiaries	31
	B. Economic Analysis	32
	Internal Efficiency Improvements	32
	Social Returns	34
	C. Technical Analysis	35
	Community Selection	36
	Promoter/Teacher Selection	36
	Curriculum Content & Design	36
	Language & Dialect Problems	37
	Conclusions	37
	D. Institutional Analysis	37
	Compatibility with GOG/MOE Educational Objectives	37
	Institutional Organization	38
	E. Financial Analysis and Plan	40
	Administrative and Financial Management of the Project	41
	Cost Estimates	41
	Replicability	42
	Financial Tables	44
IV.	PARTICIPATION OF AND IMPACT ON WOMEN	49
V.	ENVIRONMENTAL IMPACT	50
VI.	HUMAN RIGHTS	50

LIST OF TABLES

			Page No.
TABLE	I	- Drop-out Rates	7
TABLE	II	- Promotion Rates	7
TABLE	III	- Year-End Examination Failure Rates	7
TABLE	IV	- Schedule of Curricula Materials (proposed)	11
TABLE	V	- Summary Cost Estimates	45
TABLE	VI	- Bilingual Education Budget (Obligation Schedule)	46
TABLE	VII	- Projection of Expenditures by Fiscal Year	47
TABLE	VIII	- Summary Project Cost-Output Relationship (USAID)	48
TABLE	IX	- Summary of Training and Teaching Activities in Bilingual Education	51
TABLE	X	- Evaluation Activities	52

LIST OF ANNEXES

ANNEX	1	- Logical Framework
ANNEX	2	- Time-Line Chart
ANNEX	3	- Social Soundness Assessment
ANNEX	4	- Variables for Evaluation
ANNEX	5	- Technical Studies Abstracts
ANNEX	6	- Baseline Survey Questionnaire
ANNEX	7	- Government of Guatemala Request for Assistance
ANNEX	8	- Draft Project Authorization
ANNEX	9	- Mission Director's Determination of Need to Designate AID as Procurement Entity
ANNEX	10	- 611(e) Certification
ANNEX	11	- Initial Environmental Examination
ANNEX	12.a	- PID Approval Message
ANNEX	12.b	- Project Committee
ANNEX	13	- Statutory Checklist

PROJECT SUMMARY AND RECOMMENDATIONS

Recommendation

Based upon findings during intensive review of the Bilingual Education Project, the Project Committee recommends the following for A.I.D. approval:

- Development Grant (New obligation) $1,700,000

I. PROJECT DESCRIPTION

A. Background

As in most developing countries, Guatemala's population is largely rural. Subsistence agriculture predominates except for those areas of the country (primarily the Pacific coastal area) where export crops are grown. A unique characteristic is division of the population into two groups: The indigenous population (Indians), and Ladinos, a term used to encompass both Indians acculturated to Hispanic society and people of European or mixed blood. Some 23 Indian languages, each with several dialects, are known to exist in Guatemala, and Spanish is a second language, if known at all, to most Indians. The indigenous population is concentrated in the Highlands area of the country, and adheres to religious and work traditions which until recently had changed little in hundreds of years. Within the past fifteen to twenty years, social and economic conditions have begun to improve. As a result, pressures in rural areas for increased educational and economic opportunities are growing. In response, the GOG has begun to increase its investments in rural areas. However, the task is not a simple one given the significant cultural and language differences which exist as the result of a heritage of hundreds of years of isolation and separatism.

In 1944 Guatemala adopted a constitution which created a free public school system, open to all, and laws were passed which required school attendance. However, limited government resources, poor communications, and the impact of poverty precluded any chance of achieving these objectives. As of 1973, only 23 percent of the population has had even one to three years of school. Today, over half of the country's population is deemed illiterate, but the real figure may be much higher because the above was determined based on self-assessments during the last census.

B. Description of the Project

The grantee will be the Government of Guatemala. The project will be administered by the Ministry of Education (MOE) through a Project Advisory Committee composed of the Director of Socio-Educativo Rural, the Director of the MOE's Castellanización Program, the Director General of Education, and representatives from the Planning and Evaluation Office of the MOE (USIPE), and the Education Sector Office of the National Planning Council.

The proposed project is designed to increase access to the formal education system for non-Spanish speaking Indian children in rural Guatemala, ninety percent of whom are not in school, according to conservative figures. Since the majority of classes (99 percent) are taught in Spanish, the comprehension of the monolingual Indian child is minimal. The result is high drop-out of Indian children, especially, in the first two grades.

To increase access to the Spanish language formal primary school system, the GOG has established a pre-primary program of Castellanización toteach Spanish to monolingual (Indian language speaking) children before they matriculate into first grade. Appropriate instructional materials, however, are in short supply. The project will evaluate the effectiveness of the existing program of Castellanización (and various program mixes), while developing bilingual curriculum materials for pre-primary Castellanización and for the first two grades of primary school in four Indian languages. The project will support field testing of the bilingual education materials in 40 schools (10 per language). An evaluation will be conducted to test the importance of a number of demographic variables and the effectiveness of various mixes of bilingual education program inputs and teaching strategies in reducing drop-out rates and increasing promotion rates among Indian children. To complement the evaluation activities, the project will provide technical assistance to improve the training of bilingual Castellanización promoters and to introduce Spanish-as-a-second language teaching techniques into the curriculum of the Western Highlands Normal School at Santa Lucía.

By the end of the project the GOG will have tested a range of bilingual education conditions and techniques and will have adapted pre-primary through second grade curriculum materials for use in the four most widely used Mayan languages. Based on the relative efficiencies introduced into the primary education system by various of the bilingual techniques and comparing the relative costs of such techniques, the GOG will be in a position to modify its Castellanización Program to maximize its utility in expanding access to primary education among monolingual Indian children at a cost which the government can attend.

C. The Need

Census figures (1973) provide a clear picture of the education situation. Of the 7-14 age group, 66 percent live in rural areas. Of these, 68 percent do not attend school. In urban areas, 25 percent are not attending school. In the

Indian Highlands (almost entirely classed as rural), an estimated 90 percent of the children in this age group are not in school. At the secondary level, nation-wide, 88 percent of the 15-20 age group are not in school.

While some part of the problem of non-attendance can be attributed to the lack of opportunity (i.e., schools just do not exist), a major problem is the extreme inefficiency of the system. Though the great bulk of rural children reaching first grade age are accepted into the system, about half are promoted out of the first grade, and only 16 percent reach the sixth grade. About 67 percent of rural education resources are expended on grades one and two. Rural public school attendance has increased from 111,000 in 1966, to 216,000 in 1974, an increase of 99% almost 100 percent. In this same period of time, rural private school attendance has remained constant at 26,000 students.

D. The Castellanización Program

Several decades ago the GOG began deploying teachers to instruct Indian children primarily in oral Spanish in a pre-primary school year called Castellanización. The object was to prepare Indian children for entrance into the Spanish speaking school system. By 1964, 838 monolingual Spanish-speaking teachers were engaged in this activity with little success. The Spanish-speaking teachers themselves recognized they did not have the language and teaching skills needed. As a result, a new approach was initiated in 1965 with the employment of 60 bilingual promoters based on the recommendations of a national conference on problems of rural education held in June, 1964. Currently, there are 414 promoters working in eight of the 23 Mayan languages.

Some assistance to the Castellanización Program was provided under an AID grant which terminated in 1974. The grant financed limited technical assistance to the Castellanización training staff, especially in the development and preparation of Indian language teaching materials, yearly orientation seminars for new bilingual promoters and printing costs of visual aids. Training has continued with considerable success, but the preparation of new materials is minimal.

To be accepted into the program, a promoter must have graduated from primary school, be bilingual and be motivated to participate in community activities. For all practical purposes, Spanish will be his/her second language. They must take and pass a course (cursillo) which teaches them methods of

Castellanización, methods of teaching adult literacy, and community development strategies. They must then live in the community in which they are to work. Since these promoters do not have a teaching certificate, and possess limited training, they are theoretically limited to teaching pre-primary castellanización and to acting as a teacher's aide in the early grades. In practice, however, due to the shortage of rural teachers, many promoters are teaching in the first two grades, as well as at the pre-primary level. The current MOE National Education Plan recognizes the need and allows for the interim teaching by promoters on the early primary level.

While the task of the monolingual teachers working in the Castellanización Program was simply to increase the oral fluency of Indian children in Spanish, bilingual promoters have two other objectives:

(1) To teach students to read and write in their vernacular language; and

(2) to make the transition from their vernacular alphabet to the Spanish alphabet by learning the sounds and letters that do not appear in Mayan languages.

The key materials available to the promoters are a course outline (Programa de Castellanización) and bilingual primers and booklets containing dialogues in Spanish and in the child's own language. The latter have been prepared with the help of the Summer Institute of Linguistics (SIL).

The setting within which bilingual promoters work is arduous. Seventy-two percent of their schools do not have running water, 94 percent do not have electricity, 43 percent of the communities offer no housing, 20 percent have no latrines. Only 31 percent of the promoters work in areas that have a paved road leading to the cabecera municipal* and 11 percent have to use foot paths to get to their schools; 32 percent of the promoters do not even give their classes in classrooms but use hallways, churches, and makeshift structures. Teaching materials are scarce: 12 percent of all promoters have not received curriculum guides and five percent have not even received chalk.

Part of the day (and evening) bilingual promoters work in adult education and community development. On an average, each promoter has taught 44 adults to read over a period of five years. In fact, between 1966 and 1974, the 8,687 rural adults

* Administrative center of township

who learned to read from bilingual promoters represented 40 percent of all the adults who became literate in all of the preceeding years. Eighty-five percent of the bilingual promoters have organized community committees, clubs, or cooperatives (e.g., the Committee for the Construction of Latrines, Alcoholic Anonymous, Savings and Credit Cooperatives). Over half of the promoters have helped construct roads, 61 percent have assisted in the construction of school buildings, 30 percent have helped build bridges, 56 percent have aided in the construction of latrines, 26 percent have helped introduce potable water, and 53 percent have aided the cultivation of agricultural products.

E. Statistical Relationships Between School Success and Language Fluency

The absence of defined comparison groups with similar characteristics for which data have been collected is a major obstacle in determining the relative efficiency of various approaches to rural education. Nevertheless, the few crude comparisons that have been made are illuminating. A comparison of drop-out rates, retention rates, and promotion figures for rural Highland children in general and those taught by relatively untrained bilingual promoters yields the following: a drop-out rate which is nearly one half in both first and second grade classes in comparison to those taught by monolingual titled teachers (Table I); the number of promotions in the grades taught by the bilingual promoter is also significantly higher (Table II); the number of students who fail examination at the end of the year (Table III) is lower for the bilingual promoter who teaches the first grade, but it is higher in the second grade due to their lack of training in specific subject matter.

In summary, there is a major proportion of rural Indian children that cannot take advantage of educational opportunities, even where they are offered, because of language barriers. In the few cases where a child receives linguistically relevant pre-primary training (Castellanización), the process is prematurely ended by the false assumption that a monolingual Mayan-speaking child can become fluent in Spanish in one pre-school year. Clearly, the process of bilingual education should be tested at least through the second grade of primary school. In a vast majority of the cases, rural monolingual Spanish-speaking teachers have urban outlooks and expectations; they strive for an early reassignment out of the rural setting.

TABLE I - CLASSROOM SITUATION	DROP-OUT RATES 1st. Grade	DROP-OUT RATES 2nd. Grade
Rural Altiplano students taught by monolingual titled teachers	19%	13%
Altiplano students taught by bilingual promoters.	11%	9%

TABLE II - CLASSROOM SITUATION	PROMOTION RATES 1st. Grade	PROMOTION RATES 2nd. Grade
Rural Altiplano students taught by monolingual titled teachers	48%	71%
Altiplano students taught by bilingual promoters	63%	74%

TABLE III - CLASSROOM SITUATION	YEAR-END EXAMINATION FAILURE RATES 1st. Grade	YEAR-END EXAMINATION FAILURE RATES 2nd. Grade
Rural Altiplano students taught by monolingual titled teachers	33%	16%
Altiplano students taught by bilingual promoters	26%	17%

Teachers lack written school materials that treat culturally relevant themes in a language understood by the children. Neither through educational materials nor the intervention of the teachers are students made aware of specific contributions his/her group has made. Little attempt is made to strengthen the self-esteem of the Indian child. For all these reasons, monolingual indigenous areas are isolated from the process of national development. Socially, economically, politically, and educationally, the Indian remains marginal. One way to break this cycle has been discovered through the success of the Castellanización program, with its dual formal-informal approach.

II. DETAILED PROJECT DESCRIPTION

A. Project Sector Goal

The project sector goal is to provide children of Guatemala's rural monolingual indigenous population with greater educational, social, and economic opportunities than are currently available to them. The assumptions are that for monolingual Indian children, illiteracy and lack of knowledge of Spanish are: a) major constraints on access to social development channels and b) caused primarily by low participation and success rates in the present predominantly Spanish oriented primary education program.

B. Project Purpose

To improve the linguistic and curricular relevance of rural education for monolingual, Mayan language speaking children by developing bilingual education prototypes that will serve as alternatives for improving, and expanding the pre-school Castellanización program through grade two. The project will contribute to: (a) improving elementary education by making the instructional content of greater relevance to the rural socio-economic context, (b) improving elementary education through the provision of writing and learning activities in a language the student understands, and (c) improving utilization of Guatemalan human and financial resources.

1. Curricula Relevance

This can be addressed by employing the inquiry, or problem-solving approach developed by MCE/PEMEP under a USAID grant. The curriculum materials will be adapted following this philosophy to focus on locally relevant problems in each of the four Mayan vernacular language areas selected; bilingual promoters and teachers will be trained in the use of new curriculum materials.

2. Linguistic Relevance

This can be accomplished through the preparation and utilization of curriculum materials in four Mayan languages (Mam, Kekchí, Quiché, Cakchiquel) whose speakers currently comprise 68 percent of the students enrolled in the pre-primary Castellanización program, and 71% of the students enrolled in the bilingual teacher training school in Santa Lucía Utatlán, and by expanding the didactic materials available. Project linguists with the aid of curriculum writers fluent in the vernacular language, will as accurately as possible, put

existing, new and expanded curricula materials into the student's own vernacular language. Special attention will be placed on accurate sound representation and uniformity between language wherever appropriate.

3. Utilization of Human and Financial Resources

In less than two percent of the cases, rural indigenous children have the opportunity to be taught by teachers who understand their languages. Approximately half of them drop-out or fail at the first grade level. By fourth grade, few Indian children are in attendance. It has been estimated, on the basis of 1973 and 1974 data, that it takes roughly 20 years of investment to produce a sixth grade graduate in rural schools.

C. End of Project Status

By the termination of this four-year project, key curriculum materials relevant to rural non-Spanish speaking Indian children will have been developed from pre-school through grade two in four major Indian languages. Two hundred new bilingual titled teachers plus a minimum of 600 Castellanización promoters will have been hired, by the MOE, 120 of the latter having been especially trained in the use of new bilingual curriculum materials for pre-school and grades one and two. Guatemalan expertise necessary for developing relevant bilingual rural Indian language curricula will have been developed by the MOE, with additional institutions (i.e., Santa Lucía Regional Normal School, local universities) able to lend supportive assistance.

It is expected that the role of vernacular language texts with a problem-oriented curriculum will be perceived by the MOE to be an important one, and that activities to increase the availability of relevant texts and methodologies to other indigenous students and to other language groups will be planned by the MOE. It is anticipated that the curricula adaptations produced through this project will have been given official approval for use in the relevant rural indigenous schools.

At project's end, a careful evaluation of the effects of bilingual instruction will have been carried out using various multivariate analyses to measure the extent to which bilingual instruction increases school success through grade two.

D. Outputs

1 The project will have trained four functioning curriculum development teams (one for each language). Each team will be composed of a small core of people, each of whom is fluent in Spanish and the relevant vernacular language, and who together share rural classroom teaching experience, vernacular language literacy, and training in linguistics and anthropology. This core will be provided in each team by an experienced bilingual promoter, a Castellanización supervisor ("orientador"), and a linguist with anthropological training. This core, in turn, will be aided by short-term consultants who are specialists in curriculum design, curriculum writing, sociology, mathematics, social studies, science, reading, etc., as their input is required. The teams will have accomplished the following tasks:

a. Redesign and upgrading of the on-going training for the Castellanización Program's new promoters.

b. Adaptation of a problem-solving integrated curriculum with materials (PEMEP philosophy) that are written in four languages and are culturally relevant for the children who will use them in grades one and two (Table VII).

c. Articulation and integration of different Spanish-as-a-second language teaching techniques and materials to each of the vernacular languages.

d. Adaptation of subject matter materials (math, reading, health, social studies) for each of the four vernacular language into prototype texts which include teacher's guides.

e. Evaluation of prototype bilingual curriculum guides, teaching materials, and teacher's textbook guides.

f. Field testing of all techniques and materials developed by presentation in class to 5,600 monolingual Indian children.

2 Curriculum Aids

Prototype texts, guides, and visual aids developed under this project, will be field tested, evaluated, reproduced

in sufficient quantities for the requirements of this project, and distributed by the four curriculum teams. Those prototypes which the MOE believes to be the most useful will be given to them as soon as available for mass production and subsequent national distribution by the MOE. Financing for mass production and distribution will most likely come within the context of the last implementation year of the Rural Primary School Improvement Loan (025) project.

TABLE IV

Schedule of Curricula Materials (Proposed)

			Grade	
		Preschool	1st.	2nd.
a.	Scope & Sequence adapted for Indian children	X	X	X
b.	Spanish-as-a-second language:			
	Mam	X	X	X
	Kekchí	X	X	X
	Quiché	X	X	X
	Cakchiquel	X	X	X
c.	Mathematics:			
	Mam		X	X
	Kekchí		X	X
	Quiché		X	X
	Cakchiquel		X	X
d.	Natural Science & Agriculture:			
	Mam		X	X
	Kekchí		X	X
	Quiché		X	X
	Cakchiquel		X	X
e.	Social Studies, Health:			
	Mam		X	X
	Kekchí		X	X
	Quiché		X	X
	Cakchiquel		X	X
f.	Reading & Writing:			
	Mam		X	X
	Kekchí		X	X
	Quiché		X	X
	Cakchiquel		X	X

3 Staff Development

a. In-service training courses for project staff who will be adapting curricula to four vernacular language groups (55 pm).

b. Design of orientation seminars for bilingual promoters in the present Castellanización Program.

c. Evaluation and testing instruments designed to assess learning and success of the project.

d. Fifteen Guatemalan educators capable of conducting relevant training for bilingual promoters/teachers in implementing bilingual and Spanish-as-a-Second Language curricula.

4 Students Attended and Promoted

During 1980 the project will begin serving directly some 1,400 students; by 1981 about 2,800 students will be reached; nearly 4,200 students by 1982 and at the end of 1983, approximately 5,600 students will have participated in the project as direct beneficiaries. At the end of 1982, approximately 35,000 students will be indirect beneficiaries, having received their vernacular-language instructional materials from the mass distribution of project prototypes effected by the MOE outside of the specific confines of this project.

5 Research Results

One of the major returns of the project will be the data generated and analyzed to provide the MOE with objectives guidelines to decide which conditions and delivery strategies are appropriate (in terms of efficiency and relevance) to improve and expand the bilingual education program.

E. Inputs

USAID will finance the following contract personnel: 1 Project Advisor/Bilingual Education Specialist (48 pm), 1 Associate Advisor/Curriculum Development Specialist (45 pm); 4 Linguists (146 pm), 4 Mayan Language Writers (176 pm); 2 Guatemalan Curriculum Specialist (94 pm), and 5 Secretaries (240 pm), Short-Term Specialists, e.g., evaluation and materials development, rural sociologist, anthropologist, and research

assistants, subject matter specialists, field interviewers (177 pm), 2 illustrators (32 pm), Guatemalan Project Director and 2 Administrative Assistants* (120 pm).

MOE will provide the following project personnel: 1 Project Director (24 pm), 1 Assistant Director for Administration (24 pm), 2 Guatemalan Curriculum Specialists (88 pm), 4 Bilingual Orientadores.(188 pm), 124 Bilingual Promoters (4,320 pm), 5 Drivers/Messengers (232 pm), 2 Illustrators (88 pm).

In addition, the MOE will pay the salaries of 600 to 800 new bilingual promoters and bilingual teachers and USAID will cover $40,000 of personnel training costs, $40,000 commodities (five jeeps at $8,000 each), teaching and demonstration equipment, $20,000 materials and supplies at $20,000, and $200,000 of other costs.

The GOG will cover approximately $27,000 for training of personnel, training and school facilities, office space, and $36,500 for other costs.

F. Project Design

1. Project Premises

This project is based on the following premises:

a. That limiting the teaching of Spanish-as-a-Second Language to one pre-primary year is not sufficient to prepare indigenous children for course work conducted entirely in Spanish.

b. That to continue the Castellanización process, with its emphasis on learning Spanish-as-a-Second Language, through grade two will provide a more adequate bridge to instruction conducted entirely in Spanish by grade three.

c. That teaching of curricula in vernacular languages through grade two will result in higher scholastic achievement.

d. That student achievement will be enhanced by having bilingual promoters deliver subject matter content through the student's mother tongue.

*Guatemalan Project Director and 1 Administrative Assistant for first 2 years of the Project

e. That bilingual promoters can be trained to effectively teach grades one and two, in addition to the pre-primary Castellanización year.

f. That learning will be enhanced by the production, dissemination, and utilization of textual materials that are based on an integrated, problem-solving methodology.

g. That learning is further enhanced by textual materials that are written in the mother tongue of the students.

h. That the most important grade level to initiate mother tongue learning is pre-primary followed by first, and then second grade.

i. That the use of a child's first language in school increases the child's success, motivation, and self-respect.

j. That raising a linguistic and cultural group's self-esteem increases their willingness to integrate themselves into a national development context.

k. That raising the achievement of poor, rural students must involve a managerial system that delivers the necessary scholastic supplies and materials to the classroom.

l. That integration of a vernacular-language educational system into the national educational system must involve both bilingual and monolingual Spanish-speaking educators in the development process.

m. That community development is a necessary component of rural education.

n. That the GOG/MOE desires to carry out those sections of the National Education Plan that relate to indigenous children.

2. Project Location

There are 23 native languages spoken in Guatemala in addition to Spanish. The current Castellanización Program works with eight of these languages (Kekchí, Pocomchí, Quiché, Ixil, Kanjobal, Aguacateca, Mam, Cakchiquel). In order to provide assistance to a significant portion of the population and to limit the difficulties of developing vernacular textual

materials to a manageable number, this project will be implemented in the four languages with the most potential users (68%) of the students currently enrolled in the Castellanización Program. The languages selected are: Kekchí, Quiché, Mam, and Cakchiquel.

Geographically, the present Castellanización Program in these four languages is functioning in 12 Departments. To facilitate project management, one Department per language will be selected for inclusion in the bilingual curriculum development phase of this project: Kekchí-Alta Verapaz, Quiché-Santa Cruz, El Quiché, Mam-Huehuetenango, and Cakchiquel-Chimaltenango.

