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UNITED STATES INTERNATIONAL DEVELOPMENT COOPERATION AGENCY
AGENCY FOR INTERNATIONAL DEVELOPMENT
Washington, D. C. 20523

GUATEMALA

PROJECT PAPER

EDUCATION ADMINISTRATION

LAC/DR:80-10

Project Number:520-0259

UNCLASSIFIED

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A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L C	D. TOTAL	E. FX	F. L C	G. TOTAL
AID APPROPRIATED TOTAL						
(GRANT)	(200)	()	(200)	(653)	(262)	(915)
(LOAN)	()	()	()	()	()	()
OTHER U.S. 1.						
2.						
HOST COUNTRY		114	114		430	430
OTHER DONOR(S)						
TOTALS	200	114	314	653	692	1345

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	PRIMARY TECH. CODE		E. 1ST FY <u>80</u>		H. 2ND FY <u>81</u>		K. 3RD FY <u>82</u>	
		C. GRANT	D. LOAN	F. GRANT	G. LOAN	I. GRANT	J. LOAN	L. GRANT	M. LOAN
(1) EH	620	660		200		180		390	
(2)									
(3)									
(4)									
TOTALS				200		180		390	

A. APPROPRIATION	N. 4TH FY <u>83</u>		Q. 5TH FY		LIFE OF PROJECT		12. IN-DEPTH EVALUATION SCHEDULED MM YY <input type="checkbox"/> 1 <input type="checkbox"/> 2 <input type="checkbox"/> 8 <input type="checkbox"/> 3
	O. GRANT	P. LOAN	R. GRANT	S. LOAN	T. GRANT	U. LOAN	
(1) EH	145						
(2)							
(3)							
(4)							
TOTALS	145						

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

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SIGNATURE <i>Eliseo Carrasco</i>	DATE SIGNED MM DD YY 08 11 80	
TITLE Eliseo Carrasco Director, USAID/Guatemala	MM DD YY	

PROJECT AUTHORIZATION

Name of Country: Guatemala
Name of Project: Educational Administration
Number of Project: 520-0259

1. Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize the Educational Administration project for Guatemala involving planned obligations of not to exceed \$915,000 in Grant funds over a four-year period from date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to help in financing foreign exchange and local currency costs for the project.

2. The project consists of improving technical, administrative, and planning capabilities of key Ministry of Education and Economic Planning Council personnel in order to improve education sector personnel capacity to design and carry out rural education programs.

3. The Project Agreement which may be negotiated and executed by the officer to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority shall be subject to the following essential terms and covenants and major conditions; together with such other terms and conditions as A.I.D. may deem appropriate:

(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 United States or in member countries of the Central American Common Market except as A.I.D. may otherwise agree in writing.

b. Conditions Precedent to Initial Disbursement

Prior to initial disbursement or to the issuance of any commitment documents under the Project Agreement, the Government of Guatemala (GOG) shall, except as A.I.D. may otherwise agree in writing, furnish in form and substance satisfactory to A.I.D.:

Evidence that the GOG has approved the project support budget for 1981.

c. Conditions Precedent to Subsequent Disbursement

(1) Prior to any disbursement under the Agreement for each subsequent calendar year the GOG shall furnish in form and substance satisfactory to A.I.D. a financial plan indicating amounts and sources of funding necessary for the project.

(2) Prior to any disbursement under the Agreement after January 1, 1983, the GOG shall furnish in form and substance satisfactory to A.L.D., a staffing and support plan for the staff development unit.

