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INFO

FROM - KATHMANDU

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REFERENCE - M.O. 1025.1

DATE SENT
March 19, 1971

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Country: Nepal Project No. 367-11-610-060

Submission Date: March 1971 Original X

Project Title: Teacher and Technical Education

US Obligation Span FY 1954 through FY 1977

Physical Implementation: FY 1954 through FY 1977

Gross Life of Project Financial Requirements:

U.S. Dollars:	\$6,920,000
U.S. Owned Local Currency:	4,070,000
Country Owned Counterpart:	
Cooperating Country Cash Contribution:	<u>1,686,000</u>
	\$12,676,000

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Note: Funding Tables will be forwarded o/s March 22, 1971

PAGE 1 OF 18 PAGES

DRAFTED BY KLMartin:ED:mp	OFFICE Education	PHONE NO.	DATE 3/19/71	APPROVED BY: William C. Lee, Director
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I. Summary Description

Justification

Nations involved in the development process continue to provide ever larger percentages of national budgets to the education sector. Maximum use must be made of these resources in order to develop an effective and qualitative education system responsive to societal needs. The relevance of curricular offerings in educational program is basic to the development of a quality education system. Planning what is to be taught does not require large amounts of financial resources. However, without the planning which results in a sound curriculum base, the expenditures of huge sums of money for education will have little effect on quality education development. Once a sound curriculum base has been achieved, it must be represented by quality educational materials and well trained teachers in order to assure that all elements of the curriculum are retained.

Nepal does not have adequately trained teachers in sufficient numbers to assure the proper transmission of a sound curriculum from theory into practice in the schools. It will perhaps be unable to prepare teachers well enough to do that job within the next 15 years. Quality educational materials supplemented by improved training in materials utilization are the vehicles in Nepal to bring to reality a well-planned and relevant curriculum.

Project Goals

The goal of this project is to assist the GOB in its policy to improve quality in the education system by providing sufficient qualitative educational materials for all students in grades one through seven.

This project will assist the GOB in establishing a viable curriculum development and textbook element which will have the capability continually to review curricula and develop, test, distribute and promote the utilization of new education materials.

The following five major targets have been set as essential to accomplish the project's purpose:

1. Curriculum development, review and testing.
2. Writing, editing, illustrating, proofing, testing and reviewing education textbooks and related materials.
3. Printing and production of the approved materials.

4. Warehousing and distribution of materials.
5. The effective utilization of these materials throughout the school system by means of re-training teachers and school officials.

To date, much of the preliminary curriculum work has been accomplished, but it will require intensive review and testing before finalizing. Writers are employed at the Janak Education Materials Organization (JEMO) to accomplish part of the writing tasks. These and more writers will be trained and their duties shifted to editorial work. The printing and production elements will require better management in order to function as efficient and productive units. Distribution will require planning, good organization and warehousing facilities. An Institute of Education and four Primary Teacher Training Centers are available to assist in re-training teachers in utilizing the new materials. Additionally, mobile training centers may be required to complete the retraining cycle.

Inputs

The U.S. will provide technical advice, participant training, limited commodity support and share local currency costs for the life of this six year project. Approximately thirty-six man years of technical services, forty-six man years of participant training and \$45,000 worth of commodities will be required.

The GON will provide personnel resources, facilities and share the local currency requirements.

It is anticipated that the British Council will make a major contribution in English language curriculum development and materials preparation while UNESCO will have advisors in the PSTTCs and provide approximately \$100,000 worth of paper.

II. Setting or Environment

Project Background

The formal development of a system of education in Nepal was begun in the early 1950's. With all of the growing pains typical of an embryonic education system, education in Nepal has in only a limited way responded

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to the modernization aspirations of the country. The problems of inadequate trained manpower, an inefficient administrative structure, poorly trained teachers, an unresponsive curriculum and inadequate education materials have severely hampered any attempts to qualitative improvement in education.

Quantitatively education in Nepal has expanded at a phenomenal pace since 1954. In 1968, primary school enrollments were estimated at 450,000 students as compared with 26,000 in 1954. The 1968 enrollments represented approximately 32% of the total primary school age population compared with an estimated 3% in 1954. Secondary Education has faced similar expansion problems but not of the magnitude faced by Primary Education. Although the extremely high drop out rates between grades one and five have been deplorable, it represents a disguised blessing for future qualitative improvement efforts at the Secondary Level.