3. Project Beneficiaries

The primary beneficiaries are the following groups drawn from the marginal and sub-marginal rural population: a) children between the ages of seven and approximately 12 or 13; b) adults who become literate as a result of after hours work on the part of the bilingual promoter; and c) members of the community at large as a result of promoter participation in community action programs. The secondary beneficiaries are: a) the 150 to 200 new promoters trained per year and who come from and will return to the villages where the program will be implemented, b) existing promoters who will undergo intensive in-service training as a result of this new program in bilingual education, and c) the approximately 35,000 students, and 900 bilingual promoters and teachers who receive the materials developed by this project when distributed by the MOE to schools not included directly in the projects.

G. Project Management

This project will be managed by the MOE's USIPE and the Castellanización Department of the División de Socio-Educativo Rural (see organizational chart p. 39) The following 24 professionals and other semi-professionals will comprise the salaried members of the project implementation unit. (In addition to full time members, short-term consultants will augment the unit, the number of which will depend on the need.)

AID	MOE
1 Project Advisor/Coordinator (Bilingual Education Specialist, 48 pm)	1 Guatemalan Project Director (24 pm)

AID	MOE
1 Associate Advisor/Curriculum Development Specialist, (45 pm)	1 Guatemalan Assistant Director for Administration (24 pm)
4 Linguists/Anthropologists (146 pm)	2 Illustrators (88 pm)
4 Mayan Language Writers (176 pm)	2 Curriculum Specialists (88 pm)
Short Term Specialists, e.g., evaluation and materials development, rural sociologist, anthropologist, research assistants and subject matter specialists (112 pm)	4 Bilingual Orientadores (188 pm)
2 Guatemalan Currciulum Specialists (94 pm)	4 Bilingual Promoters (188 pm)
2 Textbook Illustrators (32 pm)	
2 Guatemalan Assistant Director* for Administration (72 pm)	
1 Guatemalan Project Director* (24 pm)	

The following non-professional staff will assist the professional personnel.

AID	MOE
Field Interviewers (65 pm)	120 New Bilingual Promoters (4132 pm)
1 Spanish-English Bilingual Secretary (48 pm)	4 Drivers/Messengers (232 pm)
4 Secretaries (192 pm)	

The implementation unit, including support staff, will be organized into one unit, of which the four curriculum adaptation teams will comprise a part. Each team will consist of a three-person professional core of one bilingual orientador,

*Project Director and 1 Administrative Assistant for first 2 years of the Project

one bilingual promoter, and one linguist with anthropological training. Each team will also have data gathering responsibilities and will, therefore, be complemented with interviewers, as needed, and will also have short-term consultant inputs and the constant guidance of the long-term advisors.

In addition to adapting the curricula to vernacular languages and Spanish-as-a-Second Language needs, the teams will provide input into the training of promoters and bilingual teachers. The training will also include group dynamics, planning, project implementation, budgeting, and management skills, which may all be expected to increase the administrative skills available in the Castellanización Program as a whole.

Data collection will be coordinated with the Research Department of USIPE. Identification of data needs will be the responsibility of each team and data analysis and special evaluation requirements will be financed and contracted by USAID and the MOE.

Thus, the role of the USAID funded technical advisors will primarily be to provide fresh technical input to the curriculum adaptation unit and to assist the four teams in the accomplishment of all bilingual curriculum-related tasks, as well as evaluation of the various delivery combinations. Approval for line item expenditures will require the joint signatures of the MOE project director and the USAID contract advisor.

H. Project Evaluation

1. Evaluation Purposes

The project will be evaluated throughout its four year life. The purposes of the evaluation activities will be:

a. To provide the MOE with sufficient information on appropriate designs and implementation strategies of bilingual education to be able to establish sound policies and develop relevant education services in vernacular languages through grade two.

b. To provide the MOE technicians with appropriate feedback to aid in the development of bilingual materials and curriculum best suited to the needs of the rural Guatemalan Indian child.

2. Evaluation Questions

The evaluation design will seek to provide answers to the following specific questions:

a. Are attendance, drop-out, retention, and promotion rates affected as the result of instruction in the vernacular?

b. Do children learn more content related subject matter when taught in the vernacular?

c. Are the established techniques for teaching Spanish-as-a-second language replicable in the Guatemalan multilingual situation?

d. Is vernacular language instruction comparably effective at the pre-school, first, and second grade levels?

e. What input variables are consistently associated with program success?

f. What level of attendance is necessary for minimal acceptable grade-level achievement in terms of an individual child?

g. To what extent have curriculum adaptations, promoter/teacher training, classroom support systems and project management been adequate?

h. What is the relative effectiveness of bilingual education at grade levels pre-primary, first, and second, in terms of creating student readiness for Spanish language instruction.

i. Is school wastage principally a function of linguistic and curricular relevancy, or are variables such as seasonal migration and poverty levels of greater predictive importance?

Baseline studies will include characteristics of students, teachers, schools, and communities in the 40 project sites (10 treatment schools X 4 languages) and also in an equal number of comparable schools. While some of the baseline data will serve to identify comparable project and reference schools (through

factor analysis), thus aiding in the initial selection of sites, other data will serve to describe characteristics that may be affected over the course of the 4-year project as a result of project intervention. Some of these latter characteristics are as follows:

Student variables: the number of students enrolled, tested, passed, failed, and drop-outs by grade level, by year.

Teacher variables: the number of bilingual promoters and/or teachers, by year.

School or Program variables: the extent to which improvement occurs in the physical conditions of the school and classrooms, and in the number of school hours per week or the grade levels per school or the availability of non-formal or adult education and in the availability of didactic materials.

Community variables: involvement of the community in school affairs; use of the native language and Spanish (by domains); opinions of community leaders regarding the effectiveness of the school and the role of vernacular languages in pre-school and primary school education; involvement of teachers and/or promoters in community affairs.

(A more complete listing of both input and intervening variables, and of outcome measures, appears in Annex 4 . The baseline survey form that is currently being applied to 120 communities appears in Annex 6 .)

After final site selection is made, and project implementation begins, additional data on teacher and student characteristics will be collected by the project's research personnel. These include: student age, sex, attendance rate; teacher training (titles), language fluency, work cohort combinations (e.g., work alone or with a monolingual aide, etc.), age, sex, ethnic origin.

Since an average of 1975 new bilingual promoters will be trained every year as part of the on-going Castellanización Program and an average of 75 bilingual titled teachers will graduate from the Normal School, it was decided to evaluate those graduates who are assigned to project schools over the four year life of project. The evaluation of these bilingual promoters and teachers will include rating of individual

performance in initial training, periodic in-service conferences and seminars, teaching in the classroom and in extra-curricular community action programs.

3. Evaluation Activities

Two types of evaluations are to be implemented. The first will focus on the management process and will suggest ways for more cost-effective administration of the project. The second will employ a multitrait-multimethod approach to compare student achievement across a variety of conditions. Comparison of these conditions and their effect on Indian children's learning will be satisfied through matched-group random selection (first grade bilingual vs. monolingual); in other instances, where random placement of treatment is not possible (e.g., bilingual Castellanización vs. monolingual Castellanización), a design employing the methodology of a continuity-discontinuity regression analysis will be used. In addition, through on-site observations, salient student, teacher, school, and community characteristics (see Annex 4) associated with student success will be tabulated and these scaled inputs will be correlated with outcome measures (test scores, teacher grades, promotion/retention rates, etc.) through multiple regression analysis to identify those variables most affecting program success.

Another research and evaluation issue is the design of sound subject matter and Spanish-as-a-Second Language curricula to be implemented in four languages during the second year of the project, and their best delivery. Data will continue to be gathered during implementation in both pilot and non-pilot schools. Ten promoters in each language (a total of 40 for the four languages) will be trained to implement the new curricula and their performance will be continually monitored and the promoters will be required to provide inputs on specific problems they may encounter.

A differentiation will be made between combinations of different types of teaching personnel in both treatment and control schools which will be correlated with the specific outcomes of the treatment themselves, throughout the life of the project.

As specific research needs are identified they will be subcontracted to local universities or other agencies as appropriate. (i.e., What areas of first grade instruction present the most difficulties to promoters; what special adaptations in classroom activities are essential for the Kekchí culture.) (See Table 4 , p. 2).

I. Implementation

1. MOE's Role

A Project Agreement will be prepared for signature by the Ministry of Education, and the National Planning Council (CNPE). The MOE will be the implementing institution. An Advisory Committee will be formed to aid coordination of the project, and its members will include representation of the National Planning Council and USIPE, especially its curriculum department which is also responsible for developing materials for in-service teacher training financed under AID Loans 025 and 029.

2. USAID's Role

The USAID will monitor project implementation. An increase in USAID Education personnel is not anticipated. The activities envisioned are similar to the Teacher-Training, curriculum and materials development that USAID has supported in the past in Guatemala and in other Latin American countries.

It is expected that Mission guidance will be required in the selection of technical personnel.

3. Implementation Plan*

The implementation of this project will be agreed to by the MOE, CNPE, and USAID through the negotiation of a Project Agreement. The Mission foresees few problems in implementation as there is agreement between the MOE, CNPE and USAID as to the objectives of this bilingual education program and to its feasibility. To date, project planning discussions have been collaborative with the MOE and CNPE contributing significantly to the design of the project.

Curriculum review, textbook preparation and teacher training are familiar activities within the MOE. Developing Mayan-language texts is a new activity, and it requires some new orientation which has been built into the present project.

Other than AID/W approval, it is anticipated that no further approvals will be required. The project plan is specific and implementation can begin when funds and technical assistance are made available, following signature of the Project Agreement by the MOE, CNPE, and USAID.

*See Annex

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

a. A technical assistance contract(s) will be awarded by USAID.

b. Commodities will be purchased by USAID/Guatemala or its contractor(s).

c. The MOE, USAID and contractor will prepare a budget for direct cost expenses to cover local expenditures. Upon approval by the USAID Director (or designee) the USAID Controller will advance an approved amount on a rotating basis to the contractor to cover project expenses.

4. Activities - First Year

The four curriculum adaptation teams will be formed at the onset and will continue to function for the duration of the project. The major portion of project activities will be carried out by these teams in coordination with the specialized training unit for promoters of the Castellanización Program, the Santa Lucía Normal School, other relevant MOE units, and the necessary external technical assistance. Each team will assume the following responsibilities for each language and all four teams will work with Spanish-as-a-Second Language teaching techniques.

a. Curriculum Development

1) To determine the best curriculum/materials content, as well as the best implementation strategy mix. A curriculum/materials and promoter/teacher training plan will be followed in each of the four languages. Project schools will be selected and a new bilingual curriculum will be implemented. Comparison data will be continuously gathered to provide constant synchronic comparisons with similar types of non-project schools.

2) To review the curriculum needs of rural Indian children in light of the existing Castellanización Program and order these according to priority, then redesign and upgrade the training program for new promoters. The design and general objectives will introduce the problem-solving approach with a view towards improving the overall effectiveness

of the month-long orientation seminar carried out each year. Improvement at this level can be expected to increase continuity of teaching methodology between the pre-primary level and first three grades. (Actual training will be funded in part under the L-025 project).

3) To identify the irreducible minimum of key concepts per subject that are essential for progressive learning. This will be done for the preschool year during the first year of the project and will be extended to include first and second grades in subsequent years.

4) To adapt the PEMEP basic problem-oriented curriculum by providing instructional materials that are linguistically and culturally relevant for the first grade in four vernacular languages and in Spanish-as-a-Second Language.

The teams will use the scope and general objectives for each year as developed by the PEMEP project. First, the teams will identify those activities suggested by the PEMEP Teachers' Guide that are critical for sequential learning, then suggest alternate activities where appropriate, based upon particular cultural characteristics of the target students in each language group. Second, they will establish priorities for subsequent materials development in the four language areas. Third, the teams will adapt, field test and then revise, vernacular language curriculum materials. The materials for the preschool level will be developed during the first year of operations, and tested through a direct application in the pilot schools in the second year (February through October), and will be revised between November and December. This sequence will be repeated for developing, testing, and revising prototype materials for first and second grades. Thus during the second year, testing of preschool prototypes, and development of first grade materials will take place concurrently. During the third year, second grade materials will be developed, and first grade prototypes tested and revised; and finally, in the fourth year of operations, second grade prototypes will be tested and revised. And fourth, to provide continuity between the Castellanización Program and new bilingual teachers graduating from the Normal School, the curriculum teams will review Spanish-as-a-Second Language teaching techniques and materials already in use at the Normal School. Additional techniques/methodologies will also be presented, tested and evaluated.

b. Materials Development

1) Spanish-as-a-Second Language Materials

The team members charged with the task of production of Spanish language materials will identify or develop a sequence of appropriate materials for Castellanización, first and second grades. Since the difficulties to be encountered by a speaker of Mam learning Spanish differs from those encountered by a speaker of Kekchí for example different Spanish-as-a-Second Language materials will be developed as needed for each vernacular language area.

2) Subject-Matter Materials

The team members charged with adapting curriculum to one of the four vernacular language areas will develop activities to teach the basic principles appropriate for Castellanización, first, and second grade including health, hygiene, math, natural science, social studies, agriculture, manual arts, and home economics.

3) Integration of Materials

Problems that lend themselves to an integrated multidisciplinary approach will be identified. The teams will develop for Castellanización, first and second grades, a series of these problems which will then be distributed and tested. Table No. IX on page 51, presents a summary of teaching and training activities, and also use of bilingual education curriculum/materials.

c. Selection and Training of Promoters, Teachers and Staff

All key personnel employed in the execution of this project will participate in training sessions. The project director, in cooperation with project co-workers will develop a plan of pre-service training for the members of the four curriculum adaptation teams. The teams, in turn, will cooperate with the Teacher Training Unit of the Castellanización Program in developing three types of training programs: in-service training for the bilingual promoters who will participate in field testing of materials, an annual training program for future users of the developed materials, and on-the-job in-service training for users of the curriculum materials developed by this project.

1) Training of Promoters

The annual one-month training seminars for the bilingual promoters who work in Castellanización (in 8 languages) will be the responsibility of the bilingual orientadores and teacher trainers from the Castellanización Program. All promoters and teachers who field test techniques and materials developed by each curriculum language team, will be trained in their use.

2) Teacher Training

Training of new bilingual teachers in teaching Spanish-as-a-Second Language will be carried out at the Normal School located at Santa Lucía Utatlán, Sololá. This AID Loan (L-015) financed school graduated its first class of 83 students in November, 1978. Presently, an evaluation of the school's curriculum is underway and the results will be available to this project's technical personnel. Modifications of the curriculum may be expected to include the need for additional skills training some of which will contribute directly to improving the Spanish-as-a-Second Language teaching techniques of new graduates. A "catch-up" seminar for 1978 and 79 graduates will be designed and presented, and the results evaluated after the participants have field tested the new techniques. Project technicians will then work with the Normal School teaching staff to improve and integrate new skills into the modified curriculum. Additional consultation by the project's technical group will be provided on an as-needed basis.

d. The criteria for selection of promoters/teachers and sites to be included within this project during the first and subsequent years (beside language and department) will include to the extent possible the following priorities: 1) promoters who have taught two or more years; 2) promoters in the upper three quarters of the "success bracket" as judged by the Castellanización orientadores who supervise their work will be selected; 3) sites deploying bilingual teachers on the first and second grade levels.

e. Isolation of Social Factors

Program implementation will be preceded by a preliminary analysis to identify the following social factors in both the communities selected for bilingual education and the control communities:

1) The nature of the local cofradía and hermandades structures (religious brotherhoods who have traditionally been very powerful in community affairs),

2) The identification of the town elders or principales, to seek out their attitudes on education and related matters,

3) Previous programs such as literacy training sponsored by the Catholic Church or Evangelical groups and what impact they may have had, if any,

4) The identification of any nearby finca or large enterprise which draws on the local populace for labor or other services,

5) The extent of community involvement in temporary migration to the coast, and

6) The extent of involvement of local priests or other religious personnel in community activities.

This preliminary analysis will be done as early as possible so special strategies can be planned to facilitate implementation.

5. Activities - Second Year

a. Castellanización

During this year the new promoters trained in improved curricula will begin teaching at the pre-primary level. Their progress will be monitored and feedback will be generated as to problems or improvements to be included in the training program of the next group of promoters.

b. The process of identifying key concepts of preschool learning will be expanded to include first grade, which will be used in the implementation of bilingual second grade curricula in the third year (1981) of this project. The problem-oriented integrated curricula will continue to be adapted, including alternative activities, to regional/cultural characteristics. Promoter will be afforded practical learning laboratories geared to increase their abilities at integrating academic

fields through the use of day-to-day problems and local resources. New techniques for first grade in the four languages and Spanish-as-a-Second Language will be presented and tested.

c. The forty bilingual promoters and/or teachers trained in the new first grade curricula will begin teaching at that level as well as continuing with the new pre-primary activities.

d. Curriculum materials prototypes for the preschool level will be given to the MOE for widespread printing and national distribution.

6. Activities - Third Year

a. During this year an average of 175 additional bilingual promoters will begin teaching at the pre-primary level using improved curricula by way of orientation and in-service training seminars. Improvement of the curricula is, therefore, a continuing process for the duration of the project. Selection and training of 40 new promoters and/or teachers will be carried out and they will work in the original project schools at the pre-primary level.

b. Key concepts will be identified to be used in the testing and implementation of a second grade curriculum in four language areas. The curricula design will draw upon the experience of the program during the previous two years. The feedback from promoters/teachers in the individual communities will continue to be important to the project.

c. Seminars and in-service training will continue to update staff and promoters/teachers in new techniques and expanded curricula.

d. Prototypes of the first grade curriculum materials will be given the MOE for national distribution.

7. Activities - Fourth Year

a. The Castellanización Program will add another 175 new promoters. Final revision and changes will be made in their training program, and personnel and staff will receive final training in continuation of the Program for subsequent years.

BEST AVAILABLE COPY

b. The second grade curr[illegible]a will be field tested and implemented in 4 langu[illegible] communities. The preschool and first grade curricula [illegible]e undergone required modifications and improvements and will be completed. All Spanish-as-a-Second Language and subject matter materials in all three levels will undergo a co[illegible] comprehensive examination to identify the most appr[illegible] terials for wider dissemination.

c. The final phase of the experimental design will be applied; a comparison of baseline data with project outcome will be carried out, and an analysis of student progress data compiled during the last 3 years of the project will also take place. As appropriate, student progress data will be correlated with baseline data, delivery strategy data, and other project input data.

d. Prototypes for the second grade curriculum materials will be given the MOE for national distribution during the fourth year of the project.

In the project's fourth year, 4,200 students, as direct project beneficiaries, will be learning through both Spanish-as-a-Second Language techniques and materials and vernacular language curricula. Students reached as indirect beneficiaries will be approximately 7,000 children who will have been taught by 300 bilingual titled teachers using Spanish-as-a-Second Language techniques in a bilingual curriculum. The total student population reached by the Castellanización Program in 1983 will be 35,000.

J. USAID Mission Evaluation Plans

Four project development evaluations will be undertaken by an evaluation committee composed of MOE and USAID personnel. The first evaluation will be executed one year after the initiation of the project; to assess if the project is being implemented as planned, to identify implementation bottlenecks, and to seek corrective actions (implementation evaluation). The second and third evaluations, spaced at twelve months intervals will assess to what extent reasonable progress is being made toward achievement of the project objectives and to determine if any adjustments are necessary (progress evaluations). And finally, the fourth evaluation will examine the

results of the project in relationship to its overall purpose (outcome evaluation).

K. Other Donors

No other donors have indicated interest in funding this project.

III. PROJECT ANALYSIS

A. Social Soundness Assessment Summary

1. Methodology

The complete social soundness assessment is presented as Annex 3 of this PP. The methodology for the assessment included the review of available literature related to rural education in Guatemala in general and the Castellanización Program in particular, reports and evaluations of bilingual education programs in other countries, and formal and informal interviews with sociologists, anthropologists, linguists, and educators who are now working or have previously worked in the Guatemalan Highlands, and a sample survey of 24 communities (six per language group) where the Castellanización Program operates. This assessment took 30 days of anthropological field work. As possible constraints were identified they were evaluated against the basic preliminary project design. In fact, the assessment was a very useful exercise and proved to be of considerable help in examining preliminary project design and implementation plans.

2. Profile of the Target Population

a. Location

The rural indigenous target population of this project are the Mam, Cakchiquel and Quiché speakers of the Western Highlands, and the Kekchí who live primarily in the Central Highlands. While culturally and linguistically diverse, these four groups comprise the marginal and submarginal majority of the Guatemalan rural population. Traditional Indian groups engaged in subsistence farming predominate the area. Though the majority of the Indian population remain rural - in many cases isolated, the idea of change, social justice, and the desire for improvement can be found in even the most remote aldea.

b. Social Organization

The family is the most important unit in providing for the needs of the individual. Even though males play a dominant role, women participate in making the decisions which affect the household, and especially children. Social rank is widely recognized as important, and is a function of economic status, age and prestige. Women play an important economic role in the Indian communities, participating in activities such as retailing of small farmer agricultural produce and elaborating handicrafts. Women have some say in development-related family decision-making (matters such as whether or not to make a productive or consumer investment, how long to keep children in school, what nutrition or health care to purchase with disposable income, whether or not to contracept, and even perhaps what to plant and where to sell it).

3. Findings

Some of the principal findings of the social soundness analysis deal with the following five project planning factors: economic inputs, curriculum development, vernacular language teaching, seasonal migration, and support for primary education.

The assessment substantiates the idea that education is desired by indigenous parents for their children though recognizing that their economic inputs, as part of the extended household labor force tend to be considered more important. This economic factor, as well as language problems and a not very relevant curriculum, are considered key determinants of absenteeism, repetition, and high drop-out rates among Indian children, few of whom progress beyond the first two grades. The assessment points out that because of their ethnic background and linguistic skills, the bilingual promoters will be able to find out how prestigious men and their wives feel about the value of education and teaching in the vernacular language. Acceptance of teaching in the vernacular language cannot be taken for granted. Some Indian parents experience initial reservations about the desirability of having their children learn to read and write in their own language (however positive the theory behind it). Recognizing the sensitivities of approaching the community leaders on these issues, in-service training has been built into the project to sensitize bilingual promoters and teachers to techniques gaining community support.

A complicating factor which must be addressed during each phase of project implementation is the effect of seasonal migration on school attendance and completion. It is estimated that as many as 500,000 agricultural laborers are seasonally employed; most come from the Western Highlands region and are usually accompanied by one or more dependents. Though there is a high degree of complementarity between peaks and troughs of labor demand between the Highlands and Coastal Region, there has been a severe effect on school attendance during the first two months of the school year. The MOE, however, plans to begin the 1980 school year one month later on an experimental basis which would be a partial solution to the problem.

The expansion of primary education has been fraught with expected and unexpected difficulties, many of which relate to assigning monolingual Spanish-speaking teachers (prepared for the urban classroom) to monolingual Mayan-teaching situations. There is concrete evidence, however, that bilingual promoters can and do help to improve the attitude of parents regarding school attendance. This has been demonstrated in terms of lower drop-out and increased retention rates which have led to higher promotion of Indian children at the first and second grade levels. Bilingual education project sites will be selected where there has been a history of demand for preschool and primary education in general, and support for bilingual Castellanización in particular. This will be accomplished by selecting sites that have had a positive experience with bilingual preschool programs.

The constraints surfaced in the assessment, while they must be dealt with creatively, are not expected to create major road-blocks for project implementation and/or project success. Project sites will be selected because of the positive attitude already demonstrated by the community toward bilingual Castellanización programs.

Since new classrooms and communities are not included within the context of the project, it is reasonable to believe that constraints will be limited to those which have already surfaced, and will by necessity (e.g., seasonal migration) be the object of continual analysis.