Richard W. Brown
Acting Assistant Administrator
Bureau for Latin America
and the Caribbean

Sept 3 1980
Date

GC/LAC:JL *JL* ~~Ke~~ster:jlo:8/26/80

Clearances:

LAC/DR:CPeasley: *kn* date *8/27/80*
LAC/CEN:MSchwartz: *AF* date *8/29/80*
LAC/DR:MBrown: *S* date *9/1/80*
LAC/DR:DMartin: *AF* date *8/29/80*

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I. SUMMARY AND RECOMMENDATIONS

- A. Face Sheet Data (attached)
- B. Recommendations

The Mission recommendations regarding project financing are as follows:

<u>AID Grant:</u>	\$ 915,000
<u>GOG Counterpart:</u>	<u>430,000</u>
Total:	<u>\$1,345,000</u>

Disbursement Period: 3.5 years

C. Summary Project Description1. Grantee

The Government of Guatemala will be the Grantee.

2. Executing Agency

The Ministry of Education will be the Executing Agency for the project. Within the Ministry the overall responsibility for project coordination and implementation will be assigned to the Education Sector Unit for Research and Planning - Division of Administrative Development. In addition, the Guatemalan National Institute for Public Administration will provide technical assistance and training facilities in support of the project.

3. Project Activities

The purpose of the proposed project is to institutionalize within the Ministry of Education a capability for assessing human resource requirements and to design and implement staff development programs to meet these requirements. During the life of the project both the assessment activities and staff development activities will place major emphasis on those functional areas which directly affect the Ministry's capacity to develop and administer rural education programs, specifically:

- a. Administrative structures and practices;
- b. Program and policy planning;

- c. Curriculum and educational materials development;
- d. Research and Evaluation

During the first six months of the project the implementing unit, assisted by AID-financed advisors, will carry out a baseline assessment of the competency or skills requirements within the four priority functional areas, develop training criteria in these areas, and identify training gaps in existing Ministry staff working in these areas. Subsequently, this baseline assessment will be updated by the implementing unit on a continuous basis.

On the basis of the baseline assessment the implementing unit and AID-financed advisors will develop a staff development program comprised of both short-term and long-term degree training. In order to provide a core of specialized staff in the Ministry to replace the AID-financed advisors, four participants will be selected to begin Masters degree training in the U.S. or a third country, one in each of the priority functional areas, during the second year of the project. At the same time, the implementing unit and AID-financed advisors will develop a course outline for a Masters degree program at a local university. This program will provide for a more generalized degree in education administration with provision for specialization in one of the four priority functional areas. This program will essentially require the upgrading of an existing program offered by a local university and the project will finance an initial group of 18 participants from the Ministry.

For purposes of short-term in-service training, the project will assist the Ministry in developing an In-Service Training Office within the Implementing Unit and a team of 15-18 training specialists. At least 150 Ministry staff members will receive short-term training over the life of the project.

The AID contribution to the project will finance the cost of U.S. technical assistance advisors (including local support personnel) tuition and fees for Masters degree training, per diem costs of local training, vehicles, training equipment and materials, and the final project evaluation.

The Grantee will finance salaries of administrative personnel and administrative costs required for the project and the salaries and travel costs of participants.

I . BACKGROUND

A. Overview of Education Sector

The Guatemalan public education sector includes formal and non-formal programs. Formal education is organized into pre-primary, primary, secondary and higher levels. A central Ministry of Education (MOE) is the public institution in charge of most public formal education programs.

Pre-primary education is available almost exclusively in urban areas and consists of two preschool grades; entry is expected at five years of age. Primary education is available in urban areas and generally limited to the relatively larger rural localities and consists of six grades; entry is expected at age seven. The secondary level is divided into a prevocational cycle (general education) and a diversified cycle which essentially consists of a few technical-vocational tracks (mainly business/accounting, and industrial arts), a teacher training track (normal school), and an academic track leading to the university. One public and four private universities comprise the higher education system.

The main formal education programs not under the jurisdiction of the MOE are: the Ministry of Agriculture Agricultural Skills Training School (secondary level), the Ministry of Health School of Nursing and Rural Health Technicians Institute (secondary level), the Institute for Social Workers (Junior College level) and the regionally funded INCAP program in nutrition. A parallel institution (INTECAP) is in charge of providing skills upgrading training for semiskilled and skilled workers, and to train unskilled individuals for entry level jobs.