The charts below illustrate the quantitative development of Nepalese education:

Year	Pupils		Number of Schools		Teachers	
	Primary	Secondary	Primary	Secondary	Primary	Secondary
1954	26,184	12,000	1,321	240	1,278	NA
1964	330,376	48,354	5,646	569	12,000	3,150
1966	394,710	69,099	6,319	741	13,960	3,280
1968	442,019	78,091	6,387	758	16,675	3,940
1969	451,096	79,870	6,880	959	17,563	4,060

The GON Task Force Plan School Enrollment Projections (1971-1976)

Primary - Grades 1 - 3

Year	Primary Age Population	Primary Students	Percent
1971-72	8,62,510	4,51,645	52
1972-73	8,76,061	4,78,743	54
1973-74	8,89,612	5,07,467	57
1974-75	9,03,163	5,42,989	60
1975-76	9,16,714	5,91,815	64

Note: The present percentage of primary aged children in schools is 32% when considering grades 1-5. By considering only grades 1-3 the percentage reaches 52%.

Year	Lower Secondary Grades 4-7		Higher Secondary Grades 8-10	
	Students	Teachers	Students	Teachers
1971-72	1,80,658	7226	90,329	3613
1972-73	1,91,417	7660	95,748	3830
1973-74	2,02,986	8119	1,01,493	4060
1974-75	2,17,195	8688	1,08,897	4344
1975-76	2,36,726	9469	1,18,368	4735

Until recently, the National Education Commission Report of 1954 remained the most comprehensive document providing guidance and direction to Nepalese education. Early in 1970 His Royal Highness, the Crown Prince, took a special interest in the problems of education and set about to establish a working task force to assist him in assessing the shortcomings in the education system. This was used as a base to provide general policy guidelines for the future development of education. The result of this undertaking has been the publication of a report (see attached summary) which is soon to be adopted as government policy. Implementation is to begin in July of 1971. Although the goals to be achieved are overly ambitious and should be considered for a ten-fifteen year rather than a five year implementation span, the plan is comprehensive in nature; it provides much needed policy guidance and calls for significant and productive changes throughout the education system. It responds to the critical problem areas and commits increased resources (current national budget allowance for education 7.2% compared with a proposed increase to 10%) to carry out the plan. Generally, the plan recommends the following significant changes and policy guidelines for education development.

1. The formation of a Palace level committee to guide and supervise education development.
2. The development of a National Service Corps.
3. Provision through government support for teachers' salaries to be increased to a level commensurate with salaries given in government service.
4. A reorganization of the Education Ministry.
5. Vocationalization of Secondary Education.
6. Complete revision of the Primary and Secondary Curriculum.

7. The assumption of responsibility by the JEMO to edit and produce or approve all education materials.
8. Increased emphasis on the internal evaluation of student progress.
9. The projecting of manpower requirements in order to limit school enrollments.

Current Considerations

Significant in the new plan is the stated need for the development of a curriculum that will respond to the needs of the country. The initial step in implementing this proposal by the GON is to provide for occupational and vocational education throughout Secondary Education. Existing multi-purpose schools will provide 30% of their class hours for vocational training. General Secondary Schools will provide what in the strict sense of the term, must be called occupational orientation. Twenty per cent of the class hours will be used in the occupational orientation program. Ten per cent of the class time will be used at the primary level for pre-vocational courses. The main occupational and vocational emphasis will be placed on agriculture with other practical subject areas receiving attention where they may respond to local needs. Additionally the plan calls for the establishment of a Curriculum Development Center. The Center is to carry out the tasks currently being done by the Curriculum Board in the Department of Education. It is AID/Nepal's opinion that this work will continue to be done by subject matter coordinators and temporary consultants from the colleges, secondary and primary schools until sufficient manpower is available to staff a center. That which is in existence has been effective and will carry out the plan's recommendations initially. All subject matter areas of the curriculum will be reviewed and revised in an attempt to achieve a relevant Primary and Secondary Curriculum.