4. Spread Effect and Beneficiaries

The spread effect of the project is expected in terms of the development of a culturally and linguistically

adapted curriculum, related materials, and improved training for bilingual promoters and teachers serving four vernacular language groups which represent 68% of the Indian population. The direct beneficiaries are those MOE personnel and the 35,000 students who by 1982, will have received their vernacular-language instructional materials from the mass distribution of project prototypes effected by the MOE outside of the specific confines of this project. Social consequences may arise in terms of the increased pressure manifested by the target population for more bilingual teachers than the system is presently training, as well as for additional facilities which require capital investment which must be addressed by GOG education sector planners. The demand for facilities may, however, be satisfied somewhat through the new Interamerican Development Bank loan for rural primary schools.

B. Economic Analysis

The bilingual Education Project is designed to identify means by which the GOG may improve its rural primary education program for monolingual Indian children. Improvements are expected both in terms of program efficiency, and overall social returns. In addition, the Bilingual Project will generate important student flow and cost data essential for rural education planning.

1. Internal Efficiency Improvements

Internal efficiency improvements resulting from structural changes in the formal education system can be quantified in terms of improved intra-system flows and corresponding decreases in average unit costs. Using a system approach we can treat "graduates" of the relevant academic cycle as the output of that educational system and the costs of maintaining that system as monetized inputs. Empirically, there is a positive correlation between the average length of time required to complete an academic cycle and the average cost per graduate. Therefore, the efficiency of the system can be measured either by comparing the actual time required to complete the academic cycle with the amount of time programmed for the cycle, i.e., flow analysis or by calculating the average cost per graduate. Thus to the extent that student repeater and desertion rates reduce net system flows, unduly high average costs per graduate will be observed.

The bilingual education project aims to increase outputs by 20%. This figure was derived by extrapolating the increased promotion rates (15%) observed when preschool

Castellanización programs are taught by bilingual promoters and by projecting similar efficiency gains observed in the PEMEP programs as a result of student-teacher ratios of 40 or less, teachers who teach three or fewer grade levels, and classrooms that were provided with adequate student learning materials. The 20% figure is somewhat ambitious, given the fact that the bilingual promoters will be engaged in an uneven curricular flow (i.e., the materials will be imperfectly sequenced and there will be interruptions between units) and will be using previously untested materials. Considering these circumstances, a 10% improved output increase would signify project success. On the other side of the continuum, an increased output rate of over 20% probably is not realistic, given the endemic problems of poverty and seasonal migration within the target population.

Available figures (1971) on the output of the rural public education program indicate that the internal efficiency rate for grades one through four was 32 percent.1/ For a representative rural public education program (grades 1-4) a 32 percent efficiency rate would yield 230 fourth grade completers out of 1,410 first grade entrants. A targeted 20 percent output increase would represent a 38 percent efficiency rate and an output of 276 fourth grade completers out of 1,410 first grade entrants - a gain of 46 completers. In terms of costs, this implies a 17 percent reduction in average cost per completer, assuming no significant recurrent costs following the structural change.2/ Thus as a result of this increased efficiency, this project will enable the MOE to increase the number of fourth grade completers with no significant increase in the total MOE budget.

In 1977, 13,281 children were reported as enrolled in the Castellanización Program, of which 8,022 were reported as promoted to the first grade. Although the promotion rate of these children through the fourth grade will not actually be known until 1981, it is expected their promotion will be low, as they will not be able to perform adequately in Spanish. Accordingly, the Bilingual Education Project will compare promotion rates (to the fourth grade if possible, or

1/ Internal efficiency = $\frac{\text{graduate class X number of grades}}{\text{sum of grade entrants}}$

2/ This is equivalent to an elasticity of efficiency with respect to average cost of -.85. That is, for every 1% increase in efficiency there would be .85% decrease in average cost over this range.

third grade at least) of monolingual Indian children receiving only one year of Castellanización instruction (the control group) and monolingual Indian children receiving three years of bilingual instruction (experimental group). The cost effectiveness of three years of bilingual instruction vs. one year of Castellanización in promoting monolingual Indian children through the first cycle of primary education will be determined by this demonstration project. In 1983, the eligible cohort (monolingual Indian children) will be approximately 700,000, and the GOG will be making efforts to expand the Bilingual Education Program. Such an undertaking will depend for its design, reach, and scope, on the findings of the Bilingual Project.

2. Social Returns

The Bilingual Education Project is designed to operate in grades pre-primary through second. However, the impact of the project, in terms of reduced desertion and repeater rates, will result in improved efficiency throughout the first four-year education cycle. Therefore, social returns are calculated on the basis of the additional number of fourth grade completers, resulting from improvements in internal efficiency attributable to the project.

Based on data contained in the Sector Assessment, the discounted lifetime stream of earnings associated with a rural fourth grade education attainment level is about $754. The discounted cost of rural primary education through the fourth grade is estimated at $320 per completer. Thus the difference between the discounted benefits and costs yield a net social return of $434 per fourth grade completer.

It is estimated that the Bilingual Education Project will directly affect some 5,600 pupils by the year 1983. Assuming that increased fluency in Spanish can reduce repeater and desertion rates sufficiently to raise the internal efficiency ratio from .32 to .38, we can reasonably expect net social returns of roughly $20,000 per year for an indefinite period resulting directly from the project.1/ This would not include benefits accruing to the indirect beneficiaries, that

1/ This assumes no replication of the project but only an incorporation of the project into the existing rural education system upon termination of AID funding.

is, the 7,000 additional pupils who would be taught by titled bilingual teachers trained under the program nor the 35,000 pupils who will eventually be exposed to the new curriculum methods and materials within the context of this project. These benefits while real, are not readily quantifiable.

In summary, the project will generate at least two types of economic benefits. First, the project will improve the efficiency of the formal rural education system resulting in up to 17 percent reduction in the average cost per fourth grade graduate. While not a direct savings to the budget, this system allows the MOE to achieve a greater number of 4th grade completers without incurring additional costs of new facilities and schools which would be required to obtain the same results under the current system.

The second type of benefit relates to the return on human capital investment. The attainment of a fourth grade education will enhance small farmer productivity and raise future incomes. The net social return to this type of investment is $434 per graduate. Again, the relative magnitude of the social return will be a function of the success of the Bilingual Project and the degree to which the program is expanded within the formal rural education system.

The 1979-1982 National Development Plan calls for the expansion of the primary rural education program in order to provide a fourth grade level education to as many Guatemalans as possible. More specifically, the plan indicates that the Bilingual Education Program will be strengthened and expanded to the second grade to facilitate the participation of monolingual Indian children in primary education. As the Bilingual Education Project is implemented, data on inputs/outputs, cost/benefits, and the overall impact of efficiency changes on the access to education will become available.

C. Technical Analysis

The introduction of new and diferent educational curricula, to rural poor Indian communities involves a number of risks. This is further compounded by the preparation of curricula in four vernacular languages and Spanish-as-a-Second Language teaching techniques meaning there will be much trial and error in terms of both curriculum content and vernacular linguistic form. A number of strategies will be presented to minimize the risk of program rejection in individual communities.

1. Community Selection

While curriculum material is being prepared each team will also be examining communities selected for program implementation. It is here that the preliminary social analysis will be essential in order to identify communities that have the following preferred characteristics; receptivity to education and willingness to cooperate by town elders, no direct conflict with programs administered by religious and other organizations, few negative feelings about previous programs in education or other fields that have failed or been only partially successful, few vested or special interest groups (such as a large finca) that would perceive education as a threat to the future labor supply. Communities should also be selected that do not have a very large seasonal migration to the point where absenteeism would make curriculum testing impossible. The communities should be accessible to the teams so that excessive time is not lost in travel and feedback from individual promoters is not reduced. Implementation in distant villages that may also offer some resistance will come in later stages after curricula content, linguistic presentation, and specific community strategies have been established. In the beginning, implementation constraints must be kept to a minimum.

2. Promoter/Teacher Selection

If at all possible the promoter/teacher should be a native of the community in which he/she will work. He/she should have been a resident all his/her life with no long periods of absence which could cause difficulties in reincorporation and/or possible vernacular language deficiencies. The potential promoter should be on good terms with the principales and also be familiar with specific community history and present social organization so as to be able to assist in the preliminary social analysis.

3. Curriculum Content and Design

Curriculum content must be designed to reflect specific needs as well as cultural differences. The recommendation here is to place special emphasis on agriculture, health and personal hygiene, and practical concepts of environmental sanitation, in addition to basic literacy and numerary skills. Modern concepts can be combined and integrated with traditional beliefs by means of folk tales and narratives. An enormous amount of ethnographic material is available for all of the linguistic and cultural areas of the target populations. The location and selection of these materials can be carried out by

the project directors and their assistants. The ethnographic data are also necessary in the understanding and interpretation of the preliminary social analysis in the process of community selection.

Curriculum materials and school supplies should be provided free of charge in cases where they clearly constitute an economic hardship for the family and where costs of materials could make the differences between going to school or not. Obviously, this should also be done in control schools.

4. Language and Dialect Problems

Linguistic as well as cultural diversity exists within language areas. These include dialectal differences in the phonemic and grammatical structure which does, in many cases, vary from community to community. Frequently, these differences are great enough to cause problems in mutual intelligibility and communication. Since this is a research and development project where ten communities per language (for treatment) are to be chosen, the dialectal difference encountered must not be so great as to present difficulties with the use and design of the spoken and written vernacular. Furthermore, the selection and use of orthographic characters and diacritics must be standardized prior to the preparation of vernacular curriculum materials.

5. Conclusions

It will be difficult to control for all the above variables, but careful planning and implementation in both treatment and control communities should facilitate acceptance of bilingual education. Avenues of communications should be established and kept open between community leaders, parents and other interested parties, and the bilingual promoters/teachers. The promoter can then communicate all problems and suggestions to his team which can use this information in curriculum design and implementation changes.

D. Institutional Analysis

1. Compatibility with GOG/MOE Educational Objectives

The main GOG education sector goals for the period 1979-1982 are: a) substantial improvements in access to primary education in the rural areas, especially for indigenous populations; b) restructuring of curriculum content

and instructional materials to the characteristics, needs and interests of the various population groups; and c) strengthening of the Castellanización Program by extending through at least the second grade bilingual education for monolingual Indian children. The long range educational development goal in Guatemala is to provide at least a fourth grade education for all eligible children.

In recent years (1975 to 1979 plan period) the MOE has shown commitment to developing their Castellanización Program. By 1978 four hundred fourteen (414) bilingual promoters were in service, and an additional 150 were undergoing training. The number of bilingual promoters (and titled bilingual teachers) needed, however, far exceeds the currently supply.

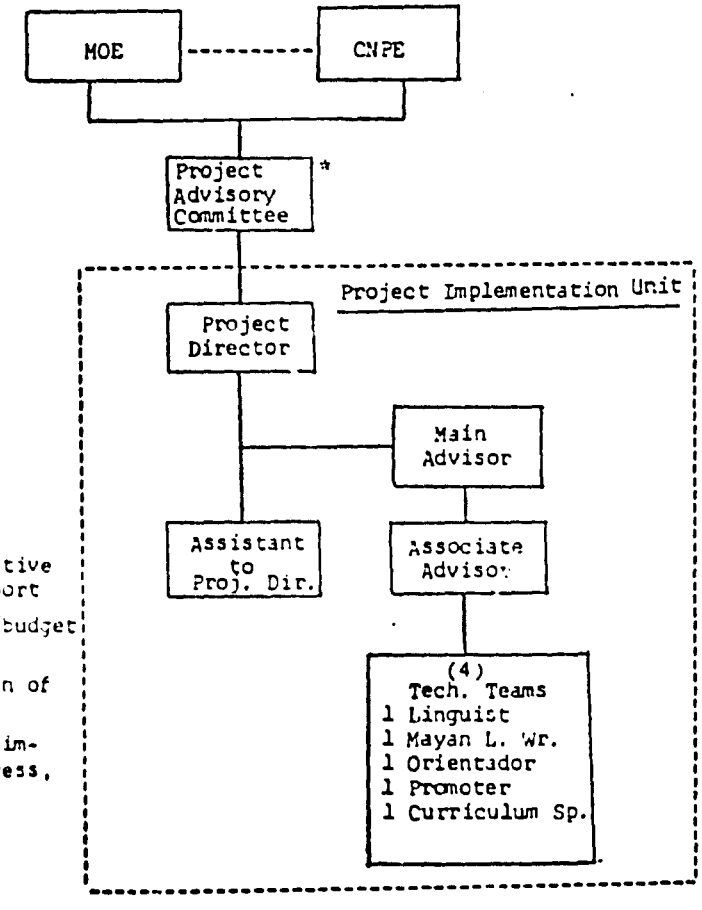
The National Education Law of 1977 strongly supports the development of programs which impact on rural Indian audiences. Consider, for example, the following articles: Article 9 -- "Diffusion of education and culture shall be done in the official language and in Indigenous language." Article 6 -- "Primary education will be extended throughout the nation, especially in rural areas." Article 11 -- "Basic literacy efforts will be backed with all the resources of the State." Article 59 -- "The Ministry of Education will give priority to basic literacy programs, and castellanización, within the plans of educational development." Article 60 -- "Attention to the cultural needs of the Indian and to his incorporation, without discrimination, into the educational process will be considered of national interest."

2. Institutional Organization

The MOE is continuing its reorganization process which began in November 1977. Since that date, the first unit to be organized was USIPE followed by the Department of Non-Formal Education (NFE). The Castellanización unit is part of the Rural Social/Educational Division, which is responsible for directing rural primary, adult, family, and community education. The project implementation unit will not be functioning outside the main Castellanización Program, so that a spread-effect can be expected in terms of improved administrative skills for overall program personnel. In addition, the SER Department does have an administrative unit which can be expected to supplement project management and implementation needs. The USAID, however, expects that the project implementation teams will be required to be responsible for and carry out the majority of its own administrative needs to insure project implementation in a timely manner. This will

include, but not be limited to, the purchase and delivery of supplies, teaching materials, texts, and teacher's guides to the school where they will be field tested. And finally, the USAID expects to provide through the Education Administration Training Grant Project (FY 80 funding) additional management training for key administrative personnel of the Castellanización and other Ministry of Education units. Therefore, after careful consideration of the experience of the various MOE elements which will participate in the project, the composition of vernacular language teams, including the USAID financed technical assistance, it can be concluded that the MOE has the basic institutional capacity to successfully carry out the project. The following chart illustrates the organizational structure and the articulation of USAID and GOG units and their linkages for project implementation.

Project Organizational Chart



*- Provides administrative guidelines and support
- Approves personnel/budget expenditures
- Approves annual plan of operations
- Evaluates projects implementation, progress, and outcome

E. Financial Analysis and Plan

The Guatemalan public sector is small for the economy it serves. Tax burdens are low (10%-12%) compared to other Latin American countries. Guatemala's public sector contribution to education is only 1.7 percent of GDP, the lowest in Central America. On the average, primary education in recent years has been allocated some 12 percent of central government expenditures, down from 12.5 percent between 1965 and 1970. The share of rural education in this total has increased however, from around 30 percent of primary level expenditures in the pre-1970 period to 47 percent in recent years. Thus, public funding of rural primary education was using 5.5 percent of current expenditures in 1973-1974, up from less than 4 percent in 1965-1966. On a per-pupil per year basis, operating expenditures (day-school) in the rural school rose from $28.70 in 1966 to $32.00 in 1972, to $42.20 in 1974. (Urban figures for the same years were $42.20, $45.90, and $61.30.) One reason for the large increase in 1974 was a raise in teachers salaries.

Six and half percent of the MOE budget has gone, in the last three years, to central administration and the provision of central services, and 11.5 percent to investments in school construction. Of the remaining 82 percent primary education takes 65 percent. Of this, 93.9 percent of the rural budget is for salaries for teaching personnel. The seven percent left over for all other rural classroom expenses severely limits a teacher's ability to innovate and the use of visual materials in support of curriculum is practically non-existent. Any such materials are usually purchased by parents, students, or teachers.

From this summary, it can be seen that GOG resources are used mostly for salaries of teaching personnel and funds are not allocated to other priority areas such as developing classroom materials.

This project's outputs will be those for which the MOE normally allocates very few resources:

(a) Developing and testing of classroom and teacher training materials;

(b) In-service training of bilingual promoters and teachers;

(c) 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 MOE training instructors;

(c) Physical facilities (schools, offices, training sites, etc.)

1. Administrative and Financial Management of the Project

It is anticipated that the implementation of the project will be handled by an institutional contract. Virtually all AID inputs, technical assistance (both imported and local), commodities, and other costs, will be channeled through the contractor. Although the MOE has had experience in the administration of the Castellanización Program, it is felt that the new and expanded efforts required by the project will require the use of an institutional contractor. This will help to assure the needed financial and administrative capability, as well as the coordinated flow and arrival of all project inputs. Also, as discussed below in the replicability section, much of these activities as related to the four languages is a one time activity and specific ongoing capabilities in these areas need not be developed. In other areas where ongoing activities will require new trained staff or new skills, it is felt that this method of supplying the technical assistance will serve this training aspect best. The MOE will transfer to its payroll the project director and one of the administrative assistants during the third year of the project, thereby further assuring a built in long-term capability to administer project type activities within the MOE. MOE counterpart contributions, while additive to current programs, evolve from ongoing activities in the Castellanización Program. Thus, the MOE has demonstrated their ability to administer and direct resources to similar program activities.

2. Cost Estimates

The proposed project costs total $2,800,000 of which USAID will finance $1,700,000 (61%) and the GOG will finance $1,100,000 (39%). The GOG, in addition, expects to hire a minimum of 150 and a maximum of 200 new bilingual promoters each year. Over the life of the project, this results in an additional expenditure of between 1.3 and 1.7 million in salaries for new

promoters. And finally, the USAID loan financed Normal School in Santa Lucía Utatlán will be graduating and the GOG hiring approximately 80 new bilingual teachers per year. During the four years the project is scheduled torun, salaries will amount to approximately $2 million.

The cost effectiveness of the project is discussed in the Economic Analyses Section and demonstrates the potential reduction in per student costs for the schools involved in the program.

Approximately 72% of the AID inputs are devoted to personnel costs covering a total of 52 individuals, both long and short term. Of these only three will be U.S. long term technicians. Costs for these technicians were calculated initially at $3,000 per work month plus an overhead of 30%, and benefits and allowances. Inflation factors of 5% were added to subsequent funding periods on all salaries, U.S. and local hire. Local hire salaries were based on current wage information. Since office space and other support items are either directly covered in the budget or will be supplied as part of the MOE counterpart, no amount has been budgeted for overhead on local hire salaries. An administrative assistant whose functions will be principally related to the contractors operations has been included within the budget. Non Personnel costs, 18% of AID budget, has been calculated using the same 5% inflation figure and is based on the estimated needs of the project for minimal commodities and supplies which will not be provided by the MOE as counterpart.

3. Replicability

While being described as a pilot project, the project is rather unique in that in order to extend or continue the benefits of the project to additional beneficiaries little or no additional cost need be incurred by the MOE. In effect, the project tests the theory and applicability of the bilingual approach and its effect on student retention and learning. It develops needed curricula which can be used in additional schools at no more cost than that of current textbooks. That which needs to be demonstrated is that the MOE has a continuing interest in, and will give priority attention to, education in the rural sector, and that they have the capacity to execute an expanding program in this area. The following chart shows the trend and relationships of the MOE budget over the last 5 years.

GOG Budget	1975	1976	1977	1978	1979
% of GNP	11.0	13.0	14.0	15.0	N/A
Amount*	397.3	553.7	797.7	942.6	1,056.0
% for Education	13.5	11.6	9.5	10.0	11.8
Amount*	53.8	64.5	76.2	90.1	124.0

* In US Millions

As can be seen, both in real terms and as percentage of the total GOG budget, education has received an increasing share. The last three GOG National Development Plans have placed increased emphasis on rural development. This trend is reflected in the MOE Education Sector Plans. The current 4-Year Plan continues the trend, as discussed above, of an increasing percentage of MOE budget going to rural primary education. While advance planning beyond the period of the project has obviously not been done, there is no reason to expect that this trend will not continue. In fact, it would be expected that social and political pressures will assure the continuation of this trend.

Through its Castellanización Program, the MOE has already demonstrated high interest and an institutional capacity to work in this area.

In 1966, the Castellanización Program served 2,840 children, with 68 promoters, and an annual budget of approximately $81,600. No funds for capital investment were available and/or required. Ten years later, in 1975, 12,000 children were served through the Castellanización Program, with 350 promoters and an operational budget of about $600,000. In 1973, a permanent director and two staff assistants were appointed, and regional supervisors (orientadores) were added to the program in 1975. In 1978, 13,662 children were served, with a field force of 450 individuals and three administrators. In 1979, the Castellanización Program is working with 614 promoters, twelve orientadores, three administrators, and 90 bilingual titled teachers, with a budget of over $1,300,000.

Because of the Government's interest in extending primary education services to marginal rural groups, the Castellanización Program was designated as a high priority activity within the Education Sector Development Plan. As a direct result, 600 more promoters and 300 bilingual titled teachers will be added to the program during the Plan's period -- 1979-1983. Therefore, by 1983, the GOG will have 1,225 bilingual promoters and about 400 bilingual titled teachers in the Castellanización Program to serve approximately 35,000 children.

The curriculum and teaching prototype materials developed by USAID through the pilot project will be mass produced by the MOE. Short-term teacher training procedures and classroom teaching strategies tested during the pilot project will be applied by the MOE on an expanded basis as appropriate -- Loan 025 funds will be used for these purposes. The Santa Lucía Utatlán Normal School (financed under Loan 015) will continue to graduate approximately 60 to 80 bilingual titled teachers annually. Again these are on-going activities affected by the project through change in methodology and increased effectiveness. Therefore, increased cost is a minimal factor.

The Castellanización Program has no physical infrastructure of its own, as regular, existing primary school facilities are normally used; accordingly, no funding requirements for physical infrastructure development are anticipated. Furthermore, using IBRD, IDB, and AID loans, the GOG is expanding the rural schools network.

Annual pilot project costs represent about half of the operational costs of the Castellanización Program, thus it was concluded that the implementation of the project (to which the GOG contributes about 39 percent) represents no serious burden to the MOE. As the GOG is providing an additional $512,000 per annum for Castellanización teaching staff (Q2,448,000 over the life of the project) it is reasonable to expect that the level of effort initiated concurrently with the project will be maintained.

4. Financial Tables

The following tables present (1) a summary of project costs by project specific input; (2) total project costs arrayed by obligation requirements and funding period by fiscal year; (3) total project cost arrayed by major output; and (4) a projection of project expenditures by fiscal year on an accrual basis.