The MOE has a national non-formal education program which is currently being improved and expanded. Most public non-formal education programs, however, fall under various GOG Ministries (Health, Agriculture) or Agencies (Community Development, Cooperatives Development). Practically, all non-formal education activities take place in rural areas, and are highly variable ranging from discussion groups and seminars to radio programs, mobile courses, and learning centers.

- 2 -

Although improving, these programs presently fall far short of meeting the education needs of the country as indicated in the following statistical profile of the sector:

- Approximately 53.0% of Guatemalans 15 years of age and older are illiterate.
- Of the primary school age indigenous monolingual population, only eight percent (36,631 of 460,737) is served by the Castellización ("bilingual education")
- The 1978 Education Sector Assessment disclosed that the system's internal efficiency (measured in terms of student flows within grade levels) is rather low for the urban primary sub-system (53.8% in the first four grades) and critically low for the rural primary sub-system (22.4% for the first four grades). In other words, it takes the rural sub-system 18 pupil years to produce a fourth grade completer.
- The educational profile of the Guatemalan population is distressing. According to the 1973 census, 55.5% of Guatemalans (seven years of age and older) have had no instruction; only 38.5% have had some primary level education; less than 6% have had some secondary level education; and less than one percent have had some university education.

B. Education Sector Goals

In response to these problems, the current GOG educational policy places primary emphasis on increasing the coverage of formal education programs particularly at the primary level; and increasing the outreach capacity and coordination of non-formal education programs. Thus the GOG educational goals emphasize: a) strengthening the institutional base of the MOE; b) narrowing the gap between school-age population and enrollment; c) improving the relevance and efficiency of educational programs; and d) attending more effectively basic educational needs in rural areas. Accordingly, the 1979-82 National Development Plan for Education, Science and Culture give high priority to the following general objectives:

1. Direct the expansion of educational services mainly toward rural and marginal urban populations.
2. Adapt educational content according to the needs and aspirations of the population.
3. Augment the coverage and efficiency of formal and non-formal education programs.
4. Increase the system's research, planning, and administration capacity.
5. Improve training of teaching and supervision personnel.
6. Improve the personnel management system and procedures and develop a permanent in-service training program for MOE administrators and technicians.

The GOG education sector goals are sound; however, their achievement requires a permanent process of educational development focusing on the main constraints and deficiencies of the education system.

C. Educational System Constraints

The Guatemalan education system in general and the rural education sub-system in particular face

serious external and internal constraints which have contributed to the current poor performance of the public sector education programs and which limit the achievement of educational goals and objectives. Among the more serious external constraints are unique characteristics of the learner and his environment (linguistic/cultural differences, low levels of nutrition and health, poor home and community characteristics); and overall economic conditions resulting in widespread individual economic deprivation, and lack of basic infrastructure.

The most serious internal education system constraints are: (1) a poorly defined MOE organizational structure; (2) limited numbers of qualified teaching, technical, and administrative personnel, and (3) inadequate education statistics information system and procedures.

These basic internal constraints, in turn, account for serious deficiencies in the Ministry's capacity to carry out the basic functions involved in developing and administering effective rural education programs. More specifically:

1. Deficiencies in the Administrative Structure and Administrative Practices

A recent training needs assessment (Report to the Commission for the Development of the Project on Educational Administration; Development Associates, 1979) found that one of the most common complaints among MOE administrators is that the administrative structure of the MOE is poorly defined. Many administrators reportedly are uncertain about the chain of command; many complain about the multiplicity of communication channels and conflicting information. A case in point is the district supervisor who receives orders from six different central offices and from state, county and district officials. It is obvious that the lack of clearly articulated and delimited lines of authority, work flow and communications coupled with ill defined functions, responsibilities and tasks represents a serious MOE deficiency. The following are examples of poor administrative procedures which reflect administrative structure deficiencies.