Concurrent with curriculum development, the plan calls for the Janak Education Materials Organisation (JEMO) to utilize its many resources to assume the responsibility of producing and distributing textbooks and educational materials based on the new curriculum. The JEMO is to be given the autonomy in a semi-private fashion to enable them to undertake these tasks.

III Strategy

Given the new directions and policy guidelines provided for education and knowing the many problems that must be attacked in the Nepalese education system, there are a variety of areas in which the government of Nepal will require foreign assistance to carry out its plan. The GON sees the greatest need for assistance to be in the provision for a practical bias in the education system, the revision of curriculum, and the production, distribution and utilization of textbooks. USAID, over the years, has strongly advised the GON of the need to improve their education program by making it more practical and vocationally oriented. AID has now been requested to assist the GON in these efforts. The Task Force Plan suggests some unrealistic targets that must be modified before U.S. assistance can be meaningful. However, when these targets are made realistic, AID should be prepared to respond to requests for assistance. Based on preliminary surveys, observations and general guidance by AID/W, USAID/Nepal is currently confining itself to the task of assisting with the curriculum and textbook elements. The curriculum and textbook project herein proposed is focused on the heart of the problem of developing a qualitative education system. The project will assist the GON in establishing a relevant curriculum. The curriculum then becomes the base from which instructional materials are written, tested and published. The teachers are then trained in the implementation of the curriculum as expressed in the instructional materials.

The project attacks the basic problem areas in the education system but yet retains a narrow scope as well as clear and concise targets. It is manageable in terms of evaluating progress based on pre-established indicators. It will directly affect 600,000 students and 25,000 teachers.

Factors Supporting the Strategy

Progress has already been made in the development of curriculum for the schools and training institutions. The curriculum for grades one through seven and that for the related Primary School Teacher Training Centers (PSTTC) is currently being revised. The new curriculum will undergo further review and testing in various primary schools in the 1972 school year.

An infrastructure to facilitate assisting this area is now functioning. Curriculum boards have been established in the departments of primary and secondary education. They meet regularly, follow their agenda, make work assignments and monitor those assignments.

The Director General of Education currently serves as chairman of these boards. All boards are representative of local schools, the MOE subject matter specialists, JEMO writers and teacher educators.

Under the new plan, one MOE section under the authority of a joint secretary will utilize the existing infrastructure to coordinate and control all Curriculum Development, Training, Educational Materials Development and Examination Reform. The new administrative setup provides a simplified arrangement for AID's cooperative efforts in the project.

As part of the infrastructure that exists, the GON with USAID assistance has established a materials production center (JEMO) and has set for itself the goal of producing with its own resources or supervising the production of instructional materials of good quality for the educational system. The publishing unit currently turns out approximately 500,000 pieces a year. A facility exists for producing at least three times that much. A cadre of writers, artists, printer and cameramen now at the JEMO have received participant training under USAID auspices. Four Primary School Teacher Training Centers which reach 600 to 700 pre-service teachers and 500 in-service teachers are available for the dissemination of the new curriculum and training in the utilization of instructional materials.

To support implementation in the field and assist in the distribution of books from the center to the field, three regional educational directorates and district education offices covering the 75 districts of the country will be utilized. Although these positions have been largely administrative in the past, the new plan calls for a professionalizing of the district education offices and a provision to provide sufficient numbers to carry out the tasks of supervising education in the district areas.

IV. Planned Targets, Results, Outputs

The specific targets required to achieve the project's purpose are as follows:

1. Establish in the MOE Technical Directorate a functional curriculum unit capable of a continuous review of curricula. An indication of achievement of this target will be the development by Nepalese educators of a curriculum for grades one through seven that is responsive to basic country needs.