TABLE V

SUMMARY COST ESTIMATES

Description	FX	L/C	SOURCE		TOTAL
			AID TOTAL	GOG	
PERSONNEL SERVICES	$ 533	$ 704	$ 1,237	$ 100	$ 1,337
TRAINING	-	40	40	$ 27	67
MOE PERSONNEL	-	-	-	923	923
COMMODITIES	50	30	80	-	80
OTHER COSTS	-	200	200	50	250
CONTINGENCIES	57	86	143	-	143
TOTAL	$ 640	$1,060	$ 1,700	$1,100	$ 2,8[illegible]

TABLE VI

BILINGUAL EDUCATION BUDGET
(In US$000)
(Obligation Schedule)

Persons	Description	Fiscal Year: 1979 Funding Period: 1/1/80-8/31/80 P/M	Amount	1980 9/1/80-8/31/81 P/M	Amount	1981 9/1/81-8/31/82 P/M	Amount	1982 9/1/82-12/31/83 P/M	Amount	Total P/M	Amount
	U.S. Personnel										
1	Main Advisor - Bilingual Education	8	$ 34	12	$ 51	12	$ 54	16	$ 71	48	$ 210
1	Advisor, Curriculum Development	8	30	12	45	12	47	13	51	45	173
1	Advisor, Research/Evaluation	2	9	1	5	1	5	2	9	6	28
3	Sub-Total	18	$ 73	25	$ 101	25	$ 106	31	$ 131	99	$ 411
	Overhead	-	15	-	21	-	22	-	27	-	85
	Moving Expenses	-	16	-	-	-	7	-	14	-	37
3	Total U.S. Personnel Costs	18	$ 104	25	$ 122	25	$ 135	31	$ 172	99	$ 533
	Local Contract Personnel										
1	Project Director	8	$ 6	12	$ 9	4	$ 3	-	$ -	24	$ 18
2	Administrative Assistants	16	7	24	11	16	8	16	7	72	33
4	Linguists	28	36	48	63	48	66	40	55	164	220
4	Mayan Language Writers	24	10	48	19	48	21	64	27	164	77
2	Curriculum Technicians	14	6	24	11	24	12	32	15	94	44
2	Illustrators	12	4	20	6	-	-	-	-	32	10
5	Short-term Subject Matter Technicians	10	5	10	5	10	6	10	5	40	21
4	Research Assistants	8	4	8	4	8	5	12	6	36	19
20	Interviewers	10	5	20	10	20	10	30	15	90	40
1	Bilingual Secretary	8	3	12	5	12	5	16	7	48	20
4	Secretaries	28	8	48	15	48	16	64	21	188	60
49	Sub-Total	166	$ 94	274	$ 158	238	$ 152	284	$ 158	962	$ 562
-	Fringe Benefits	-	24	-	40	-	38	-	40	-	142
49	Total Local Contract Personnel	166	$ 118	274	$ 198	238	$ 190	284	$ 198	962	$ 704
52	Total Personnel Costs	184	$ 222	299	$ 320	263	$ 325	315	$ 370	1061	$1,237
	Training										
	In-Service Training Workshops		$ 5		$ 10		$ 10		$ 15		$ 40
	Commodities										
	Vehicles		$ 32		$ 8		$ -		$ -		$ 40
	Teaching and Demonstration Equipment		5		8		4		3		20
	Supplies and Materials		4		5		5		6		20
	Total Commodities		$ 41		$ 21		$ 9		$ 9		$ 80
	Other Costs										
	Printing and Reproduction		$ 2		$ 5		$ 5		$ 8		$ 20
	Non-Personal Services		1		4		5		10		20
	In-Country Travel and Per Diem		9		17		19		25		70
	Vehicle Maintenance, Insurance and Fuel		9		23		25		33		90
	Total Other Costs		$ 21		$ 49		$ 54		$ 76		$ 200
	Contingencies		$ 11		$ 40		$ 42		$ 50		$ 143
	TOTAL AID PROJECT COSTS		$ 300		$ 440		$ 440		$ 520		$1,700
	TOTAL GOG CONTRIBUTION		$ 100		$ 215		$ 320		$ 465		$1,100
52	TOTAL PROJECT COSTS	184	$ 400	299	$ 655	263	$ 760	315	$ 985	1061	$2,800

TABLE VII

PROJECTION OF EXPENDITURES BY FISCAL YEAR
(US$000)

Fiscal Year	AID	Host Country	Total
1980	310	110	420
1981	390	231	621
1982	390	334	724
1983	357	350	707
1984	110	75	185
Contingency	143	-	143
Total	1,700	1,100	2,800

TABLE VIII

SUMMARY PROJECT COST/OUTPUT RELATIONSHIP - USAID
(In US$000's)

INPUTS	OUTPUTS #1	#2	#3	#4	TOTAL
PERSONNEL SERVICES	$ 699	$ 255	$ 123	$ 160	$ 1,237
TRAINING	--	--	40	--	40
COMMODITIES	23	19	19	19	80
OTHER COSTS	61	41	39	59	200
CONTINGENCIES	72	32	19	20	143
TOTAL	$ 855	$ 347	$ 240	$ 258	$ 1,700

Outputs

#1 Bilingual curriculum materials developed, tested, and produced
#2 Improvement of pre-primary training of bilingual promoters.
#3 Pre-service and in-service training for bilingual teachers.
#4 Baseline studies, evaluations of bilingual and comparison schools, multivariate analysis of variables.

IV. PARTICIPATION OF AND IMPACT ON WOMEN

GOG statistics show women as representing only 5.3 percent of the economically active rural population in Guatemala as the vital role they play in agriculture is not recognized by the labor classifications. Rural women make direct contributions to animal care, food processing and marketing, and are definitely partners in household decisions such as which child, if any, will go to school. Many rural women are engaged in manual arts such as weaving, basket making and other forms of small scale production.

In rural areas, according to the Education Sector Assessment (1978), the ratio of females to males in teaching and other semi-professional/technical positions is 11:2 favoring females, sixty-three percent of primary-level teachers, and thirty-six percent of secondary teachers, and about forty percent of the bilingual promoters in the Castellanización Program are female. Three case studies carried out (Engé 1978) show that the attendance of more females can be achieved by the promoter or bilingual titled teacher if she is also female. Once in school, female students appear to have a better attendance record. If more women can be encouraged to enter bilingual promoter or teaching careers, the proportional benefit of this project would be in favor of females.

The impact of education on labor-force participation is not significant at the primary level because it appears that only when women go through secondary or higher education are substantial gains in participation realized. Nevertheless, one cannot enter secondary school without first having successfully completed primary school. Enrollment figures for the 1974 Castellanización Program indicates that 60.3 percent were male and 39.7 percent were female.

Long range benefits to women will occur as more female students are attracted to the primary school program (a function of a responsive curriculum and parental trust in the teacher), or more of the female students who do enroll stay in school. This project hypothesizes that both events will occur thus providing benefits to women in excess of those occurring in non-bilingual rural schools. With increased language skills, the Guatemalan woman takes the role of "broker" with the outside (i.e., Spanish-speaking) world. With increased skills relevant to social and economic areas, the Guatemalan woman will break out of the often inferior position relegated to her at home. Another effect of increased education is the greater likelihood of using the

credit system to obtain loans for business ventures. With the substantial employment of women as teachers and promoters, they will be acting both as agents and as beneficiaries of development brought about through this project.

V. ENVIRONMENTAL IMPACT

The IEE was not submitted at the time the PID was developed and thus the Environmental Assessment is included herein.

The improvement of the Castellanización Program will be implemented within Guatemala's existing educational structure, and it will use existing school resources, including buildings. Therefore, there will be no reallocation of resources that will alter the rural environment. Furthermore, AID Handbook 3, Appendix 5.C, Paragraph 216.2 (a) and (b) of AID's Environmental Regulations do not require the preparation of an Environmental Assessment (or an Environmental Impact Statement) for such projects as (a) Education or Training Programs not directly affecting the environment and (b) controlled experimentation exclusively for the purpose of research which is confined to small areas and carefully monitored. During the initial environmental examination carried out in November 1977, the Mission concluded that this project meets the requirements of the exceptions noted above, and also, the project will not have a negative effect on the human environment. Therefore, based upon these considerations, a Negative Determination is recommended.

VI. HUMAN RIGHTS

Rural Indians experience discrimination in hiring practices, access to health, education, and welfare benefits, litigation (land rights, for example), and experience a disproportionately high rate of forced inscription into the lower ranks of the armed forces. A basic impediment to greater participation and improved human rights is their lack of fluency in Spanish and their lack of education. The emphasis on learning Spanish and on the acquisition of a functional education will provide rural Guatemalan Indians with the opportunity to exercise more effectively their social, economic and political rights.

TABLE IX

SUMMARY OF TRAINING AND TEACHING ACTIVITIES IN BILINGUAL EDUCATION

- Number of bilingual promoters trained per year and the number of students per grade level who are the direct beneficiaries of bilingual education through grade two

		1980	1981	1982	1983
Numbers of Promoters in training		40	40	40	-0-
Description of Training Activities (using prototype and new curriculum/materials		Seminars and classes in the testing and implementation of pre-primary bilingual curriculum	Training promoters to teach pre-primary curriculum and training in testing and use of 1st. grade curriculum	Training in pre-primary and 1st and 2nd grade curriculum	Follow-up (in-service)
Number of Languages		Four Languages	Four Languages	Four Languages	Four Languages
Number of Promoters per Grade Level	Levels				
	Pre-Prim.	40	40	40	40
	1st grade	-0-	40	40	40
	2nd grade		-0-	40	40
Number of Students per Grade Level using new Bilingual materials	Pre-Prim.	1,400	1,400	1,400	1,400
	1st grade	-0-	1,400	1,400	1,400
	2nd grade	-0-	-0-	1,400	1,400
Total Number Promoters & Teachers at all levels		40	80	120	120
Total Number of Students		1,400	2,800	4,200	5,600

* 5,600 students is based on 100% promotions and an inscription of 35 new students per promoter at the pre-primary level; one class of 1,400 students will have graduated".

TABLE 8

EVALUATION ACTIVITIES

Year	Castellanization Delivery Institutions	Subject Matter Curricula	Spanish as a Second Language	Promoters Training	Promoters School Performance	Bilingual Titled Teachers Training	Bilingual Titled Teachers School Performance	Student Performance Evaluation
1979	Intensive study of present promoters, bilingual teachers, and work in the private sector.	Castellanization comparison schools (private sector and bilingual studies)	Castellanization (Evaluate and identify problems in present system)	Rating of 24 promoters in Castellanization Rating of 20 promoters in bilingual education	N/A N/A	Rating of 24 graduates of Ciudad Juárez Normal School	Mid-year end of year Evaluations	End-of-year exams of students in Castellanización and comparison schools (Drop-out, Retention, Promotion)
1980	Continue above Activity	Castellanization comparison schools Bilingual materials in first grade	Castellanization First Grade	Same as above Review Trng. results	Mid-year end-of year Promoter performance in 1st grade & Castellanization	Same as above	Mid-year end-of-year Evaluations of performance in 1st grade & Castellanization	End-of-year exams in Castellanización comparison school project first grade
1981	Continue above Activity	Castellanization comparison schools Bilingual materials in first and second grade	Castellanization First Grade Second Grade	Same as above Review Trng. results	Mid-year end-of-year Promoter performance in Castellanization 1st. & 2nd. grades	Same as above	Mid-year end-of-year Evaluation of performance in Castellanization. 1st. & 2nd. grades.	End-of-year exams in Castellanización comparison schools project first and second grades.
1982	Continue above Activity	Castellanization comparison schools Bilingual materials in first, and second grades.	Castellanization First Grade Second Grade	Same as above	Mid-year end-of-year	Review Trng. results in field and with Normal School Faculty	Review drop-out, retention, promotion	End-of-year exams in Castellanización

ANNEX 1

AID 1000-20 (7-69)
SUPPLEMENT 1

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 82
Total U.S. Funding $1,700,000
Date Prepared: July 25, 1979

Project Title & Number: Castellanización Program Improvement (Bilingual Education)

PAGE 1

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes:	Measures of Goal Achievement:		Assumptions for achieving goal targets:
Sector Goal: To provide Guatemala's rural, poor, non-Spanish speaking children with greater educational, social and economic opportunities.	1. Increased literacy among rural children living in impact areas. 2. Increased Spanish fluency in rural children living in impact areas.	MOE Statistics MOE School Records/Observation	1. Fluency in Spanish is necessary for increasing social and economic opportunity. 2. Rural primary-aged children can be motivated to learn Spanish. 3. Teachers and parents will accept the use of Indian maternal language for classroom use.
Program Goal: To increase access of non-Spanish speaking rural children to primary school grades through linguistic and curricular relevance.	1. Improved retention rates of rural monolingual Indian children. 2. A decrease in the number of rural Indian children that fail and repeat grades 1-2 3. A decrease in the number of deserters before the third grade.	MOE Statistics	4. MOE budget will increase to meet the needs of a larger primary school population.

AID 1020-20 (7-71)
SUPPLEMENT 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project: From FY 79 to FY 82
Total U.S. Funding 1,700
Date Prepared: 5-25-79

Project Title & Number: Castellanización Program Improvement (Bilingual Education)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Project Purpose: To improve the linguistic and curricular relevance of rural education for monolingual, Mayan language speaking children by developing bilingual education prototypes that will serve as alternatives for improving, and expanding the preschool Castellanización Program through grade two.	Conditions that will indicate purpose has been achieved: End of project status. 1. MOE has a functional Bilingual Education Development Advisory Committee coordinating activities between the cooperating departments. 2. A nucleus of bilingual coordinators/supervisors, curriculum specialists, linguists, and teacher trainers will be trained in-service and will be providing leadership in teacher training and curriculum adaptation for four vernacular language areas. 3. Curriculum materials, including teacher guides and student texts, will be produced in four language areas and distributed to the target schools in the appropriate language for Castellanización, and 1-2 grades. These materials will include subject-matter areas and Spanish-as-a-Second Language teaching techniques. 4. MOE has the information and experience to establish policy for country-wide implementation of bilingual education where there are non-Spanish speaking populations.	1. MOE records and reports 2. Reports from contract consultants 3. Project evaluation results	Assumptions for achieving purpose: 1. MOE will use information and experience gained through the project to formulate bilingual education plans and policies for national implementation. 2. MOE budget will increase to cover curriculum development and additional bilingual teachers/promoters for expansion of bilingual education program once optimum mixes are identified.

AID 1020-24 (3-72)
SUPPLEMENT I

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY 79 to FY 82
Total U.S. Funding 1,700
Date Prepared: 5/25/79

Project Title & Number: Castellanización Program Improvement (Bilingual Education)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Outputs: 1. Bilingual curriculum materials for 4 languages developed by trained MOE staff working in the production, testing and implementation of bilingual education teaching materials, techniques, and investigation of current delivery mixes	Magnitude of Outputs: 1.1 Four functioning curriculum development teams, (one for each language) composed of 1 curriculum specialist (team coordinator), 1 bilingual orientador, 1 bilingual promoter, that have performed the following tasks: 1.a) redesign and upgrading of initial training program for new bilingual promoters: 1.b) adaptation of problem-solving integrated curriculum with materials (PEMEP philosophy) that are linguistically and culturally relevant for grades 1 through 2. 1.c) articulation and integration of different Spanish-as-a-Second Language teaching techniques/materials. 1.d) field tested all techniques and materials developed and presented in classrooms.	1.a) MOE reports b) contractors reports c) Mission Education Officer observations	Assumptions for achieving outputs: 1.a) MOE interdepartmental cooperation on the project. b) Participants will be available for training and will return to fill positions. c) Available personal contract consultants by required dates. d) Instruction and materials that are comprehensible to the students will result in greater student achievement and retention.
	1.2 Tested prototype bilingual curriculum guides, teaching materials, and teachers textbook guides. .a) adaptation of problem-solving PEMEP curriculum guides for grades 1-2 in four vernacular languages. .b) adaptation of subject materials (math, reading, health, social studies, etc.) for each of four vernacular language areas into prototype texts including teachers guides. .c) Spanish-as-a-Second Language teaching guides in four vernacular languages.	1.2.a) Existence of the curriculum materials b) MOE records c) Project evaluation d) Independent evaluation	1.2.a) MOE distributes in a timely fashion to schools where needed. c) Contract evaluation assistance will be available at the appropriate times.

AID 1020-25 (7-71)
SUPPLEMENT I

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project:
From FY 79 to FY 82
Total U.S. Funding 1,700
Date Prepared: 5-25-78

Project Title & Number: Castellanización Program Improvement (Bilingual Education)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Outputs: 2. Trained bilingual teacher/promoters in the use of bilingual materials and Spanish-as-a-Second Language teaching techniques.	Magnitude of Outputs: 2. Number of new bilingual promoters trained by the end of the project: Bilingual promoters using experimental curricula: Pre-primary 40; First grade 40; Second " 40; Total 120 Bilingual promoters entering the ongoing Castellanización Program 600 Total number of promoters 720 (Indirect) Bilingual titled teachers 300	2. a) MOE supervisors reports b) Evaluation results	Assumptions for achieving outputs: 2. a) Supervisors and teachers will recognize the need for bilingual instruction and curricular materials. b) Supervisor and teachers will be willing to use the material developed.
3. Students receiving bilingual instruction as part of primary curriculum	3. Number of students receiving bilingual instruction (direct and indirect primary) by year and by the end of the project - cumulative totals. (Direct) Bilingual Education: Pre-Primary 1,400; First Grade 1,400; Second " 1,400; Total 4,200 (Indirect) Ongoing Castellanización Program 30,800 Total Students 35,000	3. Same as above	
4. Comprehensive baseline information and independent posthoc evaluation of the educational results	4. Retention/promotion rates in bilingual and control schools in grades 1-2 compared.	4. Project records, year end exams and evaluators report.	4. Evaluators will be available and able to complete their contract.

AID 1020-20 (7-71)
SUPPLEMENT 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

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

Project Title & Number: Castellanización Program Improvement (Bilingual Education)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Inputs: AID 1. Technical Assistance/Personnel ($1,380,000)	Implementation Target (Type and Quantity) 1. Contract Personnel for Technical Services 1.a) 1 Project Advisor/Coordinator (Bilingual Education Specialist, 48 pm) 1.b) 1 Associate Advisor/Curriculum Development Specialist, (45 pm) 1.c) 4 Linguists/Anthropologists (146 pm) 1.d) 4 Mayan Language Writers (176 pm) 1.e) Short-term Specialists, e.g., evaluation and materials development, rural sociologist, anthropologist, research assistants and subject matter specialists (112 pm) 1.f) 2 Guatemalan Curriculum Specialists (94 pm) 1.g) 2 Textbook Illustrators (32 pm) 1.h) 2 Guatemalan Assistant Director* for Administration (72 pm) 1.i) 1 Guatemalan Project Director* (24 pm) 1.j) Field Interviewers (65 pm) 1.k) 1 Spanish-English Bilingual Secretary (48 pm) 1.l) 4 Secretaries (192 pm)	1. Review of AID/Guatemala financial documentation and records (Pro Ags and PIO's) 2. Contrators reports	Assumptions for providing inputs: 1. GOG budget resources and AID goods and services will be available on a timely basis.
2. Other Costs 2.1 Training ($40,000)	2.1.a) Technical assistance/design/upgrading of initial training program for new promoters (4 seminars funded L-025) b) Technical assistance to Normal School preparing new bilingual teachers in Spanish-as-a-Second Language teaching techniques. c) In-service training for bilingual promoters:	* Project Director and 1 Administrative Assistant Director for first 2 years of the Project.	

AID 1020-20 (7-71)
SUPPLEMENT 1

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Life of Project: From FY 79 to FY 82
Total U.S. Funding 1,700
Date Prepared: 5/25/79

Project Title & Number: Castellanización Program Improvement (Bilingual Education)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Inputs: (Cont'd)	Implementation Target (Type and Quantity)		Assumptions for providing inputs:
	1st. grade 40 promoters 2nd. grade 40 promoters pre-primary 40 promoters d) 4 initiation seminars for 600 to 800 entering promoters.		
3. Commodities ($ 80,000)	3.a) 5 four-wheel-drive vehicles teaching/demo. equipment b) Materials and supplies		
4. Other Costs ($200,000)	4. Per Diem, gasoline, maintenance, vehicle insurance; printing and reproduction, non-personal expenses, contingencies.		
MOG 1. Personnel	1.a) 1 Guatemalan Project Director (24 pm) b) 1 Guatemalan Assistant Director for Administration (24 pm) c) 2 Illustrators (88 pm) d) 2 Curriculum Specialists (88 pm) e) 4 Bilingual Orientadores (188 pm) f) 4 Bilingual Promoters (188 pm) g) 120 New Bilingual Promoters (4132 pm) h) 4 Drivers/Messengers (232 pm)	3. Examination of GOG budgets and reports	GOG counterpart contribution will be made available on a timely basis
2. Training facilities/office space, per diem	2. 12 promoter/teacher training sessions implemented.	Project reports	

ANNEX 2

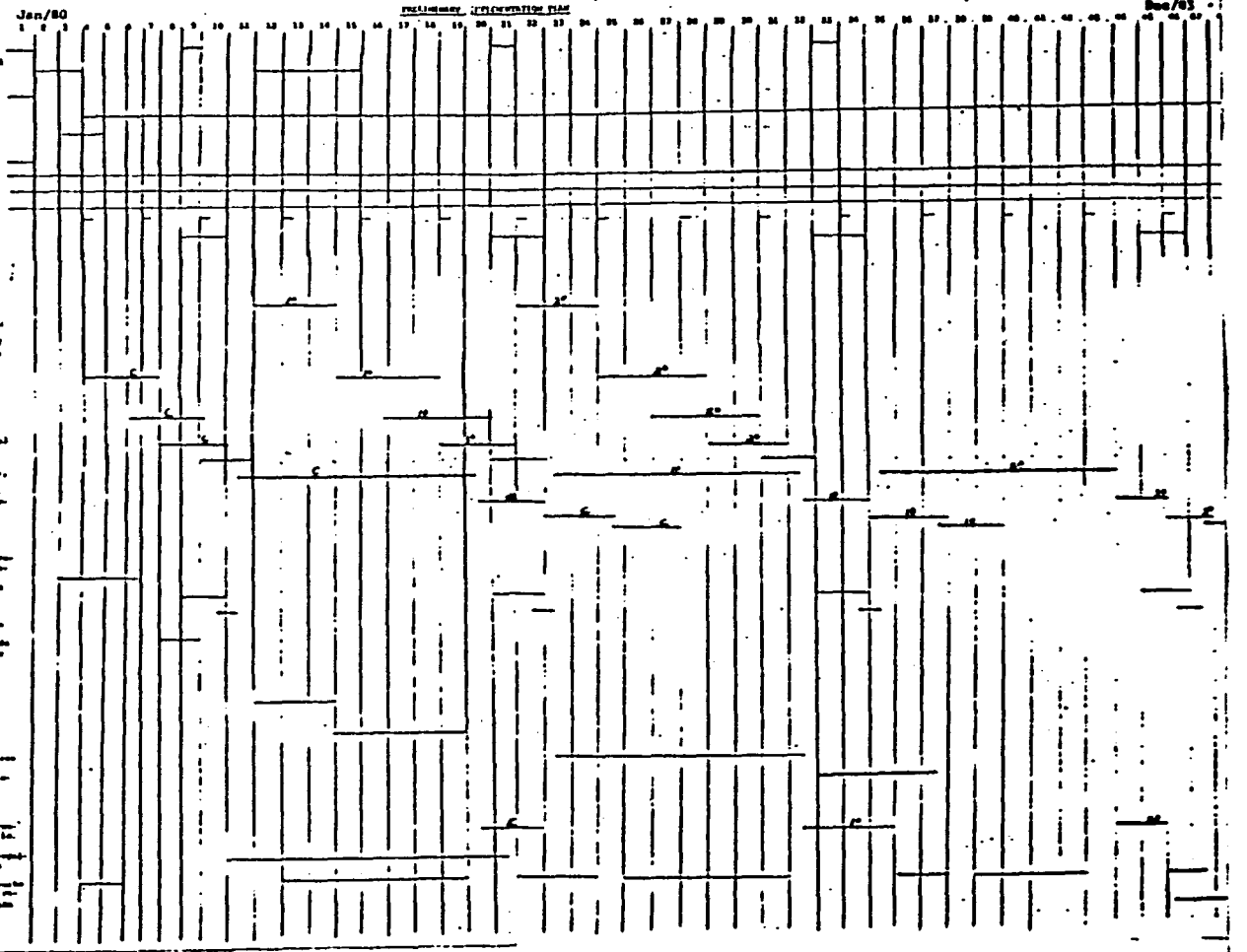
ACTIVITY

MES

Jan/80

Dec/83

PRELIMINARY IMPLEMENTATION PLAN



ANNEX 3

SOCIAL SOUNDNESS ANALYSIS

Rural Social Organization

The rural indigenous population targeted by this project are located in two distinct geographical sectors. The Mam, Cakchiquel, and Quiché speakers are in the Western Highland Departments of Huehuetenango, Chimaltenango, Totonicapán, and El Quiché, while the Kekchí are primarily in the Central Highlands, comprised of the Departments of Alta and Baja Verapaz. The population in these regions while culturally and linguistically diverse, comprise the rural marginal and sub-marginal majority of the Guatemalan population. They share a number of common socio-cultural characteristics as reflected in local social structure and language.