- The division of personal administration assigns teaching personnel without fol-

lowing specific qualitative and quantitative criteria. For instance, teachers who are especially trained to work in areas with specific characteristics and educational needs (cultural/linguistics) are often assigned to areas where their background and training are irrelevant. Furthermore, no teachers are assigned to some schools in given areas while in other areas there are more teachers than there are classrooms.

- Implementation units (programs, regions, districts) do not have the necessary physical, financial and/or human resources to carry out their responsibilities. For example, the personnel in charge of organizing and evaluating teacher training activities in various school districts have no transportation facilities. Very often, the signature of the Minister of Education is required to assign vehicles and gasoline for training activities.
- Purchasing and distribution of essential educational inputs involve a cumbersome, time consuming, process. For instance, in 1979 many schools in one state (involving 75,000 pupils) had received no supplies when school started. In another state, first grade textbooks were not provided at all during the school year.

2. Deficiencies in Program Planning

The National Education Law provides the legal context and broad philosophical guidelines for educational activities, but by its own nature it does not provide specific educational policies/strategies for the short and medium runs. Educational planning is conducted at the central level. The availability of funds to carry out programs usually depends on the Law of Budgets, Fiscal Revenue and Expenditures. Most planning efforts are related to the elaboration of general four year plans; specific yearly operational plans are usually unavailable. Moreover, realistic program goals and objectives are not usually established or

pursued as the system is not sensitive enough to the technical needs of the planning process as yet, and the program planning and budgeting operations are not functionally related. The GOG is presently developing a more functional program planning and budgeting system to lessen this obvious problem. But more importantly, the MOE needs personnel capable of formulating specific programs, goals, objectives, and implementation plans, as four year plans are actually being written for the MOE by staff from the General Secretariat of the National Planning Council. The MOE's inability to formulate sound sector development and operational plans is a major system deficiency.

3. Deficiencies in Curriculum and Instructional Materials Development

To a large extent, the development of curricula adapted to the needs of different learner groups, has been accomplished through specific projects, with foreign technical and financial assistance. However, there is no functionally integrated system of curriculum and instructional materials development as yet. For example, the Division of Rural Social Educational Programs has been developing its own curriculum without the benefit of an experienced and qualified curriculum design and development unit. The curriculum developed under loans 520-015 and 520-025 is operational only in a few school districts as school principals and regional and district supervisors have not been able to effectively streamline (administratively make possible) the adoption and support of the new curriculum. Little internal evaluation of curriculum reception and impact has been conducted as there are only three qualified MOE curriculum evaluation technicians to do this. It comes as no surprise that individual MOE units undertake curriculum development tasks independently as the Central Curriculum Development Division, as part of the MOE planning office, has only nine professionals and twelve technicians to serve the curriculum development needs of the whole system. But more importantly, there is no systems approach to the design, pretesting, application, evaluation, and revision of curricula and instructional materials. Therefore, the lack of both an appropriate system and the personnel necessary for curriculum development represents a serious MOE deficiency.

4. Deficiencies in Research and Evaluation

Very little research and evaluation is undertaken by Guatemalan education sector personnel. Most of the scarce research and evaluation activities which take place are related to specific projects which involve international technical and financial assistance. Therefore, the MOE's knowledge of the education sector's strengths and weaknesses is based on a series of yet incomplete studies which are insufficient to configurate a coherent picture of the system. Specific and precise cause and effect relationships affecting many system problems are yet to be discerned. To a large extent the lack of research and evaluation activities is caused by the low level of support given by the MOE to the qualitative development of the sector. The lack of appropriately trained research and evaluation personnel compounds this problem. Furthermore, the limited (five professionals, seven technicians) research and evaluation staff is concentrated in the central MOE planning office. It will be difficult for the MOE to develop sound educational alternatives and to renew/update existing educational practices without significantly improving its research and evaluation capability; therefore, inadequate capacity to conduct research and evaluation actions represents another serious MOE deficiency.