2. Establish the capability in the JEMO of writing, editing and testing educational materials for grades one through seven. Assessment of project achievement will be determined by the degree of success in writing manuscripts responsive to country, teacher and student needs. This assessment will be based on an effective testing and feedback system designed for this purpose.
3. To improve and upgrade the administration, organization, publication and printing services of the JEMO facilities and staff to enable the MOE to produce textbooks and teaching materials efficiently and economically. Indications of project progress will be seen in the increased production capacity of the JEMO, the efficient use of staff, improved book costing procedures and possibly a decreasing cost of textbooks and educational materials.
4. To assist with the organization of a book distribution system capable of distributing books to every primary and secondary school in Nepal. Results and progress will be measured by numbers of books distributed and used compared with current progress and success in distribution and utilization of JEMO books.
5. Upgrade the capability of the Primary School Teacher Training Centers to provide in-service and pre-service training in the utilization of the newly developed education materials. Quantitative indications of success will be the involvement of 150 Nepalese Educators in the training of at least half (12,800) of the teachers in grades one through seven.

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Quantitative TargetsEducation Materials Required for Grades 1 - 7 *

<u>Subject Area</u>	<u>Grades 1-3</u>				<u>Grades 4-7</u>				<u>Total Required (In Thousands)</u>																													
	<u>Text</u>	<u>Manual</u>	<u>Wbk</u>	<u>TG</u>	<u>Text</u>	<u>Manual</u>	<u>Wbk</u>	<u>TG</u>	<u>Text</u>	<u>Manual</u>	<u>Wbk</u>	<u>TG</u>																										
Language Arts	1-3	1-3	1-3		4-7	4-7	4-5		600	70	500	-																										
Science/Health	3	3	-	1-2	4-7	4-7	6-7		500	50	100	20																										
Mathematics	1-3	1-3	1-3		4-7	4-7	4-5		600	70	600	-																										
Social Studies	1-3	1-3	-		4-7	4-7	-		500	70	-	-																										
Practical Arts	-	-	-	1-3	5-7	5-7	-	4	200	20	-	20																										
English	3	3	3		4-7	4-7	4-5	4-5	370	50	300	-																										
Art Education	-	-	-	1-3	-	-	-	-	-	-	-	20																										
Phs.Ed., Music and Dance				1-3	-	-	-	4-6	-	-	-	20																										
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11	11	7	11	23	23	8	5	2770	330	1500	100																											
<u>Total = 99 Manuscripts</u>									<u>Total = 4,700,000</u>																													

* Totals based on current textbook policies which are subject to revision downward during the next year. Intentions are to combine subjects into three texts for the earlier grades (1-3).