Intermingled with the indigenous population live a minority of Ladinos who engage primarily in administrative, professional, and service occupations. In contrast to the indigenous majority, the socio-cultural organization of Ladino society is uniform. A very clear and rigid ethnic division with a history dating back to the Spanish conquest continues to exist.

Ladino society is hierarchically structured, based on class as it relates to family, occupation, and income. The indigenous majority, on the other hand, have traditionally resisted change so their social structure contains none of the formal classes or criteria of Ladino society. Social rank is widely recognized as important, but to attain high status is a function of age and prestige.

Nevertheless, much of what is considered desirable in Ladino society is being adapted and incorporated into indigenous ways of life, and increasing numbers are adopting Ladino life styles which has led to the formation of a third marginal group. Their participation in educational programs is essential because they play the role of "broker" between the two societies.

The majority of the Indian population remain rural and in many cases isolated, but the idea of change, social justice, and the desire for improvement can be found in even the most remote aldea. Education, as such, is something desired by indigenous parents for their children. Direct evidence of this are the large numbers of requests received monthly by the MOE, GOG's Community Development Office, USAID, CARE and CARITAS for new teachers and the construction of classrooms. As designed, the bilingual educa-

tion program will be able to reach an increased number of the poor rural population and educate in a manner which will be more relevant to the nature and reality of socio-economic change.

Socio-Economic Profile of Beneficiaries

The villages in the Western and Central Highlands vary considerably in size and structural composition. This is primarily a result of local history, ecological conditions, and the degree of involvement with national Guatemalan society. A number of common structural denominators and variations can, however, be described.

Household composition is generally extended with a dispersion of nuclear and solitary households in the same village. Another more complex type is where a number of nuclear households surround a single central house where elder relatives reside.

Decision-making within the household in terms of final decisions has traditionally been attributed to the oldest and most prestigious male. Upon closer examination of individual households of all structural types, it becomes immediately apparent that older females play an important, if not crucial, role in the process. More often than not a female may be the actual decision-maker, especially as to which children go to school and how much will be spent on books, clothing and supplies, but she will make it appear that the senior male has actually made the decision. In this manner, honor, respectability and social position are maintained. A further factor to consider is the influence of particular decisions made by the most prestigious households in terms of how others will follow suit. For the bilingual project, it is important to know how the wives of prestigious men feel about the value of education and teaching in the vernacular. How they feel about the bilingual promoter, monolingual teacher and other personnel is also important.

An Ecuadorean study determined that Ecuadorean parents felt that by re-enforcing traditional cultural and linguistic values the bilingual schools would not endanger the ability of children to assume a traditional role within a family framework in the future (Dilworth and Stark 1976). This attitude toward the education of female children has also been observed in Perú (Stein 1976). Therefore, it is believed that the perception of a better education beginning in a vernacular language with emphasis on traditional cultural and linguistic values will attract more female as well as male students to continue their education.

Guatemalan practice has clearly established the higher community acceptability of bilingual promoters and bilingual teachers. While in many communities some parents have indicated that they feel

teaching in the vernacular is a step backward, the 15-year experience of the bilingual Castellanización program unequivocally shows that communities do support bilingual instruction when its aims and procedures are explained to them. The same experience was found to be true in Bolivia where 30 communities were given the opportunity to opt for bilingual education after the nature of the program had first been explained to parents and community leaders. All 30 communities opted for bilingual rather than all-Spanish education (Seelye, 1978). Gaining this support for the present bilingual project will be an important activity of bilingual promoters and teachers during the first year of this project.

In the majority of rural villages there is a system of religious brotherhood (cofradías) which function as a mechanism that produces community leaders on a family and hierarchical basis. A series of civil and religious positions exist where the individual must enter at the bottom, and during his lifetime he may or may not reach the top and become a member of a respected group of elders (principales). The system is highly competitive and involves the investment of relatively large amounts of money in festive activities. In order to remain in contention the individual must participate and spend what may amount to nearly all his financial resources. This also serves as an equalizing mechanism for the distribution of wealth where the only real accumulative gain is prestige. Village elders rarely number more than ten which means there are at the most, ten extended families that occupy the top positions in both prestige and leadership. These elders are also members of all community organizations such as agricultural cooperative committees for community development. Their wives and daughters belong to women's organizations such as handicraft cooperatives of weavers.

The implementation of a program change such as making the castellanización process bilingual in methodology must be done with the knowledge, relative understanding, consent, and participation of village elders, especially in communities where they exert considerable influence. Disapproval by them could well result in empty classrooms. A promoter native to the community is obviously best because he/she has intimate knowledge of the specific circumstances and can work with them. Schools should be selected that have already indicated acceptance of the Castellanización Program. This may be expected to enhance project success.

Local priests from the larger towns (cabeceras municipales) make frequent visits to outlying villages. Many of them have intimate knowledge of connections with leadership and organizational structures. The priest may be a key person in making the necessary local connections for program planning, implementation, and the entry of a bilingual titled teacher.

In many rural highland Indian communities, however, adherence to the old traditionalism is far from uniform. A significant social dichotomy in these communities is the division between traditionalists and the reform Catholic group called Acción Católica. In Quiché, for example, it is estimated that 28 percent of the total population belong to Acción. Adherents to this movement have abandoned the traditional costly social system of cofradías to form a novel non-assimilationist indigenous grouping with its own forms of organization linked to the national church system and operating through local centros, circumventing the traditional elders. The focal point of the centro is its meeting house, where adherents participate in regular weekly meetings for religious education and community organization.

Acción adherents are more disposed to changes introduced from the outside and to involvement with outside institutions. For example, they tended to dominate post-earthquake local reconstruction committees. In terms of this project, a high degree of receptivity toward bilingual education can be expected in Acción dominated areas.

Another power-group consists of large land-holders who are generally Ladinos who draw upon the local population for labor and who are renters of agricultural land. They are generally quite evident as both an economic and social force.

In some areas great organizational inroads have been made by fundamentalist Protestant (Evengelical) groups. Some have introduced literacy programs in local languages, and therefore, occupy an established position in the local social and power-prestige structure. In such communities, it may be easier to facilitate change by setting up a Castellanización Program or assigning a bilingual promoter.

Education

Education and literacy statistics are misleading. The statistics usually cited point to extremely high illiteracy rates in rural areas. When the potential beneficiaries of bilingual education are considered in relation to these general statistics, the rate of illiteracy is even higher; in many villages it may be 90 percent or more. Individual villages within the four language areas have different rates of illiteracy depending on present and previous educational offerings. Programs have been sponsored and carried out through the present Castellanización Program as well as by both Catholic and Protestant church and missionary groups. Efforts have been more intense in some areas, especially in Kekchí

speaking villages near Cobán and San Juan Chamelco in the department of Alta Verapaz. In villages with present or previous programs in education and literacy it has been primarily the younger half of the population that has been reached - mostly males under 30. The proportion of females in educational programs has always been low. Statistics show that in the departments of Totonicapán (Quiché), and Alta Verapaz (Kekchí) the ratio of males to females in first grade is two to one and in the sixth it has increased to 76 percent. Even higher percentages of males to females have been observed in some schools where percentages are more than 90. As more relevant curriculum is introduced into the program, parents and students are expected to become more highly involved in the education process.

Ministry records indicate that school attendance varies from village to village, but of 35 students who register for school, on an average, only 20 will attend on a regular basis when seasonal migration is not a factor. Statistics show that only one half of first graders are promoted. To get any significance from these statistics, individual communities and circumstances are being examined. Where there is a bilingual promoter who has good rapport with students and families, repetition and dropout rates are reduced significantly. Prolonged absenteeism is almost always due to seasonal migration. Furthermore, there is a relationship between increased female repetition and a dropout rates and the sex of the bilingual promoter or teacher. If the teacher is from the same language area then females tend to stay in school longer and actual day-to-day attendance has been observed to be better for females (no hard data exists on differential repetition rates for males and females).

Women

If the bilingual education project in Guatemala shares a similar phenomena with other programs in the region, 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 percent (Dilworth and Stark). Prior to the start of the Ecuadorean program parents had rationalized not sending their daughters to school because they were needed at home. However, when it become apparent that children were receiving an improved education in the bilingual schools, parents began to realize that it was worth the sacrifice.

It is the children of salaried agricultural workers who are the most likely, under present circumstances, to remain illiterate. What education they get is constantly interrupted by migration. The same is true for the parents in terms of exposure to adult literacy programs by bilingual promoters or church affiliated organizations. On the other hand, some Spanish language learning goes on as families travel outside the Highlands areas to and from home and work sites. In fact, Spanish often becomes the common denominator language at work sites. Thus, living situations on the South coast contain large groups of people who must speak Spanish to each other or not communicate among themselves at all.

Perceptions of Education

Traditionally education, for the indigenous population, has consisted of learning an integrated set of beliefs that include the sacred earth and related agricultural techniques, the power and influence of ancestors, and the cyclical passage of ritually marked time. Education imposed from the outside Ladino world was, and in some areas still is, considered a complete waste of time. Children should learn from their mothers and fathers who would insure that all appropriate behaviors and knowledge were taught at the appropriate time. A general fear and strong distrust of outsiders still exists in many indigenous villages. Since bilingual promoters and teachers work in their own language area they are quickly accepted by the communities.

Attitudes, at present, are in a process of rapid change though this has not been uniform with respect to entire communities. The acceptance of education as something useful, beneficial, and necessary for the individual is a function of the spread of progressive ideas and the resulting desire to improve one's social and economic conditions. Those who are most dissatisfied with present conditions are most likely to accept and encourage education. Exposure to the outside world by means of radio, traveling merchants, and the MCE/USAID funded Basic Rural Education Program has had a positive effect on level of acceptance of education.

Occasionally, the most positive attitudes of acceptance have been destroyed by traumatic and disruptive educational experiences. This has occurred when some, though not all, Ladino teachers have attempted to enter an indigenous community in order to teach an urban oriented curriculum by using rote memorization techniques with pupils who do not speak Spanish. Conversely, the Castellanización Program using bilingual promoters, has played a significant role in improving indigenous perception of education. It has become clearly evident that a bilingual promoter or teacher has the best chance of changing negative and ambivalent attitudes and

reinforcing existing positive and beneficial feelings about the utility of education.

Economics and Agriculture

The distribution and availability of land is the principal reason for marginal and sub-marginal incomes and living conditions of the rural poor. Nine out of ten rural inhabitants farm land which, with present techniques, is too small to provide income necessary for subsistence. The size of the land holdings of the rural poor rarely exceeds four hectares. In comparison, 80 percent of all land is held in units larger than seven hectares, and these are owned by two percent of all farm families. The Western Highlands, where the bulk of the beneficiary population resides, consists of 26 percent of the total farm land, and it is held in small parcels by 60 percent of the population. The majority of this land is unsuited for cultivation, but population has led to an increasing proportion being used for agriculture. The direct result has been an enormous amount of soil erosion and consequent decrease in productivity as every possible hill is cleared without, it appears, reasonable attention to soil conservation techniques. Outside employment is, therefore, needed for survival. The Guatemalan Agriculture Sector Assessment points out that education does impact (literacy and numeracy skills) in terms of a non-trivial association between educational attainment and net farm product. Furthermore, one of the most conspicuous characteristics of school attainment and the economic attainment and the economic performance of farmers is an increase in the earnings of their household from work outside their farm.1/

The division of labor in all zones follows sex lines where the sons, especially in very traditional (costumbre) areas, learn agriculture techniques from childhood. These are integrated with the learning of other beliefs and values. Women are taught household activities and how to care for younger brothers and sisters. In some areas women assist in weeding the fields and harvesting the crop. Women do most of the weaving except in some areas of Huehuetenango where men weave commercial quantities of textiles.

The Highland mountain zone is the most rugged and inhospitable of the four basic areas. It consists of high mountains, extremely steep canyons, and small meadows. This area is occupied by the very poorest sector of the population who live in remote, often very dispersed small settlements accessible only by steep foot

1/ Small Farmers Survey funded by USAID

paths. Migration to this zone was the result of overpopulation in other areas at lower altitudes. The size of individual holdings can be as large as 12 acres but due to the rough terrain and poor soil conditions not all the land can be used and yields are generally very low. The basic crop is maize and beans and the land is worked by the owner and his family, usually without benefit of outside advice. This ecological zone is found in parts of Huehuetenango and the Northern part of Quiché. Communication and transportation is extremely difficult, (some promoters must walk more than 30 kilometers), but despite great adversity the Castellanización Program has made impressive inroads. Nonetheless, the rate of seasonal migration is high and some communities are extremely conservative and opposed to education which means that individual bilingual promoters work under very difficult conditions.

The crop cycle consists of planting of both maize and beans during April and May. In Lowland areas planting can be done one month earlier with the help of irrigation. Weeding is done four to five times from June until November, and in most areas the crop is harvested in December or January. Planting and weeding take place while school is in session and may contribute to high absenteeism and dropout as students are needed to help in the fields which may be several hours walk away. The harvest, on the other hand, takes place during the December and January school vacation period.

Seasonal migration may be the most disruptive factor causing decreased school attendance and high dropout rates. In some areas students are away for nearly one half of the school year which has resulted in schools being closed for lack of attendance. The families who migrate are those who cannot survive from subsistence farming or wage-labor incomes in their own areas. Migration, therefore, goes from the Western Highlands to the large commercial farms on the South Coast and to the coffee plantations in the middle altitudes near the coast. Migration also occurs to the coffee plantations in the low lying areas of Alta and Baja Verapaz. In 1976-77, over 500,000 laborers were employed on the South Coast, of whom only 20 percent were permanent workers. The rest migrate from the Highlands, often with wives and children, which results in the movement of at least one million individuals. The effect on rural education in the Highlands is, therefore, obvious, although not all areas are equally affected. Most migration to the coast comes from the poorer sectors of the Quiché, Mam, and Ixil areas. Kekchí migration is minimal and when it occurs it is to nearby coffee fincas. Families, because of their dire economic circumstances, cannot be stopped from migrating, but children can be educated while families are in their home areas.

For the bilingual education project, preliminary analysis shows that it will not be possible to select communities in all four areas that are not affected by seasonal migration. This fact carries with it the obvious disadvantage that the project's curriculum adaptation teams will have to work around sometimes irregular school calendar in some of their sites, but it also provides a more representative sample on which to field test the curriculum units, thus enhancing their national appropriateness.

The impact of extensive bilingual education coverage on permanent migration to Guatemala City has been considered. Despite the paucity of data on migration rates, it has been established that the overwhelming majority of rural migrants to the city are Ladinos and are from the Ladino eastern part of Guatemala rather than from the Highlands. This is attributable to the wide cultural gulf separating Indians from Ladinos, of which language is one factor. The effect of bilingual education in enhancing cultural self-esteem of Indians should offset somewhat the increase in opportunity for Ladino-ization afforded by access to the Spanish language; a significant increase in the rate of migration from Indian communities to Guatemala City directly attributable to the bilingual education program is not expected to result.

Non-farm employment such as cottage industry and employment in local commerce has been increasing over the past five years. The indigenous populations of the Quiché and Cakchiquel speaking areas have been the most successful in these endeavors. Remote villages in both of the above areas as well as the other two language groups continue to remain outside this sector. The development of rural enterprise, however, is a key factor in encouraging the segments of the population that migrate to remain where they have their plots of land. This would increase attendance in school and prepare more individuals to enter the economic sector.

Family income in the Western and Central Highlands is extremely low and the cost of living has increased 76 percent from 1972 to 1976. Average annual family income is $400-500. Incomes in the Kekchí area and parts of Quiché are slightly higher while income in remote often isolated villages in all areas may be as low as $95. Rural employment has been put at 42 percent of the labor force. Many agricultural workers receive $1.50 a day or less, while women and children may earn as little as $0.50-1.00/day. The relative expense of education in terms of both lost wage and the purchase of books, clothing, and supplies is a significant factor in family decision-making. With the present rate of inflation and the wage scales as low as they are, it is not surprising that many families are working just to survive, and education might legitimately be regarded as an unaffordable luxury. This appears

to be a conclusion more easily arrived at by some parents as they find it difficult to recognize much value in the present-day traditional curriculum that hardly speaks to problems of rural life.

Health and Nutrition

Serious nutritional problems exist in all rural areas, evidenced by growth retardation, prevalence of low birth weights, high rates of communicable disease in children, and among the highest infant and child (ages one to four) mortality rates in Latin America. The child mortality rates of Indian children is 1.7 times that of Ladinos. These variations correspond closely with other USAID indices used to define the geographical locations of rural poverty.

INCAP figures show that 81 percent of Guatemala children under five are malnourished - 30 percent of which are severely malnourished. The poorest 50 percent of the general population which includes the beneficiaries of this program, regardless of age, have a caloric deficit of 40 percent of the minimum daily requirement, and a protein deficit of 49 percent.

The consumption of corn, which is the main source of energy in the rural diet, has decreased at an annual rate of six percent. Population pressure, land erosion leading to smaller yields and present agricultural technology are generally responsible. Further problems have arisen as a result of poor sanitary conditions which lead to a high rate of diarrheal diseases, and to a high incidence of intestinal parasites. Both conditions severely limit the utilization of already insufficient nutrients.

The net result of both malnutrition and poor sanitation is lower productivity in all sectors. This includes the output of agricultural labor as well as participation in the classroom. Sanitation, and eventually nutrition, are two sets of behaviors, which can be altered through relevant and carefully designed curricula. This can contribute to bringing about changes that lead to improved health conditions. Basic knowledge of hygiene and the storage of potable water can also lead to a significant decrease of intestinal disorders which would increase individual strength and vigor. Bilingual promoters and teachers will have an essential role in the teaching and eventual adoption of techniques leading to improved rural health and sanitation conditions.

Modern health services outside of large towns are generally not available. Mobile teams do go from village to village to give vaccinations and inoculations against some of the more common

diseases such as measles and whooping-cough. In some communities, particularly in the northern parts of Huehuetenango and Quiché, there is much resistance to being inoculated and if a person dies who has had an injection the reason is believed to be the vaccine. Such cases have led to entire communities refusing to cooperate. This kind of situation can be alleviated once sensitized health workers and bilingual teachers work with parents and children alike.

In sectors of larger villages, and in most small and isolated indigenous communities, it is the native healer or curandero who is turned to in times of sickness and crisis. Several thousand curanderos exist in the Western and Central Highlands. They have deep roots in native Guatemalan culture and command great respect in their communities. Curing methodologies include the use of herbs, casting spells, advice on diet, and specific curative cares as related to traditional views of the nature and characteristics of disease. The advice and prescriptions given by a curandero go beyond what in the modern world is defined as medical practice; he influences all sectors of native life and activities.

Both Ladinos as well as Indians are affected by curanderos. The relative position and power held by native healers varies from village to village and his relative importance is not the same in each culture or language area. His importance must be assessed in communities where bilingual education is to be introduced since his opinions, attitudes and actions can and will influence the implementation of educational programs.

Modern medicine and related concepts introduced in educational curricula will conflict with traditional beliefs. Thus, in order to have effective modern medicine, hygiene, and environmental sanitation, teaching and implementation, the presence of the powerful and active indigenous health system must be recognized, and better understood. Actual cases of conflict must be explored, and methodologies must be proposed by which the two systems can be integrated. Education and culture-specific curricula is one of the means to accomplish compatibility and coordination. Another means is to sensitize bilingual education personnel to the dynamics of understanding and cooperating with native healers.

Physical Conditions

Land tenure patterns, holding size, crops, and yields are a function of variations in ecological zones. Topography is important in order to define the following four principal agricultural zones in which the beneficiary population of this project

reside and each presents particular circumstances and problems in the implementation of educational programs:

1) The lowland zone is characterized by hot temperatures, fertile and rich soils along the river banks, and an abundance of water. Some examples can be found in the Mam and Quiché language areas of Aguacatán and Sacapulas respectively. Land is privately held, the plots tend to be small, and they are dispersed. The population tends to be nucleated in towns and villages, and consists primarily of Ladinos and Indian families who work as wage laborers. One can expect resistance to bilingual education by the Ladinos because they see education as a threat to the labor supply.

2) The Highland basin zone has extensions of flat land at altitudes ranging from 1,500 to 9,000 feet. Few families hold more than 12 acres. Some land is worked by share croppers and agricultural wage earners. The majority of plots are individually owned and worked. Total production often yields a surplus which is sold in nearby markets, and individual families are able to meet their household needs. Examples of this zone would be parts of Totonicapán, the sourthern plateau of Momostenango, and west of Santa Cruz del Quiché. In this area live the most well to do of the Indian rural population, and the problems with Ladino land holders are minimal. The attitude toward education is very positive because of the involvement in the market economy, and this area would present few problems or obstacles to program implementation.

3) The intermediate zone is characterized by smaller dispersed land holdings which average about one acre. The topography consists of canyons, steep ridges, rolling hills, and small valleys; it is by far the largest zone and it cannot support its population in terms of agricultural yields. In the past the soil was fertile, but due to deforestation, land tenure patterns, and cultivation techniques, serious erosion and the subsequent decrease in fertility have occurred. The land provides one fourth to one half of the population's corn needs so that other forms of income producing activities are necessary. Large sectors of the population, especially women, have turned to merchandizing and crafts such as weaving, pottery making and carpentry. This has led to the formation of agricultural wage laborers who are employed by artisan/merchant land owners (holders). The main crops are maize, beans, wheat, and some common vegetables. A large percentage of the population migrate to the coast to earn extra income resulting in large amounts of seasonal absenteeism in local schools. Some villages are remote

and will, therefore, present problems in terms of transportation and communication for future teachers and promoters.

Constraints - General

Real or potential constraints to project implementation fall into three categories. The first includes constraints as a result of socio-cultural differences which are the result of history and specific experiences of individuals and groups within communities. Socio-cultural differences manifest themselves in terms of specific attitudes of acceptance and rejection of educational and other programs which come from the outside. The second category consists of constraints that come about due to economic reasons related to family income and expenditures. The third type are poor health, nutrition and sanitary practices, and they are the result of both socio-cultural attitudes and the economic circumstances brought about by extreme poverty.