D. Current MOE Efforts to Improve Administrative Capacity

The GOG is currently carrying out a number of programs and actions aimed at improving the administration and content of rural primary education. These are:

1. Reorganization of the MOE's administrative structure

The 1975-79 National Development Plan proposed a reform of the MOE, its goal being to simplify a highly complex structure into a more flexible, decentralized, and efficient one. The United Nations Development Program (UNDP) and the Organization of American States (OAS) have been assisting the MOE in this endeavor over the last eight years. As currently planned the MOE will be restructured along the following lines:

- Vertical reorganization of the MOE's administrative structure into three main

subsectors, namely formal education, non-formal education, and culture,

- Horizontal organizational divisions are to be broken according to their functions into three levels; technical, legal and public relations on the first; program and system administration on the second; and program supervision and support on the third.
- General offices are to be organized into divisions, departments, and units. Such offices include the educational research and planning office, and the administrative office.
- Each subsector (to be headed by a general director) will handle the implementation of its programs. Each subsector will have its own qualitative support and control systems.
- Six regional supervisory areas (offices) will be created.

The MOE has recognized that: (a) Its administrative structure is inadequate; 2) an effective reorganization of its administrative structure should stress decentralization and the concomitant delegation of responsibility and authority to regional, state and district levels; and 3) the technical and administrative capacity of its personnel must be improved. Actually, the MOE is working on the implementation of the organizational changes proposed in the 1975-79 National Development Plan, but much remains to be done. For example, the organization into three major subsectors is not official as yet and the six regional offices are not functioning. There has been some resistance to the proposed changes by MOE administrators; also the level of qualification of MOE staff must definitely be raised to put organizational changes into practice. Furthermore, an analysis of functions, responsibilities, tasks, and lines of authority, work flow and communication needs to be conducted to ensure that the organizational changes produce the end result -- a more effective and efficient MOE.

2. Updating and expansion of the MOE planning data base

This key area has received considerable attention from the MOE, the National Economic Planning Council and assistance from the UNDP and OAS. Currently, a national system of educational planning statistics is being developed and will be functioning in the planning office of the MOE.

3. Analysis of training needs of public sector personnel in general and MOE personnel in particular

The UNDP, OAS, and AID have assisted the GOG in this endeavor.

4. Development of a rural oriented curriculum, materials, and teaching force, and expansion of educational facilities in rural areas

AID has supported this effort through Loans 520-015, 025 and 029. To a lesser extent, the Organization of American States (OAS) is also helping the MOE in this undertaking.

5. Development of bilingual curriculum, materials, teachers and promoters

AID is also participating in this effort through the Bilingual Education Project (520-258)

6. Development of a non-formal education program using more efficient delivery systems, and increasing the utilization of community resources and integrated multi-sector inputs

AID has helped to develop this program through the Basic Village Education (598-15-690-551) and the Basic Rural Education (520-0228) Projects. UNESCO and UNICEF are assisting in this area as well.

7. Increase in GOG budgetary allocations to the education sector

Over the last five years the public sector resources allocated to education programs have more

than doubled, from \$54 million in 1975 to \$111 million in 1979.

D. Other Donor Activities

Some of the rural education and overall system improvement projects described above were started by the GOG in conjunction with entities of the Organization of American States and the United Nations. The OAS is implementing the following relatively modest projects.

- Technical and financial assistance to the MOE planning office to train 700 rural teachers and school principals in the application of evaluation techniques.
- Technical and financial assistance to the administrative development unit of the MOE's planning office to develop manuals of procedures for regional and district supervisors.
- Research into the needs/possibilities to incorporate educational change according to social and economic life of Guatemala.
- Financial assistance to two local universities to conduct training for MOE personnel. Universidad del Valle is training some individuals in educational research and evaluation (testing and measurement); and Universidad Rafael Landívar is training some MOE personnel in school administration.