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V. Course of Action

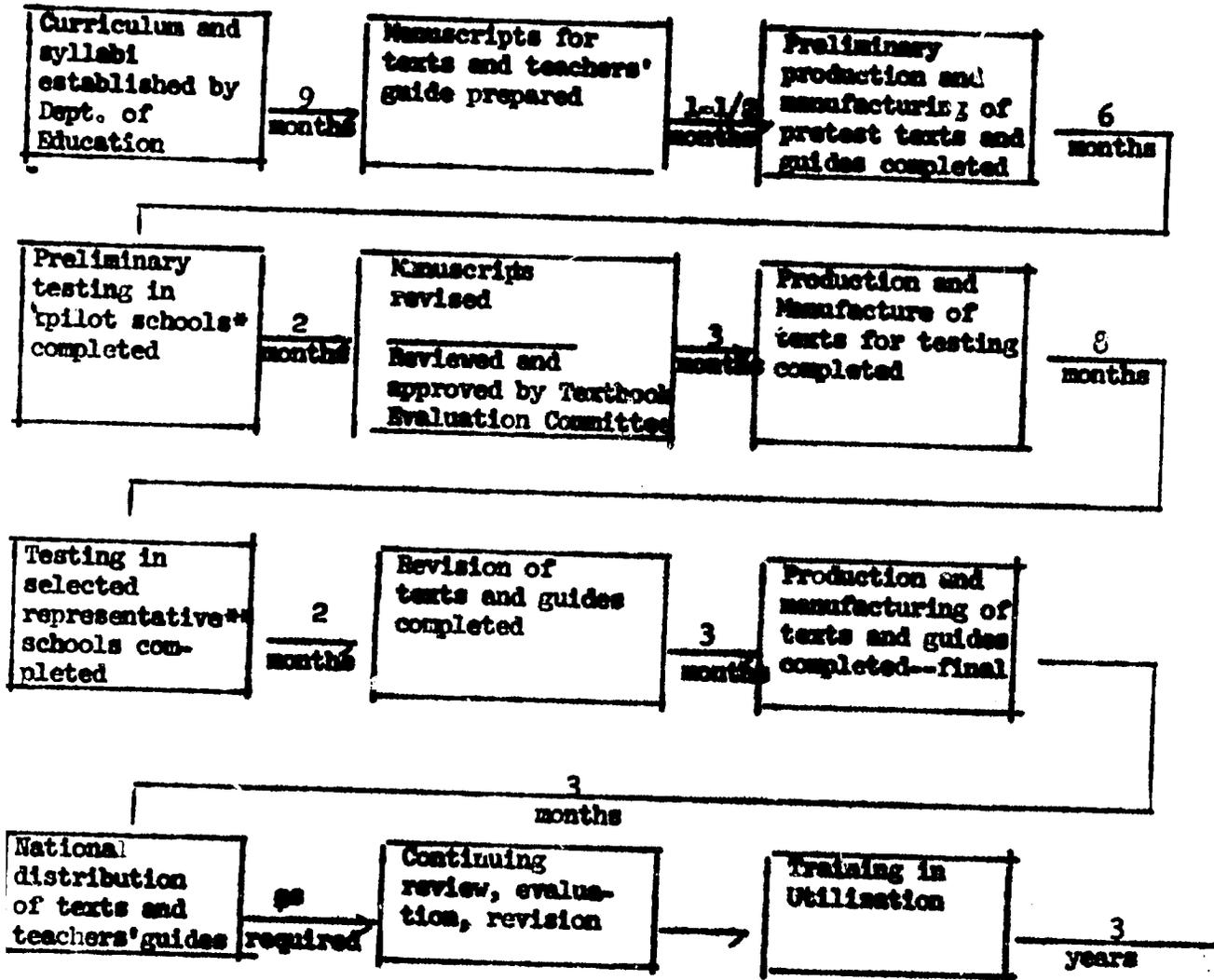
A project of this type which involves the development of curricula and textbooks, the distribution of textbooks and the utilization of these new educational materials requires a number of basic ingredients and the coordination of a variety of inter-related activities. This project assumes first the desire on the part of the Government of Nepal to improve its educational system with a more relevant curriculum and better educational materials. USAID/Nepal feels that there are sufficient indications of this desire. Secondly, and probably just as important, is the need for an effective administrative structure under which a project of inter-related activities must function. The new educational plan provides for this administrative structure. It places under a joint secretary in one section, the responsibility of developing curricula, writing and producing materials, distribution, training, and examination reform. All of these activities basic to quality education will function under the supervision of one individual.

Developing a modern curriculum and textbook element will require an intensive use of Nepalese and American personnel. Activities in each subject matter area must be supported by a technical advisor working closely with his Nepali counterpart. The extent of the use of the advisor and the time required will be dependent to a large extent upon the Nepalese counterpart and his capabilities.

The problems to be solved in production and distribution (see analysis of William Rutter, December 8, 1970) will require technical advice as well. The possibility of solving these problems has been greatly increased through a general agreement between USAID/Nepal and the GON. Policy decisions have been made regarding administrative changes to be made during the early phase of project implementation. In this regard the MOE has agreed in principal to the following timetable for the development of a textbook.

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SUGGESTED TIMETABLE FOR TEXTBOOK PROGRAM
(Based on 128-page text)
(3 years)



*Pilot schools are those accessible for observation by writers of use of texts and those teachers are well trained and capable of using guides well. There need not be many pilot schools, but the materials tested must be legible and with good illustrations and art.

**Test schools should be selected to include both town and village schools and should be representative of the use of texts under all teaching and environmental conditions. The texts for the test schools should be in as good a form of production as possible.

The following project activities include the major tasks to be performed and principal project inputs required during the life of the project:

1. Curriculum Structure

The basic structure for curriculum development is in existence in the Department of Education. There has been a great deal of work done in the past few years in curriculum development. The following steps were used in the preparation and planning of the new curriculum. First a philosophy for each course was established along with general and specific objectives. Introductory materials were then developed based on the philosophy and objectives. A scope and sequence for the course was developed which included the required topics to be covered in whichever sequence was considered sound. This work will require review and revision. Curriculum guides are being developed. These curriculum guides will provide writers with basic guidelines for preparing textbook manuscripts. The curriculum guide represented by the manuscript will be tested in pilot schools.