Socio-Cultural Constraints

Indigenous community attitudes of acceptance or rejection of programs that originate in the Ladino sector of society have a history of moderate success or complete failure. One can say Cakchiquel speakers, as a group, are more open to change and improvement, but this does not speak for individual communities. Constraints based on easily identified broad gauge negative attitudes must, therefore, be recognized in the selection of communities to reduce project implementation difficulties.

Specific attitudes toward education, as described in earlier sections, are undergoing rapid change in the direction of acceptance, but a significant number of communities remain conservative or undecided. A potential risk during program implementation involves the interaction between promoters and members of the community. Helping parents to understand the value of bilingual education over a long-term period must be an activity of the bilingual promoter, bilingual teachers and supervisors. Factors such as personality clashes with important or prestigious individuals can occur when least expected, leading to a change in attitude and possible failure of the program in some communities. Sources of specific conflict must be identified and changes in promoters made where necessary. The bilingual promoter, in a sense, plays the role of integrating the Ladino and Indian sectors of society and by so doing he becomes an intermediary; it is his skill in interpersonal relations that will make the difference between success and failure.

Economic Constraints

Economic constraints consist of three types. The first is the necessity for many families to migrate seasonally from the community to other areas in search of wage labor. The periods of the year when migration occurs almost always coincide with the school year. The second type of economic constraint is the result of individual family financing, in that the quantity and/or quality of school materials available to each child depends on income level. According to the USAID Education Sector Assessment (1978) minimum expenditure of $5.70/rural student/year is required for equipment and supplies. This amount may represent a significant percentage of total resources of families who are virtually outside the money economy. If children try to get by without books and supplies the quality of education suffers and leads to the increased likelihood of repetition or withdrawal from school. The third kind of economic constraint is composed of vested interest groups such as nearby ranchers and other commercial interests who depend on the local population for wage labor. Traditionally, the vested interest groups have been able to hire large numbers of workers at a low rate of pay, but social unrest has recently resulted in scarce labor supply. In Kekchí areas of Alta Verapaz wage laborers when needed appear to have made themselves unavailable. Education and literacy in the rural population is viewed as a threat by many employers of wage labor, and isolated cases of violence involving bilingual promoters have been reported as a direct result.

Health and Nutrition Constraints

Malnutrition, the high incidence of respiratory diseases, intestinal parasites, poor hygiene, and the virtual absence of environmental sanitation practices are important contribution factors to high daily absenteeism in the classroom. The problem approaches catastrophic proportions in the most submarginal areas in the northern parts of the Departments of Quiché and Huehuetenango. Learning, retention, and promotion rates are strongly affected as well as the work output of agricultural and craft laborers.

Beneficiaries and Spread Effect

This program is targeted to benefit children of the "Poor Majority" of Guatemala, defined as individuals having a rural per capita GDP income as low as $89 based on 1975 statistics. It is estimated that approximately 72 percent of Guatemala is, for all intents and purposes, usefully classed as rural. It will be the rural monolingual pre-primary and primary schoolage

children of these families who will be the direct beneficiaries. The project can be expected to have a spread effect in that families and friends of the newly bilingual students will profit from the more relevant education. For instance, it was found in Ecuador that children in bilingual schools not only taught their pre-school age brothers and sisters what they learned, but the students were often asked to use their newly acquired knowledge to help their parents, either in teaching them informally what they had been taught in the school, or in serving as their Spanish language interpreters.

The bilingual education project will begin a process that in the future may contribute to increased involvement in regional and national affairs for individuals who learn to understand and speak Spanish. Presently, all monolingual Mayan language speakers are at a distinct disadvantage compared to Spanish speaking Guatemalans. There have been documented cases where illiterate and monolingual rural people have been cheated in the market place, have lost their land, and otherwise been abused because they simply did not understand their rights or official procedures. It is believed that through an improved understanding of the country's official language, and through increased academic achievement, especially literacy and numeracy skills provided through this project, there will be a reduced incidence of infringements on Indian's rights. (Bilingual promoters as part of their job, also teach literacy to adults in the afternoons and evenings.) It is believed that an emphasis placed on learning to read and write his or her own language together with a successful learning of Spanish through a more relevant curriculum in the bilingual education program will provide an increased number of rural Guatemalans with the skills to better manipulate their environment, to increase social, economic and political rights and opportunities.

Admittedly, social and political consequences can be expected to evolve due to this project. Presuming even a limited success, increased pressures will develop as more parents request that bilingual promoters and teachers be assigned to already existing schools, not to mention requests from villages that do not already have educational services. An additional pressure will be for more classrooms. The GOG has, however, over the last two National Development Plans (1974-79 and 1980-84) increasingly stressed as a high priority the further improvement and expansion of rural education. The Indian population is specifically targeted for an increase in the number and quality of bilingual personnel to the Highland regions of the country.

ANNEX 4

VARIABLES FOR EVALUATION OF BILINGUAL EDUCATION PROJECT

I. Demographic Variables

A. Population

1. Composition of target communities (Ladino-Indígenas)
2. Distribution and densities of families by household
3. Income data (by Department)
4. Occupational data (by community)
5. Educational data (by community & Department)

B. Languages

1. Number, distribution, relationships of Spanish and Indian languages
2. Number of speakers (first language, second language) and distribution (monolinguals vs. bilinguals)
3. Literacy rate

C. Education

1. Grade attainment by community (including at-school/family levels)
2. School attrition (male, female; Ladino, Indian)
3. School expenditure data (per-pupil; geographic/demographic distribution)

II. Language Variables

A. Status of language(s) of instruction

1. Regional/social distribution and status
2. Degree of regional/social differentiation and intelligibility
3. Extent of standardization and development (lexical modernization)
4. Depth of literacy tradition
5. Extent of use and functional (domain) allocation, spoken, written
6. Utilization in mass media

B. Attitudes towards language

1. Towards own language (nationally, locally, in-family)
2. Towards other language(s) (by subgroupings, e.g., age, social class)
3. Towards own/other regional/social varieties
4. Towards bilingualism/multilingualism
5. Valuation of educational, economic, social salience of own/other languages (e.g., perception of job-relevance)
6. Motivations for literacy

III. School and Program Variables

1. Language use, status within school (language of administration, instruction, peer informal interaction where pertinent)
2. Distribution of language use within curriculum
3. Program organization and structure
4. Language of initial literacy and point of introduction
5. Methods of instruction in reading, in second language, in other subjects
6. Nature and availability of texts and other materials
7. Relation of school to community: source of students; composition of school (sex, age, class, size)
8. Community/parent participation in curriculum
9. Provision for teacher training and supervision
10. Teacher-student ratio; presence of assistants
11. Grade-level span of school; number of grades per teacher; grade level characteristics
12. Bilingual education delivery models

IV. Teacher Variables

1. Personal characteristics (scaled)
2. Origin, ethnic identity, native language, other language(s)
3. Proficiency in native language of students and other language(s) and Spanish
4. Level of education, professional training (content, time, source)
5. Extent of training in native language/bilingual instruction (content, time, scource, location)
6. Attitudes towards different ethnic, social, or linguistic groups, if any, in classes

7. Attitudes towards different languages in school setting, and in society
8. Extent of use of various languages, by domain
9. Extent of use of different languages in teaching
10. Extent of exposure to media, by languages
11. Use of teachers' guides, other professional material

V. Student Variables

A. Input Variables

1. Age, sex
2. Native language, ethnic group, social class
3. Proficiency in language(s) of instruction
4. Extent of exposure to different language varieties in school and community
5. Attitude towards learning and use of native language, other languages in school, and other domains
6. Cultural expectations towards role, responsibilities of children in family, society (by age, sex, class, ethnic group)

B. Outcome Variables

1. Growth in reading and mathematics skills, measured by (standardized) tests in native language, and second/national language (relation to school, regional, national norms)
2. Enrollment rates
3. Attendance rates
4. Attrition rates
5. Grade retention (repetition)
6. Parent satisfaction
7. Student interest, satisfaction, personal/group valuation

ANNEX 5

TECHNICAL STUDIES ABSTRACTS

1. Bilingual Education in Guatemala: Report Prepared for AID (Engles, 1975)

Some of the salient points made by this study include the following:

a) Most of the teachers who teach in the department of San Marcos are Ladinos from large towns. Their abilities and attitudes toward teaching Indian children appear to be deficient and negative.

b) The teacher quite often views instructing Indian children as a waste of time and effort, as they remain in their village doing the same agricultural work that has been done for centuries anyway.

c) When lessons are taught using dialogues presented both in Spanish and the Indian vernacular that correspond to drawing of familiar pictures, the approach seemed to work well. The children grasped the meaning of the Spanish words rather than just repeating syllables.

d) Despite the obvious advantage of having a bilingual teacher in Castellanización, the majority of the class is conducted in Spanish.

e) On all levels, penmanship is carefully checked and its importance is highly stressed. A great deal of every class day is spent in the direct copying of words, phrases and numbers from the blackboard into the small notebooks.

f) The teaching strategy most employed is word-by-word repetition by the class, in unison, following the teacher. The syllables are literally screamed out by the students and the teacher, which leads students to confuse loudness with correctness.

g) Since the teachers rarely use other teaching methods, the students fail to achieve an understanding of what has been presented. Learning primarily by rote memorization, few transferred the learned phrases and responses to contexts other than those in which they were taught.

h) Creativity is not encouraged. Students are expected to abide by established rules and principles right down to the details of the subjects they were taught.

As it is clear from these observations, the problems of the present day Castellanización Program are inextricably entwined with the general inadequacies of rural schools.

2. "Attention to the First Two Grades of Primary School Taught by Bilingual Promoters in Rural Areas of the Altiplano" (Gutiérrez Reñón, 1976, in Spanish)

This brief paper does a secondary analysis of enrollment and drop-out rates of students having bilingual promoters and compares them to the rates of children having monolingual teachers. The comparison clearly favors bilingual promoters. The study then compares the involvement in community improvement programs of bilingual promoters and bilingual teachers. Again, the results favor bilingual promoters. The study concludes that with content and methodological training, bilingual promoters should be quite effective as first and second grade teachers if trained properly.

3. Bilingual Teaching in Guatemala During the Last Decade (Amaro, Letona, 1978, in Spanish)

a) Given the present situation in Guatemala, if educational opportunities are to be extended to the indigenous sector it will have to be done through bilingual promoters.

b) Due to the size of the indigenous community, the limited coverage of existing educational programs, and the limited national resources, it will be necessary to increase both the resources available and the breadth of the existing Castellanización Program.

c) Although the Castellanización bilingual program objectives tend to be unrealistically ambitious, bilingual promoters are doing an adequate job, in relation to the conditions in which they work, in both classroom teaching and non-formal education.

d) The success of bilingual promoters exceeds that of bilingual teachers and is more cost-effective. Students of promoters stay in school longer, for example, than students of monolingual teachers. Female students in particular, enroll in greater numbers when a promoter gives the instructions.

4. Evaluation Report of the Castellanización Program (MOE, 1975, in Spanish)

This longitudinal, 9-year study draws the following conclusions:

a) The enrollment, attendance, and promotion of Indian children in castellanización programs has quintupled from 1966-1974.

b) The castellanización program is serving to incorporate the school-aged indigenous population into the national school system.

c) There was a current shortage of bilingual promoters (259 more were needed in 1975). This situation is made worse by the geographical isolation of the indigenous communities.

d) The tendency was for a pre-school castellanización program to develop into a regular school center by adding 1st. and 2nd. grades as children moved through the program.

e) While bilingual promoters are not trained to instruct 1st. and 2nd. grades, they are more effective than monolingual, certified teachers due to their knowledge of the students' mother tongue, their willingness to live in the community, and their dedication to the children.

f) Learning to read initially in his/her mother tongue gives the student increased self-confidence and trust in the teacher and the school system.

g) It is not possible to reduce the time needed to learn Spanish. Difficult conditions of health, home, community, school, and the physical environment all impede learning Spanish.

h) Communities where bilingual castellanización programs operate have a positive view of them.

i) The community development and basic adult literacy work done by the bilingual promoters is necessary, given the dire need for these services and their usefulness in gaining community support for the school.

5. Guatemala: Rural Primary Education (AID, 1975)

This study points to the success of these pilot PEMEP schools in combating the drop-out problem by changing the pass/fail criteria to one of "continuous promotion". It discusses projected plans to develop curriculum for Indian groups but these have not yet been initiated (as of April, 1978).

6. Evaluation Report: PEMEP (Molina, Guzmán, Escobar, 1976)

This report points to significant progress in the implementation of the PEMEP curriculum. Some schools are reported to have several hundred dollars saved in earnings from their gardens and other labors. It also reports, however, some curricular deficiencies in the normal school (Santa Lucía Utatlán) that is training bilingual teachers.

·CORREGIDA
22 mayo 1979

ANNEX 6

11 de mayo, 1979

PROGRAMA DE EDUCACION BILINGUE

Encuesta de base: Alta Verapaz, Chimaltenango
El Quiché, Huehuetenango

_____ 1 Fecha: _____ de 79 [ ] 80 [ ] 81 [ ] 82 [ ]

_____ 2-10 (Project Site No. _____)

_____ 11/12 Entrevistador _____

_____ 13 Departamento _____

Alta Verapaz [ ]
Chimaltenango [ ]
El Quiché [ ]
Huehuetenango [ ]

_____ 14/15/16 Municipio _____

Aldea [ ] Cantón [ ]
Caserío [ ] Finca [ ]
Paraje [ ]

_____ 17/18/19 Nombre de la Comunidad _____

COMUNIDAD

20. NUMERO DE HABITANTES EN EL LUGAR?

AB

0. No contesta o no sabe
1. Menos de 100
2. 101-200
3. 201-500
4. 501-1000
5. 1001-2000
6. 2001-3000
7. 3001-5000
8. Más de 5000

20. [ ]

21. CUANTAS FAMILIAS HAY EN LA COMUNIDAD?

AB

0. No contesta
1. _____ (apunte el número)

21. [ ]

22. CUANTAS VIVIENDAS HAY EN LA COMUNIDAD

AB

0. No contesta
1. _____ (apunte el número)

22. [ ]

A= autoridades
B= maestros/promotores
C= entrevistador

23. NUMERO DE FAMILIAS POR VIVIENDA?

C

0. No contesta
1. Uno
2. Dos
3. Tres
4. Cuatro
5. Cinco

23. ☐

24. QUE PORCENTAJE DE LA POBLACION ES INDIGENA?

A

0. No contesta
1. Menos de 30%
2. 31% a 50%
3. 51% a 75%
4. 76% a 90%
5. Más de 90%

24. ☐

25. QUE PORCENTAJE DE LA POBLACION HABLA LA LENGUA MATERNA?

AB

0. No contesta
1. Menos de 30%
2. 31% a 50%
3. 51% a 75%
4. 76% a 90%
5. Más de 90%

25. ☐

26. QUE PORCENTAJE DE LOS INDIGENAS HABLA EL CASTELLANO?

AB

0. No contesta
1. Menos de 30%
2. 31% a 50%
3. 51% a 75%
4. 76% a 90%
5. Más de 90%

26. ☐

27-34. DONDE ACOSTUMBRAN MAS LAS MUJERES INDIGENAS HABLAR LA LENGUA?

AB

	Reuniones	Casa	Mercado	Vecinos	Trabajo	Pueblo	Iglesia	Todas Partes
0. No contesta								
1. No								
2. Sí								
	27 ☐	28 ☐	29 ☐	30 ☐	31 ☐	32 ☐	33 ☐	34 ☐

35-42 DONDE ACOSTUMBRAN MAS LOS HOMBRES INDIGENAS HABLAR LA LENGUA?

AB

	Reuniones	Casa	Mercado	Vecinos	Trabajo	Pueblo	Iglesia	Todas Partes
0. No contesta								
1. No								
2. Sí								
	35 ☐	36 ☐	37 ☐	38 ☐	39 ☐	40 ☐	41 ☐	42 ☐

43-50. DONDE ACOSTUMBRAN LOS INDIGENAS HOMBRES HABLAR EL CASTELLANO?

A

	Reuniones	Casa	Mercado	Vecinos	Trabajo	Pueblo	Iglesia	Todas Partes
0. No contesta								
1. No								
2. Sí								
	43	44	45	46	47	48	49	50

51-58. DONDE ACOSTUMBRAN LAS MUJERES INDIGENAS HABLAR EL CASTELLANO?

A

	Reuniones	Casa	Mercado	Vecinos	Trabajo	Pueblo	Iglesia	Todas Partes
0. No contesta								
1. No								
2. Sí								
	51	52	53	54	55	56	57	58

59. QUE CLASE DE CAMINO CONDUCE A LA COMUNIDAD?

A

0. No contesta
1. Extravío
2. Herradura
3. Terracería
4. Asfalto

59. ☐

60. CON QUE MEDIOS DE COMUNICACION CUENTA LA COMUNIDAD?

A

0. No contesta
1. Sólo radio
2. Radio y teléfono
3. Radio y televisión
4. Radio, teléfono y televisión

60. ☐

61. HAY LUZ ELECTRICA EN LA COMUNIDAD?

A

0. No contesta
1. No
2. Sí

61. ☐

62. HAY AGUA POTABLE EN LA COMUNIDAD?

A

0. No contesta
1. No
2. Sí

62. ☐

63. SI NO HAY AGUA POTABLE, COMO SE ABASTECE LA COMUNIDAD?

A

0. No contesta
1. Río
2. Pozos
3. Manantiales
4. Cañería
5. Combinación

63. ☐

64. HAY HOSPITAL?

A

0. No contesta
1. No
2. Sí

64. ☐

65. HAY PUESTO DE SALUD?

A

0. No contesta
1. No
2. Sí

65. ☐

66. SI NO HAY HOSPITAL NI PUESTO DE SALUD EN LA COMUNIDAD, A QUE DISTANCIA QUEDA EL MAS CERCANO?

A

0. No contesta
1. de 1 a 5 kms.
2. de 6 a 10 kms.
3. de 11 a 15 kms.
4. de 16 a 20 kms.
5. de 21 a 25 kms.
6. de 26 a 30 kms.
7. a más de 30 kms.

66. ☐

67. CUANTOS GRUPOS ORGANIZADOS FUNCIONAN EN LA COMUNIDAD?

A

Clubes	○	Grupo Evangélico	○
Acción Católica	○	Hermandades	○
Comité Cristiano	○	Cooperativas	○
		Otro	○

C

0. No contesta
1. No hay
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Más de cinco

67. ☐

68. QUE INFLUENCIA TIENEN ESTOS GRUPOS EN CUANTO A LA EDUCACION?

AB

0. No contesta
1. No hay grupos
2. Ninguna influencia
3. Poca
4. Mucha

68. ☐

69. COMO INFLUYEN LOS LIDERES EN LA ESCUELA Y COMUNIDAD?

B

0. No contesta
1. No tienen influencia
2. En reuniones
3. En las organizaciones
4. En reuniones y en organizaciones
5. Otro _____

69. ☐

70. EXISTE AHORA EN LA COMUNIDAD ALGUN PROGRAMA DE EDUCACION EN LENGUA MATERNA?

B

0. No contesta
1. No
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Más de cinco

CUALES SON?

Castellanización bilingüe O
Alfabetización y/o educación para adultos O
Radiofónicos O
Educación particular O
Otro_____ O

70. [ ]

71. HUBO ANTES ALGUN PROGRAMA DE ALFABETIZACION O EDUCACION EN LENGUA MATERNA?

B

0. No contesta
1. No
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Más de cinco

CUALES?

Castellanización bilingüe O
Alfabetización y/o educación para adultos O
Radiofónicos O
Educación particular O
Otro_____ O

71. [ ]

72. HAY ALGUNA FINCA CERCANA EN DONDE DEN TRABAJO A PERSONAS DE LA COMUNIDAD?

A

0. No contesta o no hay finca
1. No hay finca
2. Sí, una
3. Sí, dos
4. Sí, tres
5. Sí, cuatro
6. Sí, cinco
7. Sí, más de cinco

72. [ ]

73. QUE AYUDA PROPORCIONA LA(S) FINCA(S) A LOS PROGRAMAS EDUCATIVOS EN LA COMUNIDAD?

AB

0. No contesta
1. Nada
2. Alimentación
3. Material didáctico
4. Escuela propia
5. Otros_____

73. [ ]

74. LA GENTE DE LA COMUNIDAD ACOSTUMBRA SALIR A TRABAJAR A LA COSTA O A OTRA REGION LEJANA?

A

0. No contesta
1. No
2. Pocos
3. Muchos

74. [ ]

75. DURANTE QUE MESES DEL AÑO ACOSTUMBRA LA GENTA SALIR A TRABAJAR FUERA DE SU CASA?

A

Enero	Febrero	Marzo	Abril	Mayo	Junio

Julio	Agosto	Sept.	Oct.	Nov.	Dic.

C

CUANTOS MESES?

0. No contesta
1. Menos de un mes al año
2. Un mes al año
3. Dos meses al año
4. Tres meses al año
5. Cuatro meses al año
6. Cinco meses al año
7. Más de cinco meses al año

75. [ ]

76. CUAL ES LA OCUPACION MAS IMPORTANTE DE LA GENTE EN LA COMUNIDAD?

A

0. No contesta
1. Agricultura
2. Artesanía
3. Comercio
4. Otro _____

76. [ ]

77. PORQUE ALGUNOS PADRES NO MANDAN A SUS HIJOS A LA ESCUELA?

AB

0. No contesta
1. Por falta de dinero
2. Porque no les interesa
3. Porque lo ayudan a trabajar
4. Por las distancias
5. Por rivalidades
6. Dos de las razones mencionadas arriba
7. Tres de las razones mencionadas arriba
8. Todas las razones mencionadas arriba
9. No existe este problema

77. [ ]

78-81. COMO LE PARECE EL TRABAJO QUE REALIZA EL PROMOTOR BILINGUE?

A

0. No contesta
1. No hay promotor
2. Malo
3. Regular
4. Bueno

78	79	80	81

(card subtotal)

1

82-85. COMO LE PARECE EL TRABAJO QUE REALIZA EL MAESTRO BILINGUE?

A

82 83 84 85

0. No contesta
1. No hay maestro bilingüe
2. Malo
3. Regular
4. Bueno

86-89. COMO LE PARECE EL TRABAJO DEL MAESTRO NO BILINGUE?

A

86 87 88 89

0. No contesta
1. No hay
2. Malo
3. Regular
4. Bueno

90-93 CREE CONVENIENTE UTILIZAR LA LENGUA MATERNA EN LA ESCUELA?

AB

90 91 92 93

0. No contesta
1. No
2. Sí

94-97 EN QUE SITUACIONES SE DEBE UTILIZAR LA LENGUA MATERNA EN LA ESCUELA?

AB

94 95 96 97

0. No contesta
1. En la enseñanza del Castellano
2. En la comunicación
3. Otros _____

98-101. HASTA QUE EDAD CREE USTED QUE DEBE ASISTIR EL NIÑO VARON A LA ESCUELA?

AB

98 99 100 101

0. No contesta
1. Hasta los 8 años de edad
2. 9-10
3. 11-12
4. 13-14
5. 15-18
6. Más de 18

102-105. HASTA QUE EDAD CREE QUE DEBE ASISTIR LA NIÑA A LA ESCUELA?