UNDP technicians have been helping the National Planning Council and the MOE in the formulation of medium and long range educational plans, design and implementation of the improved national system of educational planning statistics, and the realization of studies related to the implementation of the educational reform law, particularly in the area of personnel development.

UNICEF and UNESCO are supporting the implementation of projects aimed at developing educational alternatives for rural areas. Both institutions are engaged in promoting non-formal and basic literacy programs.

E. AID Strategy and Project Rationale

1. AID's development assistance strategy in Guatemala is to assist the GOG to increase income and satisfy basic human needs for the rural populations particularly those in the Central and Western Highlands, the Northern Transversal Strip as well as certain poverty pockets in the Eastern departments of the country. In order to achieve maximum impact from limited resources the Mission has adopted an integrated regional approach. One of the priority areas defined within this integrated approach is the improvement of rural primary and non-formal education. AID has provided assistance for increasing access to public education services by poor rural Guatemalans and increasing the relevance and efficiency of such services. Three major education sector loans totalling \$20.8 million have been devoted to school construction, curriculum and teaching materials development and teacher training. Grant projects amounting to almost five million dollars have aimed at the development of cost effective formal and non-formal educational alternatives for rural audiences.

2. Recognizing that effective implementation of an integrated regional development strategy will require strong administrative support and a capability to plan and design relevant programs, AID assistance is intended also for the upgrading of human resources in the public sector. The AID Education Sector Assessment (published in 1978) pointed out the internal inefficiency of the education system (particularly at the rural primary level); and the deficiency in program administration capability of MOE personnel. GOG officials are also aware of the educational problems and are looking for more effective ways to deal with them.

In mid 1978, Planning Council and MOE officials requested AID assistance in addressing key organizational and personnel deficiencies in the education sector. A preliminary assessment of assistance needs was conducted, and a PID was submitted to AID/Washington. The PID indicated that technical and managerial abilities of MOE personnel would have to be improved in order to enable this ministry to cope with the increasingly complex needs of improving education in rural areas.

Between October 1979 and May 1980, a

Development Associates team conducted a two phased in-depth needs assessment of MOE organizational and personnel development needs and possibilities. Their findings confirmed UNDP and USAID readings of MOE organizational and personnel deficiencies. The Development Associates team analysis work, as well as subsequent USAID actions to design the proposed project benefited from an ample participation by key officials from the National Planning Council, the MOE, the Institute of Public Administration, and the National Program for Public Sector Administrative Development.

The project presented in this Project Paper is intended to address the personnel deficiencies of the MOE through training programs specifically designed to improve both the technical and administrative capabilities within those portions of the MOE which are critical to the development and implementation of rural education programs. The project will first analyze the competency requirements needed within the critical functions of research and evaluation, program planning, curriculum and teaching materials development, and administration. This analysis is expected to result in clearly defined training needs and recommendations for organizational changes to facilitate the utilization of improved human resources. The second phase will design and assist in the institutionalization of training courses which will satisfy the training needs identified in the earlier phase.

II . PROJECT DESCRIPTION

A. Goal Statement

The goal of this project is to produce qualitative and quantitative improvements in the primary and non-formal education sub-systems in support of the growth with equity objectives for the rural areas of Guatemala.

B. Sub-Goal Statement

The sub-goal of this project is to increase the administrative and technical capabilities of the Ministry of Education and the National Economic Planning Council (CNPE) to bring about more effective management of the resources for primary and non-formal rural education.

C. Purpose

The purpose of this project is to institutionalize within the Ministry of Education (MOE) a capability to assess human resource requirements and to design and implement training programs to meet these requirements.