2. Writing and Editing of Manuscripts for Textbooks, Manuals, and Teachers' Guides

A total of 99 manuscripts for textbooks, manuals, and teachers' guides will be edited at the Janak Educational Materials Organization. A small cadre of writers exist in the JEMO. In the past, these writers have been responsible for the development of manuscripts for textbooks. This arrangement has been unsatisfactory. It is stated policy that this current writing staff will evolve into an editorial staff and will be responsible for the review and approval of manuscripts written by teachers currently in service, instructors at teacher training institutions and other qualified writers. It will be the responsibility of the editorial staff to assist outside writers in developing their manuscripts based on the curriculum guides. They will further assist outside writers in illustrating, testing, and revising.

3. Materials Production

The printing needs for this project will be provided principally and perhaps entirely by the Janak Education Materials Organization. However, it is possible that outside resources may also be utilized if necessary. The JEMO operates now as a government body organized and designed for the writing and printing of educational materials. The press has the capabilities for offset printing, mono-type and hand set printing and is capable of printing approximately 1,500,000 books annually. The principal problem at this stage has been

the necessity to function as a government organization with all the restrictions and constraints that this implies. Problems exist in the area of business management, administration and coordination. The JEMO is currently functioning as an inefficient unit with perhaps only 30% of its capacity being realized (see Butter Analysis).

It is stated policy that the JEMO will evolve into a semi-private corporate organization with the necessary autonomy to function somewhat independently of government rules and regulations. This is a necessity in order to provide for and retain competent staff, make the necessary rapid decisions required to operate a production unit, and maintain an efficient flow of work. This autonomy notwithstanding, the MOE will retain authority to place emphasis on the production of textbooks and education materials. The authority for textbook approval will remain with the MOE.

Outside expertise will be required to achieve the transition to an efficient production unit.

4. Materials Distribution System

The Ministry of Education has experienced a great deal of difficulty in the distribution of textbooks and teaching materials. Given the geographical and physical problems that are faced in Nepal, this is understandable. Problems evolve in any sector in the shipment of materials and supplies from the center in Kathmandu to any and all of the remote areas. Experience thus far indicates that these physical obstacles as well as some other problems such as the uncompetitive pricing of JEMO textbooks and local publishers' interest have resulted in only 50 to 70% of the students having access to books printed at the JEMO.

The current system of distribution involves the use of one of the largest corporations in Nepal, the Saaha Publications Company. The Government has contracted with Saaha to distribute books throughout the country. There are 75 districts in Nepal. The concept is that the contractor has a representative in each of the districts with the responsibility of expediting the flow of books from the center to the schools. Books are sent to the representative via air, rail, vehicle, donkey, or, in most cases, human porter.

The CON is currently reconsidering its distribution policy. The actions to be taken to facilitate and expedite the flow of books are as follows:

1. Research as to the effectiveness of the current distribution system. UNDERWAY

2. Cost analysis of JEMO textbooks compared with costs of books published locally or imported. UNDERWAY

3. A policy statement prescribing mandatory use of JEMO Books. CURRENT STATED POLICY

Possible Action:

1. Book distribution centers will be organized in four or five locations in Nepal. District Education Officers are to take responsibility for the distribution of textbooks for their districts.

2. The JEMO assumes the responsibility for transporting books, staffing the centers and maintaining current records on supplies.

3. Returns from sale of books will be placed in a District Education fund with eventual use in construction of new facilities and other education needs.

Assistance will be necessary in training staff, developing organizational arrangements and warehouse construction.

4. Materials Utilization

The ultimate success of this project will depend upon the effective utilization of these materials by teachers and students. It is this element of the project that presents many logistical problems that must be solved in order to achieve the project's purpose.