AB

102 103 104 105

0. No contesta
1. Hasta los 8 años de edad
2. 9-10
3. 11-12
4. 13-14
5. 15-18
6. Más de 18

_____ 106 [ ]
_____ 107 [ ]
_____ 108 [ ]
_____ 109 [ ]
_____ 110 [ ]
_____ 111 [ ]
_____ 112 [ ]

ESCUELA

113. QUE TIPO DE CONSTRUCCION TIENE LA ESCUELA?

B

0. No hay escuela
1. Bajareque
2. Madera
3. Adobe
4. Blok
5. Butler
6. Mixto
7. Ladrillo
8. Concreto
9. Otro _____

113. [ ]

114. DONDE SE IMPARTEN LAS CLASES?

B

0. No contesta
1. En el campo
2. Patio
3. Zaguán
4. Corredor
5. Rancho
6. Ermita u oratorio
7. Casa particular
8. Aula
9. Otro _____

114. [ ]

115. DESDE CUANDO SE EMPEZO A IMPARTIR CLASES?

AB

0. No contesta
1. Menos de un año
2. Un año a 5 años
3. 6 años a 8 años
4. 9 a 11 años
5. 12 a 15 años
6. Más de 15 años

115. [ ]

116. DESDE CUANDO HA EXISTIDO EL EDIFICIO ESCOLAR?

AB

0. No contesta o no hay edificio
1. Menos de un año
2. Uno a 5 años
3. 6 a 8 años
4. 9 a 11 años
5. 12 a 15 años
6. Más de 15 años

116. [ ]

117. QUIENES AYUDARON A CONSTRUIR EL EDIFICIO ESCOLAR?

A
0. No contesta
1. No hay edificio
2. La comunidad
3. Una institución privada
4. La comunidad y una institución privada
5. Socio-Educativo Rural
6. Plan tripartito
7. Una combinación
8. Otro _____

117. [ ]

118. COMO SON LAS CONDICIONES DEL AULA?

B
0. No contesta
1. No hay
2. Malas
3. Regulares
4. Buenas

118. [ ]

119. LAS AULAS EN RELACION A LOS ALUMNOS ASISTENTES SON?

B
0. No contesta
1. No hay aulas
2. Insuficientes
3. Suficientes

119. [ ]

120. LES DAN A LOS ALUMNOS REFACCION?

B
0. No contesta
1. No
2. Sí

120 [ ]

121. QUIENES PROPORCIONAN LA REFACCION?

B
0. No contesta
1. No hay
2. La escuela
3. La comunidad
4. La supervisión
5. Una institución privada
6. Los padres de los alumnos
7. Una combinación
8. Otro _____

121. [ ]

122. HAY MOBILIARIO ESCOLAR?

B
0. No contesta
1. No
2. Inadecuado
3. Adecuado

122. [ ]

123. QUE TIPO DE MOBILIARIO HAY EN LA ESCUELA?

B
0. No contesta
1. Tablas
2. Bancas
3. Escritorio
4. Una combinación
5. Otro _____

123. [ ]

124. QUE CLASE DE ALUMBRADO UTILIZA LA ESCUELA?

B

0. No contesta
1. Ninguno
2. Ocotes
3. Candelas
4. Candiles
5. Quinqué o lámparas
6. Luz eléctrica por unas horas diarias
7. Luz eléctrica siempre
8. Una combinación _____
9. Otro _____

124. [ ]

125. CON QUE MEDIO SE ABASTECE DE AGUA LA ESCUELA?

B

0. No contesta
1. No hay
2. Obsequio de agua de la vecindad
3. Pozo
4. Río
5. Manantial
6. Cañería
7. Otros _____

125. [ ]

126. HAY LETRINA EN LA ESCUELA?

B

0. No contesta
1. No
2. Sí

126. [ ]

127. HAY VIVIENDA PARA LOS MAESTROS QUE TRABAJAN EN ESTA ESCUELA?

AB

0. No contesta
1. No
2. Sí, para algunos
3. Sí, para todos

127. [ ]

128. QUIENES PROPORCIONAN LAS VIVIENDAS PARA LOS MAESTROS?

AB

0. No contesta
1. No hay
2. El mismo maestro
3. La escuela
4. La comunidad
5. Una institución privada
6. Los padres de los alumnos
7. Una combinación
8. Otro- _____

128. [ ]

129. DESDE CUANDO EMPEZARON A DAR CLASES DE CASTELLANIZACION BILINGUE?

AB

0. No contesta
1. No hay
2. Hace menos de un año
3. Uno a tres años
4. 4 a 6 años
5. 7 a 9 años
6. 10 a 15 años
7. Más de 15 años

129. [ ]

130. EXISTE EDUCACION DE ADULTOS ?

B

0. No contesta
1. No
2. Sí

130. [ ]

131. SI HAY EDUCACION PARA ADULTOS, CUANTAS HORAS DIARIAS?

B

0. No contesta
1. No hay
2. Una hora
3. De 2 a 4 horas
4. Más de 4 horas

131. ☐

132. QUE NUMERO DE PROMOTORES EDUCATIVOS BILINGUES HAY EN LA ESCUELA?

B

0. No contesta
1. No hay
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Más de cinco

132. ☐

133. QUIEN IMPARTE LA CASTELLANIZACION BILINGUE?

B

0. No contesta
1. Promotor monolingüe
2. Maestro monolingüe
3. Promotor Bilingüe
4. Maestro bilingüe

133. ☐

134. A QUE SEXO PERTENECEN LOS PROMOTORES?

B

0. No contesta
1. Hombres
2. Mujeres
3. Ambos

134. ☐

135. CUANTOS PROMOTORES HAY QUE SOLAMENTE HABLAN CASTELLANO?

B

0. No contesta
1. No hay
2. Uno
3. Dos
4. Tres
5. Más de tres

135. ☐

136-139. CUANTOS PROMOTORES BILINGUES TIENEN ESCOLARIDAD EN LOS SIGUIENTES NIVELES?

B

Primario	Básico	Diversificado	Universidad
136 ☐	137 ☐	138 ☐	139 ☐

0. No contesta
1. No hay
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Más de cuatro

140. CUANTOS MAESTROS QUE SOLAMENTE HABLAN CASTELLANO HAY EN LA ESCUELA?

B

0. No contesta
1. No hay
2. Uno
3. 2-5
4. 6-8
5. 9-11
6. 12-15
7. Más de 15

140. [ ]

141. CUANTOS GRADOS ATIENDE UN MAESTRO?

B

0. No contesta o no hay maestro
1. Castellanización
2. 1 grado
3. 2 grados
4. 3 grados
5. 4 grados
6. 5 grados
7. 6 grados

141. [ ]

142. CUANTOS GRADOS ATIENDE UN PROMOTOR BILINGUE?

B

0. No contesta
1. Castellanización
2. 1 grado
3. 2 grados
4. 3 grados
5. 4 grados

142. [ ]

143. CUANTOS MAESTROS BILINGUES HAY EN LA ESCUELA QUE HABLAN EL IDIOMA DE LA REGION?

B

0. No contesta
1. No hay
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Seis
8. Siete
9. Más de siete

143. [ ]

144. CUANTAS HORAS DIARIAS ATIENDE A LOS ALUMNOS EN LA ESCUELA?

B

0. No contesta
1. Una hora
2. 2-4 horas
3. 5-6 horas

144. [ ]

145. CUANTAS HORAS DIARIAS DEDICA A LA EDUCACION EN EL IDIOMA DE LA REGION?

B

0. No contesta
1. Una hora
2. 2-4 horas
3. 5-6 horas
4. 6 horas o más

145. [ ]

146. QUE TIPO DE MATERIALES USAN PARA LA EDUCACION EN EL IDIOMA DE LA REGION?

B

Carteles O
Folletos O
Cartillas O
Libros de Texto O
Libros de Lectura O
Diapositivas O
Otro O

C

CUANTOS DE ESTOS MATERIALES SON UTILIZADOS?

0. No contesta
1. Ninguno
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Seis
8. Siete
9. Ocho o más

146. [ ]

147. CUANTOS MAESTROS BILINGUES HAY QUE NO HABLAN EL IDIOMA DE LA REGION

B

0. No contesta
1. No hay
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Más de cinco

147. [ ]

148. QUE TIPO DE MAESTROS HAY EN LA ESCUELA?

B

0. No contesta o no hay maestro
1. Empírico
2. Profesionalizado
3. Especializado
4. M.E.P.U.
5. M.E.P.R.
6. Una combinación
7. Otro

148. [ ]

149. CUANTOS DE LOS PROMOTORES BILINGUES QUE TRABAJAN ACUI SON ORIGINARIOS DE LA COMUNIDAD?

B

0. No contesta
1. Ninguno
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Seis
8. Siete
9. Más de siete

149. [ ]

150. CUANTOS DE LOS PROMOTORES BILINGUES QUE TRABAJAN AQUI VIVEN EN LA COMUNIDAD?

A

0. No contesta
1. Ninguno
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Seis
8. Siete
9. Más de siete

150. [ ]

151. CUANTOS MAESTROS QUE TRABAJAN AQUI SON ORIGINARIOS DE LA COMUNIDAD?

A

0. No contesta
1. Ninguno
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Seis
8. Siete
9. Más de siete

151. [ ]

152. CUANTOS DE LOS MAESTROS QUE TRABAJAN EN ESTA ESCUELA VIVEN EN LA COMUNIDAD?

A

0. No contesta
1. Ninguno
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Seis
8. Siete
9. Más de siete

152. [ ]

153. CUANTOS PROMOTORES BILINGUES QUE TRABAJAN AQUI SON MIEMBROS DE GRUPOS COMUNITARIOS

A

0. No contesta
1. Ninguno
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Seis
8. Siete
9. Más de siete

153. [ ]

154. CUANTOS MAESTROS QUE TRABAJAN EN ESTA ESCUELA SON MIEMBROS DE GRUPOS COMUNITARIOS?

A

0. No contesta
1. Ninguno
2. Uno
3. Dos
4. Tres
5. Cuatro
6. Cinco
7. Seis
8. Siete
9. Más de siete

154. [ ]

155. EN LA ESCUELA REALIZAN REUNIONES DE PADRES DE FAMILIA?

AB

0. No contesta
1. No
2. Cada 4-5 meses
3. Cada 2-3 meses
4. Cada mes
5. Cada 15 días
6. Cada semana

155. [ ]

156. CUAL ES EL NUMERO DE PADRES DE FAMILIA QUE ACOSTUMBRAN ASISTIR A LAS REUNIONES?

B

0. No contesta
1. No hay reuniones
2. Menos de 5
3. 6-10
4. 11-20
5. 21-30
6. 31-40
7. 41-50
8. Más de 50

156. [ ]

157. QUE PORCENTAJE DE PADRES DE FAMILIA ASISTEN A LAS REUNIONES?

B

0. No contesta
1. No hay reuniones
2. Menos de 10%
3. de 11% a 25%
4. de 26% a 50%
5. de 50% a 75%
6. Más del 75%

157. [ ]

158. CUAL ES EL MOTIVO PRINCIPAL DE LAS REUNIONES?

AB

0. No contesta
1. No hay reuniones
2. Problemas (alumnos)
3. Problemas (maestros)
4. Actividades escolares
5. Actividades comunales
6. Combinación
7. Otro____ _____

158. [ ]

159. LLEGAN LOS PADRES DE FAMILIA A INFORMARSE DEL RENDIMIENTO EDUCATIVO DE SUS HIJOS?

B

0. No contesta
1. No
2. Muy poco
3. Frecuentemente

159. [ ]

160. RECIBEN LOS PADRES DE FAMILIA ALGUNA ORIENTACION PARA MEJORAR SU NIVEL DE VIDA?

AB

0. No contesta
1. No
2. Sí

160. [ ]

161. ESCUCHAN PROGRAMAS EN LENGUA INDIGENA POR LA RADIO EN LA COMUNIDAD?

AB

0. No contesta
1. No hay programas en lengua materna
2. Sí, pero pocos
3. Sí, de 2 a 3 horas diarias
4. Sí, más de 3 horas diarias

161. [ ]

162-168. CUANTOS GRADOS ATIENDE EL PROMOTOR Y LOS MAESTROS?

B

	Promotor	MAESTROS 1º	2º	3º	4º	5º	6º
0. No contesta							
1. No hay maestro							
2. Castellanización							
3. 1 a 2 grados							
4. 1 a 3 grados							
5. 1 a 4 grados							
6. 1 a 5 grados							
7. 1 a 6 grados							
8. 1 a 7 grados							
	162	163	164	165	166	167	168

169. CUANTAS LENGUAS MATERNAS HABLAN EN LA COMUNIDAD?

AB

0. No contesta
1. 1 lengua
2. 2 lenguas
3. 3 lenguas
4. 4 lenguas

169. [ ]

170. QUE PORCENTAJE DE LA COMUNIDAD HABLA CASTELLANO Y LENGUA MATERNA (ES DECIR, ES BILINGUE)?

B

0. No contesta
1. Menos de 10%
2. 10% a 30%
3. 31% a 50%
4. 51% a 75%
5. 76% a 90%
6. Más de 90%

170. [ ]

171. LA LENGUA MATERNA QUE SE HABLA EN ESTA COMUNIDAD ES IGUAL A LA QUE HABLAN EN LOS LUGARES VECINOS?

AB

0. No contesta
1. Igual o casi igual
2. Un poco diferente
3. Bastante diferente

171. [ ]

172. QUE PORCENTAJE DE ALFABETISMO HAY?

B

0. No contesta
1. Menos de 10%
2. 10% al 20%
3. 20% al 30%
4. 30% al 40%
5. 40% al 50%
6. 50% al 60%
7. 60% al 70%
8. 80% al 90%
9. Más de 90%

172. [ ]

173. CUANTOS DIAS POR SEMANA SE ALFABETIZA?

AB

0. No contesta
1. 1 día
2. 2 días
3. 3 días
4. 4 días
5. 5 días
6. 6 días

173. [ ]

OBSERVACIONES:

1. Distancia aproximada de _____ a _____ (el lugar).

2. Nombres de informantes y edad aproximada:

3. Otros:

4. Referir nombres de personas, instituciones o publicaciones sobre

ANNEX 7

PALACIO NACIONAL

MINISTERIO DE EDUCACION
GUATEMALA, C. A.

2815

Of. Nº
Ref. S/Reg. sadedc

Al contestar, sírvase mencionar el número y referencia de esta nota.

14 de agosto de 1978.

Program
Education
Dept reply
Dis aig
Date 8-25-78
Routed 8-18-78 By

Señor Director
Agencia para el Desarrollo Internacional
en Guatemala
Frederick W. Schieck
Embajada de los Estados Unidos
Guatemala.

Señor Director:

En relación al Programa de Castellanización del Ministerio de Educación, destinado a los niños indígenas del área rural, por este medio me permito solicitar la participación de esa Agencia en dicho programa por medio de una donación por la cantidad de $1,120,000. Estos fondos ayudarían a financiar asistencia técnica, costos de desarrollo de personal, producción de materiales, así como la compra de bienes, por medio de lo cual se aumentaría el acceso al sistema de educación formal por parte de los niños indígenas que no hablan Español. Tengo entendido que el actual programa de Castellanización se extenderá a veinte escuelas en forma experimental para incluir el primero y segundo grado de las cuatro principales lenguas Mayas y posteriormente, el tercer grado en dos lenguas. Asimismo, se que los equipos de técnicos que se encuentran trabajando en la adaptación de curricula, también proveerán asistencia técnica para el mejoramiento de los seminarios de orientación para nuevos promotores bilingües, así como para el desarrollo de técnicas apropiadas de enseñanza que serán introducidas en el programa de estudios de la Escuela Normal en Santa Lucía Utatlán.

El proyecto será administrado por un comité que incluya representantes de la Sección de Castellanización del Departamento de Educación Extraescolar, USIPE y la Sección de Educación del Consejo Nacional de Planificación Económica.

El proyecto es de alta prioridad y este Ministerio vería con sumo agrado que el mismo fuera considerado favorablemente por usted y sus colegas en Washington, D. C.

Agradeciendo la atención que la presente le merezca, aprovecho la oportunidad para saludarlo muy atentamente,

MINISTERIO DE EDUCACION
DESPACHO
GUATEMALA, C. A.

14-8-78

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS PART I

1. TRANSACTION CODE: A (A - ADD, C - CHANGE, D - DELETE)

PAF

2. DOCUMENT CODE: 5

3. COUNTRY/ENTITY: Guatemala

4. DOCUMENT REVISION NUMBER:

5. PROJECT NUMBER (7 digits): 520-0258

6. BUREAU/OFFICE: A. SYMBOL: LAC; B. CODE: 05

7. PROJECT TITLE (Maximum 40 characters): BILINGUAL EDUCATION

8. PROJECT APPROVAL DECISION — ACTION TAKEN: A - APPROVED, D - DISAPPROVED, DE - DEAUTHORIZED

9. EST. PERIOD OF IMPLEMENTATION: YRS. 04 QTRS

10. APPROVED BUDGET AID APPROPRIATED FUNDS ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY 79		H. 2ND FY 80		K. 3RD FY 81	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EH	622	620		300		440		440	
(2)									
(3)									
(4)									
			TOTALS	300		440		440	

A. APPROPRIATION	N. 4TH FY 82		O. 5TH FY ___		LIFE OF PROJECT	
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN
(1) EH	520				1700	
(2)						
(3)						
(4)						
TOTALS	520				1700	

11. PROJECT FUNDING AUTHORIZED (ENTER APPROPRIATE CODE(S)) 1 - LIFE OF PROJECT, 2 - INCREMENTAL, LIFE OF PROJECT

A. GRANT	B. LOAN
2	

C. PROJECT FUNDING AUTHORIZED THRU FY 82

12. INITIAL PROJECT FUNDING ALLOTMENT REQUESTED ($000)

A. APPROPRIATION	B. ALLOTMENT REQUEST NO ___	
	C. GRANT	D. LOAN
(1) EH	300	
(2)		
(3)		
(4)		
TOTALS	300	

13. FUNDS RESERVED FOR ALLOTMENT

TYPED NAME (Chief, SER/FM/FSD)

SIGNATURE

DATE

14. SOURCE/ORIGIN OF GOODS AND SERVICES: [X] 000 [X] 941 [X] LOCAL [ ] OTHER ___

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

AID 1330-6 (7-78)

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS

PART II

Name of Country/Entity: Guatemala **Name of project:** Bilingual Education

Number of Project: 520-0258

Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize 1,700,000 a Grant to Guatemala the "Cooperating Country" of not to exceed three hundred thousand United States Dollars ($300,000) the "Authorized Amount" to help in financing certain foreign exchange and local currency costs of goods and services required for the project as described in the following paragraph. The project consists of improving the linguistic and curricular relevance of rural education for monolingual Mayan language speaking children by developing bilingual education prototype materials that will serve for improving and expanding the preschool bilingual Castellanización program through grade two.I approve the total level of A.I.D. appropriated funding planned for this project of not to exceed one million seven hundred thousand States Dollars ($1,700,000), Grant including the funding authorized above, during the period FY 1979 through FY 82. I approve futher increments during that period of Grant funding up to $1,400,000 subject to the availability of funds in accordance with A.I.D. allotment procedures.

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 coverants and major conditions; together with such other terms and conditions as A.I.D. may deem appropriate:

(FORMAT)

a. Source and Origin of Goods and Services

Goods and services financed by A.I.D. under the project shall have their source and origin in the Cooperating Country or 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.

b. Prior to any disbursement, or the issuance of any commitment documents under the Project Agreement

Grantee shall furnish in form and substance satisfactory to A.I.D.

(1) Staffing needs for the project implementation unit, and the manner in which personnel will be obtained, qualification requirements, and job responsibilities.

(2) Projected activities to be carried out by the implementing unit, including production and testing of prototype materials, evaluations, and personnel training.

(3) Timing and level of effort required of the various technical specialists, timing of procurement of equipment associated with development of prototype teaching materials during the first year of project implementation.

(4) The programming of both informal and formal periodic evaluations.

c. The following waivers to A.I.D. regulations are hereby approved. Designation of A.I.D. as procurement entity.

	Typed Name	Office Symbol	Date	Initials
Clearances	A.			
	B.			
	C.			
	D.			
	E.			
	F.			

Signature _____

Typed Name of Authorizing Officer

Office Symbol

ANNEX 9

ACTION MEMORANDUM FOR THE DIRECTOR

FROM: Andra Herriott, Chief Education Division

DATE: May 24, 1979

Problem:

Pursuant to AID Handbook 1, Supplement B, Chapter 3, your approval is requested for the designation of AID as the procurement entity under Project 520-0258, Bilingual Education.

Discussion:

Bilingual Education is a new field in Guatemala in which there is a marked paucity of technical expertise. The lack of technical knowledge is such that the Grantee is in no position to develop adequate requests for proposals or properly to evaluate proposals received. The technical assistance to be provided under the Project will develop the capacity of the Ministry of Education, the implementing institution, to perform such tasks in the future. At this time, however, direct AID contracting of an institution with the necessary in-depth expertise to perform the tasks contemplated under the project is envisaged.

In addition, the fact that foreign technicians with the necessary experience would require salaries and allowances of a level not normally permissible under Guatemalan Government practice and procedures is supportive of direct AID procurement.

Recommendation

On the basis of the foregoing discussion, it is requested that you approve the designation of AID as procurement

entity for the Bilingual Education Project.

Approved: Eliseo Vasquez

Disapproved: _____

Date: May 26, 1979

UNCLASSIFIED

Clearances:

PRM:JREyre: for

ADM:LSHunsaker:

CONT:WRNaylor:

CDO:DMasters:

ANNEX 10

CERTIFICATION PURSUANT TO

SECTION 611 (e) OF THE FOREIGN

ASSISTANCE ACT

AS AMENDED

I, Eliseo Carrasco, the principal officer of the Agency for International Development in Guatemala, do herewith certify that in my judgment, the Government of Guatemala has both the financial and human resources capability to effectively maintain and utilize goods and services provided under this grant assistance project entitled Bilingual Education.

This judgment is based upon the record of implementation of AID-financed projects in Guatemala and the results of the consultations undertaken during the preparation of this project paper.

Eliseo Carrasco
Mission Director
USAID/Guatemala

Eliseo Carrasco

DATE

ANNEX 11

INITIAL ENVIRONMENTAL EXAMINATION

PROJECT LOCATION:	Guatemala
PROJECT TITLE:	Bilingual Education
FUNDING:	$1,120,000 (GRANT)
LIFE OF PROJECT:	4 years
IEE PREPARED BY:	Carlos Crowe Mission Engineer May 10, 1979

RECOMMENDED THRESHOLD DECISION:

Negative Determination (See Part)

MISSION DIRECTOR's CONCURRENCE

Eliseo Carrasco, Director

Date

ASSISTANT ADMINISTRATOR/LAC DECISION

RECOMMENDATION APPROVED: _____

RECOMMENDATION DISAPPROVED: _____

ANNEX 12-A

PID Approval Message

PID approval was transmitted via cable 77- State 231014, dated 26 September, 1977, subject, Review of USAID/Guatemala ABS. The cable is not included herein because of its Limited Official Use classification.

ANNEX 12-B

PROJECT COMMITTEE

USAID

Anthony Lanza, Education Advisor
Andra Herriott, Education Advisor
Gilberto Méndez, Education Advisor
Michael Hauben, Assistan Program Officer
Donald Masters, Economist (CDO)
William Naylor, Controller
Ramiro Eduardo, Financial Analyst, ROCAP
Donald Campbell, Budget & Fiscal Officer
Rafael Franco, Budget & Fiscal Officer

Consultants

Ned Seelye, Bilingual Education Specialist
Kjell Enge, Social Anthropologist

GOG

Eduardo Martínez, CNPE
Carlos Morales, CNPE
Edgar de León, CNPE
Mercedes Guinther, USIPE/MOE
Francisco Toledo, USIPE/MOE
Oscar González Castillo, SER/MOE
Víctor García, Castellanización/SER/MOE
Angélica Letona de García, Castellanización/SER/MOE

STATUTORY CHECKLIST

6C(1) - COUNTRY CHECKLIST

Listed below are, first, statutory criteria applicable generally to FAA funds, and then criteria applicable to individual fund sources: Development Assistance and Security Supporting Assistance funds.

A. GENERAL CRITERIA FOR COUNTRY

1. FAA Sec. 116. Can it be demonstrated that contemplated assistance will directly benefit the needy? If not, has the Department of State determined that this government has engaged in consistent pattern of gross violations of internationally recognized human rights?	Project will benefit needy rural poor.
2. FAA Sec. 481. Has it been determined that the government of recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or in part, in such country, or transported through such country, from being sold illegally within the jurisdiction of such country to U.S. Government personnel or their dependents, or from entering the U.S. unlawfully?	Guatemala does take adequate steps to prevent narcotic traffic.
3. FAA Sec. 620(a). Does recipient country furnish assistance to Cuba or fail to take appropriate steps to prevent ships or aircraft under its flag from carrying cargoes to or from Cuba?	No
4. FAA Sec. 620(b). If assistance is to a government, has the Secretary of State determined that it is not controlled by the International Communist movement?	Yes
5. FAA Sec. 620(c). If assistance is to government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) debt is not denied or contested by such government?	No, as far as is known.
6. FAA Sec. 620(e)(1). If assistance is to a government, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities?	No

7. FAA Sec. 620(f); App. Sec. 109. Is recipient country a Communist country? Will assistance be provided to the Democratic Republic of Vietnam (North Vietnam), South Vietnam, Cambodia or Laos?	No
8. FAA Sec. 620(i). Is recipient country in any way involved in (a) subversion of, or military aggression against, the United States or any country receiving U.S. assistance, or (b) the planning of such subversion or aggression?	No
9. FAA Sec. 620(j). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction, by mob action, of U.S. property?	No
10. FAA Sec. 620(l). If the country has failed to institute the investment guaranty program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason?	N/A
11. FAA Sec. 620(o); Fishermen's Protective Act, Sec. 5. If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters, a. has any deduction required by Fishermen's Protective Act been made? b. has complete denial of assistance been considered by AID Administrator?	N/A
12. FAA Sec. 620(q); App. Sec. 504. (a) Is the government of the recipient country in default on interest or principal of any AID loan to the country? (b) Is country in default exceeding one year on interest or principal on U.S. loan under program for which App. Act appropriates funds, unless debt was earlier disputed, or appropriate steps taken to cure default?	No
13. FAA Sec. 620(s). What percentage of country budget is for military expenditures? How much of foreign exchange resources spent on military equipment? How much spent for the purchase of sophisticated weapons systems? (Consideration of these points is to be coordinated with the Bureau for Program and Policy Coordination, Regional Coordinators and Military Assistance Staff (PPC/RC).)	7.7 percent ($70.6 million) of the 1979 national budget (excluding public debt repayment) is devoted to Ministry of Defense expenditures. While no foreign currency long-term loans are for military equipment, it is not possible to determine from the budget data available the extent of foreign exchange expenditures for military equipment. To our knowledge, no funds are budgeted for the purchase of sophisticated weapons systems.

A

14. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?	No
15. FAA Sec. 620(u). What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget?	Not delinquent
16. FAA Sec. 620A. Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism?	No
17. FAA Sec. 666. Does the country object, on basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. there to carry out economic development program under FAA?	No
18. FAA Sec. 669. Has the country delivered or received nuclear reprocessing or enrichment equipment, materials or technology, without specified arrangements on safeguards, etc.?	No
19. FAA Sec. 901. Has the country denied its citizens the right or opportunity to emigrate?	No

B. FUNDING CRITERIA FOR COUNTRY

1. Development Assistance Country Criteria

a. FAA Sec. 102(c), (d). Have criteria been established, and taken into account, to assess commitment and progress of country in effectively involving the poor in development, on such indexes as: (1) small-farm labor intensive agriculture, (2) reduced infant mortality, (3) population growth, (4) equality of income distribution, and (5) unemployment.	Preliminary analysis has been done by Mission and been taken into account in its planning.
b. FAA Sec. 201(b)(5), (7) & (8); Sec. 208; 211(a)(4), (7). Describe extent to which country is:	The Government of Guatemala is now implementing several new programs to increase food production and improve storage facilities and internal distribution.
(1) Making appropriate efforts to increase food production and improve means for food storage and distribution.	
(2) Creating a favorable climate for foreign and domestic private enterprise and investment.	Encouragement of foreign investment and implementation of two private financieras (FIASA) demonstrate the GOG's support for foreign and domestic private enterprise and investment.

B1b

(3) Increasing the public's role in the developmental process.

The objective of this Project is to improve access to education of the campesino class so that they can increase their participation in the overall development process.

(4) (a) Allocating available budgetary resources to development.

(b) Diverting such resources for unnecessary military expenditure and intervention in affairs of other free and independent nations.

The GOG is allocating a significant portion of its national budget to activities related to development. Additional emphasis is being placed by the GOG on the accelerating development of the rural population.

(5) Making economic, social, and political reforms such as tax collection improvements and changes in land tenure arrangements, and making progress toward respect for the rule of law, freedom of expression and of the press, and recognizing the importance of individual freedom, initiative, and private enterprise.

The Government of Guatemala does not appear to be diverting resources for unnecessary military expenditures, nor are they intervening in the affairs of other free and independent nations.

(6) Otherwise responding to the vital economic, political, and social concerns of its people, and demonstrating a clear determination to take effective self-help measures.

With the assistance of an AID loan, the GOG is distributing government land to peasants. The GOG is supporting several programs which recognize the importance of individual freedom, initiative and private enterprise. Guatemala is considered to have a free press.

c. FAA Sec. 201(b), 211(a). Is the country among the 20 countries in which development assistance loans may be made in this fiscal year, or among the 40 in which development assistance grants (other than for self-help projects) may be made?

d. FAA Sec. 115. Will country be furnished, in same fiscal year, either security supporting assistance, or Middle East peace funds? If so, is assistance for population programs, humanitarian aid through international organizations, or regional programs?

GOG is making efforts in this respect in the implementation of the GOG 1979-82 Development Plan which emphasizes assistance to the rural poor.

c. N/A

d. No

2. Security Supporting Assistance Country Criteria

a. FAA Sec. 502B. Has the country engaged in a consistent pattern of gross violations of internationally recognized human rights? Is program in accordance with policy of this Section?

b. FAA Sec. 531. Is the Assistance to be furnished to a friendly country, organization, or body eligible to receive assistance?

c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

2. N/A

6C(2) - PROJECT CHECKLIST

Listed below are, first, statutory criteria applicable generally to projects with FAA funds, and then project criteria applicable to individual fund sources: Development Assistance (with a sub-category for criteria applicable only to loans); and Security Supporting Assistance funds.

CROSS REFERENCES:

A. GENERAL CRITERIA FOR PROJECT.

1. App. Unnumbered; FAA Sec. 653(b)

(a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than $1 million over that figure plus 10%)?	Included in Congressional Presentation
2. FAA Sec. 611(a)(1). Prior to obligation in excess of $100,000, will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?	Yes
3. FAA Sec. 611(a)(2). If further legislative action is required within recipient country, what is basis for reasonable expectation that such action will be completed in time to permit orderly accomplishment of purpose of the assistance?	Further legislation is not required.
4. FAA Sec. 611(b); App. Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per Memorandum of the President dated Sept. 5, 1973 (replaces Memorandum of May 15, 1962; see Fed. Register, Vol 38, No. 174, Part III, Sept. 10, 1973)?	N/A
5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all U.S. assistance for it will exceed $1 million, has Mission Director certified the country's capability effectively to maintain and utilize the project?	N/A

6. FAA Sec. 209, 619. Is project susceptible of execution as part of regional or multilateral project? If so why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. If assistance is for newly independent country, is it furnished through multilateral organizations or plans to the maximum extent appropriate?	No; N/A
7. FAA Sec. 601(a); (and Sec. 201(f) for development loans). Information and conclusions whether project will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions.	N/A
8. FAA Sec. 601(b). Information and conclusion on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).	U.S. private trade and investment abroad will be indirectly supported through development of the rural primary education system in Guatemala.
9. FAA Sec. 612(b); Sec. 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized to meet the cost of contractual and other services.	Guatemala is providing a substantial contribution to the project in local currency. See Project Paper, Financial Plan. No U.S. -owned foreign currencies are available for utilization in this project.
10. FAA Sec. 612(d). Does the U.S. own excess foreign currency and, if so, what arrangements have been made for its release?	No

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(c); Sec. 111; Sec. 281a. Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production, spreading investment out from cities to small towns and rural areas; and (b) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions?	This project is specifically designed to benefit the rural poor and strengthen their participation in national development by providing them with the knowledge & skills needed for socio-economic development. The improvement of rural primary education will increase the capabilities of the people to participate in self-government and development activities and increase the intellectual resources of the country. The program will directly aid civic education and training.

B1

b. FAA Sec. 103, 103A, 104, 105, 106, 107. Is assistance being made available: [include only applicable paragraph -- e.g., a, b, etc. -- which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.]

(1) [103] for agriculture, rural development or nutrition; if so, extent to which activity is specifically designed to increase productivity and income of rural poor; [103A] if for agricultural research, is full account taken of needs of small farmers;

(2) [104] for population planning or health; if so, extent to which activity extends low-cost, integrated delivery systems to provide health and family planning services, especially to rural areas and poor;

(3) [105] for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development;

Yes, formal education will be made more relevant through production of relevant curricula in the native languages of the beneficiaries.

(4) [106] for technical assistance, energy, research, reconstruction, and selected development problems; if so, extent activity is:

(a) technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations;

(b) to help alleviate energy problem;

(c) research into, and evaluation of, economic development processes and techniques;

(d) reconstruction after natural or manmade disaster;

(e) for special development problem, and to enable proper utilization of earlier U.S. infrastructure, etc., assistance;

(f) for programs of urban development, especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development.

81

(5) [107] by grants for coordinated private effort to develop and disseminate intermediate technologies appropriate for developing countries.

c. FAA Sec. 110(a); Sec. 209(e). Is the recipient country willing to contribute funds to the project, and in what manner has or will it provide assurances that it will provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)?

The GOG has given us assurance that it will provide 39 percent of the cost of the project during the implementation period.

d. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to Congress been made, and efforts for other financing?

N/A

e. FAA Sec. 207; Sec. 113. Extent to which assistance reflects appropriate emphasis on; (1) encouraging development of democratic, economic, political, and social institutions; (2) self-help in meeting the country's food needs; (3) improving availability of trained worker-power in the country; (4) programs designed to meet the country's health needs; (5) other important areas of economic, political, and social development, including industry; free labor unions, cooperatives, and Voluntary Agencies; transportation and communication; planning and public administration; urban development, and modernization of existing laws; or (6) integrating women into the recipient country's national economy.

(a) An acceptable level of basic education, including literacy of the people is fundamental to the development of democratic, economic, political and social institutions in Guatemala. This project will directly encourage this development.
(b) By financing new Indian language curricula for practical instruction in agriculture, health and nutrition, this project will directly aid Guatemala's efforts to meet its food needs.
(c) The major ultimate aim of this project is an increase in trained and educated manpower in Guatemala.
(d) Revisions in primary curricula, brought about under this project will reflect a new emphasis on Guatemala's health needs.
(e) This project will have an impact in the area of "social infrastructure", with resulting benefits throughout the areas of economic, political, and social development.
(f) The implementation of this program will help the development of women and their integration into the national economy as described in the Project Paper.

f. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

Through the improvement of Guatemala's educational and training system, the project will contribute directly to the people's ability to so participate and will encourage private and local governmental institutions.

81

g. FAA Sec. 201(b)(2)-(4) and -(9); Sec. 201(a); Sec. 211(a)(1)-(3) and -(a). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth; or of educational or other institutions directed toward social progress? Is it related to and consistent with other development activities, and will it contribute to realizable long-range objectives? And does project paper provide information and conclusion on an activity's economic and technical soundness?

h. FAA Sec. 201(b)(6); Sec. 211(a)(5), (6) Information and conclusion on possible effects of the assistance on U.S. economy, with special reference to areas of substantial labor surplus, and extent to which U.S. commodities and assistance are furnished in a manner consistent with improving or safeguarding the U.S. balance-of-payments position.

This project will have no foreseeable adverse effects on the U.S. economy or areas of labor surplus. Assistance will be furnished in a manner consistent with improving the U.S. balance of payments position.

2. Development Assistance Project Criteria (Loans only)

N/a

a. FAA Sec. 201(b)(1). Information and conclusion on availability of financing from other free-world sources, including private sources within U.S.

b. FAA Sec. 201(b)(2); 201(d). Information and conclusion on (1) capacity of the country to repay the loan, including reasonableness of repayment prospects, and (2) reasonableness and legality (under laws of country and U.S.) of lending and relending terms of the loan.

c. FAA Sec. 201(e). If loan is not made pursuant to a multilateral plan, and the amount of the loan exceeds $100,000, has country submitted to AID an application for such funds together with assurances to indicate that funds will be used in an economically and technically sound manner?

d. FAA Sec. 201(f). Does project paper describe how project will promote the country's economic development taking into account the country's human and material resources requirements and relationship between ultimate objectives of the project and overall economic development?

82

e. FAA Sec. 202(a). Total amount of money under loan which is going directly to private enterprise, is going to intermediate credit institutions or other borrowers for use by private enterprise, is being used to finance imports from private sources, or is otherwise being used to finance procurements from private sources?

f. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete in the U.S. with U.S. enterprise, is there an agreement by the recipient country to prevent export to the U.S. of more than 20% of the enterprise's annual production during the life of the loan?

3. Project Criteria Solely for Security Supporting Assistance — N/A

FAA Sec. 531. How will this assistance support promote economic or political stability?

Additional Criteria for Alliance for Progress

[Note: Alliance for Progress projects should add the following two items to a project checklist.]

a. FAA Sec. 251(b)(1), -(2). Does assistance take into account principles of the Act of Bogota and the Charter of Punta del Este; and to what extent will the activity contribute to the economic or political integration of Latin America? — Yes
Project will not have a direct effect upon economic integration.

b. FAA Sec. 251(b)(8); 251(h). For loans, has there been taken into account the effort made by recipient nation to repatriate capital invested in other countries by their own citizens? Is loan consistent with the findings and recommendations of the Inter-American Committee for the Alliance for Progress (now "CEPCIES," the Permanent Executive Committee of the OAS) in its annual review of national development activities? — N/A

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR (LAC)

FROM: LAC/DR, Marshall D. Brown Date: JUL 5 1979

Problem: Authorization of the Guatemala Bilingual Education Project ($1.85 million grant)

Discussion: The project proposes to increase access to the formal education system for non-Spanish speaking Indian children in rural Guatemala by improving the linguistic and curricular relevance of rural education. This will be achieved through developing bilingual education prototypes which will serve as alternatives for improving and expanding the preschool Castellanizacion program through grade two. Project activities include: (1) the development and testing of bilingual curriculum materials for four major Indian languages; (2) the training of bilingual teacher/promoters in the use of the bilingual materials and Spanish-as-a-Second-Language teaching techniques; and (3) development of comprehensive baseline information and evaluation techniques for determining retention/promotion rates in bilingual and control schools.

The total cost of the project is $2.95 million of which $1.85 million will be financed by an A.I.D. grant and $1.1 million represents the Government of Guatemala's contribution. The host country contribution of 37% thus exceeds the requirement of Section 110(A) of the FAA. The A.I.D. grant will finance long- and short-term personnel services ($1.237 million), training ($190,000), commodities ($80,000), other costs and contingencies ($343,000). The GOG will finance salary costs ($923,000), personnel services ($100,000), training ($27,000) and other costs ($50,000).

The DAEC reviewed and approved the proposed project on June 15, 1979. The following modifications were made in the project as a result of the review:

1. The amount of the project was increased to provide additional resources for administrative and supervisory training of key staff of the bilingual program.

2. A discussion was included in the PP on the relationship and complementary nature of this program to other A.I.D. supported Guatemalan education projects (BVE, BRE, Loan 025).

3. A description was added to the PP of how baseline data will be developed and utilized for the design of the proposed curriculum.

The project appears on Page 699 of the FY 79 CP at a level of $200,000, while the PP proposes initial FY 79 funding of $300,000. Therefore, a Congressional Notification has been forwarded to Congress. The waiting period expired on 7/5/79. The Initial Environmental Examination recommends a negative determination and was approved by the AA/LAC on 6/13/79.

Recommendation: That you sign the attached Project Authorization and Request for Allotment of Funds (PAF) for the Guatemala Bilingual Education Project.

Attachment

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

ASSISTANT ADMINISTRATOR

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS

Name of Country: Guatemala

Name of Project: Bilingual Education

Number of Project: 520-0258

Pursuant to Part I, chapter 1, section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize a Grant to Guatemala, the "Cooperating Country", of not to exceed Three Hundred Thousand United States Dollars ($300,000), the "Authorized Amount", to help in financing certain foreign exchange and local currency costs of goods and services required for the project as described in the following paragraph.

The Project consists of improving the linguistic and curricular relevance of rural education for monolingual Mayan language speaking children by developing bilingual education prototype materials that will serve for improving and expanding the preschool bilingual Castellanization program through grade two.

I approve the total level of AID appropriated funding planned for this Project of not to exceed One Million Eight Hundred and Fifty Thousand United States Dollars ($1,850,000) Grant, including the funding authorized above, during the period FY 1979 through FY 1982. I approve further increments during that period of Grant funding up to $1,550,000 subject to the availability of funds in accordance with AID allotment procedures.

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 AID regulations and Delegations of Authority subject to the following essential terms and covenants and major conditions; together with such other terms and conditions as AID may deem appropriate:

A. Source and Origin

Except for ocean shipping and except as AID may otherwise agree in writing, goods and services financed by AID under the Project shall have their source and origin in the United States or in countries of the Central American Common Market. Ocean shipping shall be procured in the United States except as AID may otherwise agree in writing.

B. Conditions Precedent to Initial Disbursement

Prior to any disbursement, or the issuance of any commitment documents under the Project Agreement, the Cooperating Country shall furnish in form and substance satisfactory to AID:

(1) Staffing requirements for the project implementation unit, and the manner in which personnel for that unit will be obtained, their qualifications and job responsibilities;

(2) The activities to be carried out by the implementing unit, including production and testing of prototype materials, evaluations and personnel training;

(3) The timing and level of effort required of the various technical specialists;

(4) The schedule for procurement of equipment to be used in the development of prototype teaching materials during the first year of project implementation; and

(5) The schedule for both informal and formal periodic evaluations.

Assistant Administrator
Bureau for Latin America
and the Caribbean

Date

Clearances:
GC/LAC, J. Kessler date 6/25/79
LAC/DR, C. Leonard date
LAC/DR, M. Brown date 7/5/79
LAC/CEN, R. deVivero date 6/26/79

GC/LAC:RMCotten:ec:6/18/79:x29182

520 758

AUG 3 1979

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR (LAC)

FROM: LAC/DR, Marshall D. Brown

Problem: To amend the Project Authorization and Request for Allotment of Funds (PAF) for the Guatemala Bilingual Education grant project.

Discussion: On July 6, 1979 the Assistant Administrator (LAC) authorized the $1.85 million Bilingual Education grant project for Guatemala. The project proposes to increase access to the formal education system for non-Spanish speaking Indian children in rural Guatemala by improving the linguistic and curricular relevance of rural education. This will be achieved through developing bilingual education prototypes which will serve as alternatives for improving and expanding the preschool Castellanizacion program through grade two.

The Guatemala Mission is now requesting a change in the conditions precedent to initial disbursement so that the project can fund technical assistance which is required to enable the GOG to meet originally envisioned conditions precedent. Thus, instead of five initial conditions, there will be only one: that the GOG furnish evidence that its 1980 budget will provide the necessary resources to carry out the project during that year. The remaining five conditions in the current authorization will be recategorized as conditions to additional disbursement. Each of the five must be met by June 30, 1980 before any additional disbursements or commitment documents can be issued by AID. The Mission feels that the technical assistance is essential to helping the GOG meet the remaining conditions. In addition the change will provide enough time for the GOG to organize and staff the proposed program, as well as lay out proposed activities in more detail. Also, in order to reflect the change in project timing, language in the fifth condition is modified to require a procurement schedule for the second year of project implementation instead of the first year.

Recommendation: That you sign the attached Amendment to the Project Authorization and Request for Allotment of Funds.

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

ASSISTANT ADMINISTRATOR

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS
(AMENDMENT NO. 1)

Name of Country: Guatemala

Name of Project: Bilingual Education

Project Number: 520-0258

Pursuant to the authority vested in me as Assistant Administrator, Bureau for Latin America and the Caribbean, by the Foreign Assistance Act of 1961, as amended, and the delegations of authority issued thereunder, I hereby amend the Project Authorization and Request for Allotment of Funds dated July 6, 1979 (the "PAF"), which authorized a Grant to Guatemala for the Bilingual Education project, as follows:

1. The PAF is hereby amended by deleting therefrom Section B in its entirety and substituting the following Section B in lieu thereof:

"B. Condition Precedent to Initial Disbursement

Prior to any disbursement, or to the issuance of any commitment documents under the Project Agreement, the Cooperating Country shall, except as AID may otherwise agree in writing, furnish to AID, in form and substance satisfactory to AID, evidence that the Cooperating Country has, in its 1980 budget, provided for funds and all other resources required to carry out the Project effectively and in a timely manner during that year."

2. The PAF is hereby further amended by adding the following new Section C thereto:

"C. Conditions Precedent to Disbursements Subsequent to June 30, 1980

Prior to any disbursement, or to the issuance of any commitment documents under the Project Agreement, subsequent to June 30, 1980, the Cooperating Country shall, except as AID may otherwise agree in writing, furnish to AID, in form and substance satisfactory to AID:

(1) Staffing requirements for the Project implementation unit, and the manner in which personnel for that unit will be obtained, their qualifications and job responsibilities;

(2) The activities to be carried out by the implementing unit, including production and testing of prototype materials, evaluations and personnel training;

(3) The timing and level of effort required of the various technical specialists;

(4) The schedule for procurement of equipment to be used in the development of prototype teaching materials during the second year of project implementation; and

(5) The schedule for both informal and formal periodic evaluations."

3. Except as expressly modified hereby, the PAF remains in full force and effect.

_____
Assistant Administrator
Bureau for Latin America
and the Caribbean

_____
Date

Clearance:

GC/LAC, J. Kessler_____ date_____
LAC/CEN, M. Arnold_____ date_____
LAC/DR, C. Leonard_____ date 8/3/79
LAC/DR, M. Brown_____ date 8/3/79

GC/LAC:GMWinter:ec:8/3/79:x29182