Ultimately 25,000 teachers will have to be provided in-service training in the effective use of the new materials. Approximately 10,000 of these will come from primary schools with one teacher where the teacher is responsible for all subjects in the curriculum from grades one through five. The remainder of the teachers may be one grade specialists, two grade specialists, etc. To accomplish the task will require a maximum utilization of four regional Primary School Teacher Training Centers (PSTTCs), the Institute of Education, and perhaps some mobile training units.

The planning and coordination of the training programs will be the responsibility of the training department of the Technical Section. Implementation will be carried out by the Director of the PSTTCs.

The use of the new materials will become an integral part of the PSTTC Curriculum in 1972. All pre-service teachers will be trained beginning at that time.

The PSTTCs currently conduct in-service training in teaching methods for teachers at a rate approximately 500 yearly. These are usually 2-month programs. It is anticipated that three weeks to one month programs will be sufficient for the materials utilization training. Four thousand teachers could be effectively trained during the course of a year using existing facilities without disrupting school schedules. However, this implies a six-year task when the job must be done in a maximum of three. The mobile-team teacher training concept can be used effectively in this situation if planned and implemented properly. 642-13-

Cooperative efforts between USAID, GON, the Contractor, and the National Education Association Teach Corps are required to provide the necessary training in the time span suggested.

PRIME AND STEP -

USAID/Nepal will continue to support the Mathematics and Science Curriculum Development programs. Support will be in the form of locally hired ex-Peace Corps Volunteers and limited local currency support. The PRIME and STEP programs are currently looked upon as the ultimate. Science and Mathematics programs for Secondary Education in Nepal. Attempts will be made during the project period to develop the primary science and math programs using the STEP and PRIME approach.

Inputs

The GON as per their own assessment will require technical assistance in all subject matter areas to achieve their objectives. Technical advice will be needed in the reorganization and improvement of the JEMO operation. Additionally, assistance will be necessary in the training of teachers. The following chart indicates the services required from the sources willing to assist. (The following does not include a Chief of Party which will be required for five years):

	<u>Advisory</u>	<u>Participants</u>	<u>Commodities</u>
1. Curriculum and Text-book Writing and Testing			\$20,000
a. Language Arts	6 man mos. (US)	2 man years (US)	
b. English	British Council	4 man years (UK)	
c. Science	4 man years (US)	2 man years (US)	

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	<u>Advisory</u>	<u>Participants</u>	<u>Commodities</u>
d. Mathematics	4 man years (US)	2 man years (US)	
e. Social Studies	4 man years (US)	2 man years (US)	
f. Agriculture	6 man years (US)	2 man years (US)	
g. Health	1 man year (US)	2 man years (3rd country)	
h. Practical arts	2 man years (US- UNESCO)	2 man years (US- Philippines)	
2. Printing and Production			
a. Gen. Administration	2 man years (US)	6 man years (US)	
b. Printing	6 man mos. (US)	4 man years (US & Philippines)	
c. Illustration & Graphic Arts	6 man mos. (UNESCO -US)	2 man years (US)	
d. Maintenance & Repair	6 man mos. (US)	4 man years (US)	\$25,000
e. Paper			\$100,000 (UNESCO)
3. Distribution	6 man mos. (US)	10 man years (3rd country)	
4. Materials Utilization	20 man years (includes 10 years Teach Corps, 2 man years UNESCO, 2 man years German Volunteer Service)	6 man years (US- 3rd Country)	

In addition to the preceding inputs, the U.S. will cooperate with the GON, sharing the local currency costs for recurring operations, construction, textbook distribution and training in materials utilization.

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SCHEDULE OF ADVISORY SERVICES •
(Subject to Change)

Adviser	FY 1971	FY 1972	73	74	75	76	77
Chief of Party							5 Years
Production Specialist (cum COP 1st year)							6 Years
Math Specialist							4 Years
Science Specialist							4 Years
Social Science Specialist							4 Years
Language Arts Specialist			6 mos.				
Health Ed. Specialist				6 mos	6 mos		
Agriculture Specialist							6 Years
Practical Arts Specialist			2 Years				
Textbook Utilization Specialist							6 Years

* This schedule is tentative, and subject to modification.

Phasing of remaining short term consultants will be upon advice of contractor.

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