D. Strategy

An important aspect of the USAID's rural sector focus is the provision of adequate educational opportunities for the rural population of Guatemala. As pointed out in the Background Section of this Project Paper, effective implementation of relevant rural education programs by the MOE has been seriously hampered by a poorly defined organizational structure, a lack of adequately trained administrative and technical staff and by the inadequacy of the information base on which program decisions are made. The MOE reorganization will focus on the first constraint. This project addresses the second by developing the capacity of the MOE to systematically assess its staffing needs and carry out an ongoing staff development program. The UNDP is addressing the third constraint through its programs in information improvement. In addition, the organizational analysis and staffing needs assessment to be carried out under this project will also identify critical information gaps within the Ministry.

In order to establish a continuing program for improving the technical and administrative personnel of the Ministry of Education the project is designed to develop the institutional capacity of the Ministry to: (1) assess its personnel requirements and develop training criteria for critical functional positions within the Ministry and; (2) design and deliver staff development programs in accordance with training needs so identified.

The responsibility for assessment of personnel requirements and development of training criteria will be assigned to the Division of Administrative Development (DDA) within the Education Sector Unit for Research and Planning (USIPE). To carry out this additional responsibility the MOE will expand the staff of the DDA. Project funds will finance technical assistance and training for DDA staff. During the first 7 months of the project the DDA, with the assistance of project financed advisors, will carry out a comprehensive baseline assessment of personnel requirements which will then be updated on a continuing basis by the DDA. Since critical MOE deficiencies are related to research and evaluation, program planning and administration, curriculum and teaching materials development, and the supervision of the educational process, the analysis should concentrate on these areas. Also, it will be necessary to determine the gap between personnel competency requirements and their actual level of competency. The analysis will lead into the prescription of personnel performance improvement actions and be translated into specific training objectives.

After training needs have been identified, the DDA will have responsibility for designing, and carrying out staff development programs. The In-Service Training Office which is to be created during the project will assume this responsibility during the third year. For long-term training this project will utilize local and foreign universities. For this purpose the project will also provide technical assistance to a selected university to improve its education programs at the masters level. Short term training will be delivered at the GOG Institute of Public Administration (INAP) as arranged by DDA.

A university graduate program and, a team of training specialists will be developed through the project to help the MOE strengthen its capacity to respond to personnel development needs on a continuous basis. It is anticipated that the training done by the specialists will be

directed to key technicians and administrators in charge of divisions, departments, units, and/or programs, and regional/district supervisors.

The combination of the administrative organization and personnel performance analyses with follow-up skills training for key technicians and administrators is a proven strategy. The project is timely and needed as the GOG is actually undergoing a reorganization process. The project will impact on the MOE's critical deficiencies through improved levels of personnel performance in both administrative and technical areas.

E. Project Activities

As stated above, the project has a two-pronged approach: The assessment of human resource competency and the design and implementation of training programs to address the personnel deficiencies defined by the assessment. An important part of both these activities will be the development of a capability within the MOE to continue these efforts beyond the life of this project.

1. Assessment of Staff Development and Training Needs

The first task to be undertaken under the project will be to conduct a full scale baseline assessment of the degree of competency or skill requirements needed within the four functional areas directly associated with rural education programs, i.e. (1) administration and supervision; (2) program planning; (3) curriculum and educational materials design/development, and (4) research and evaluation. This assessment will be the responsibility of the Division of Administrative Development (DDA) within the Education Sector Unit for Research and Planning (USIPE) of the MOE. The baseline assessment is expected to take approximately seven (7) months to complete and will provide a comprehensive analysis of overall staff development needs which are needed to improve the ability of MOE/CNPE personnel to plan, implement and evaluate rural education programs that are both relevant and effective.

The end result of the baseline assessment will be a study which clearly indicates the degree of fit between the competency requirements of positions in the four functional areas cited above and the actual level of competence of the personnel serving in those positions. From this analy-

sis the project team will be able to determine critical training gaps and develop appropriate programs to address those gaps. The baseline assessment will be periodically reviewed and updated by the DDA as one of its continuing functions.

The GOG will provide the personnel services and support necessary to complete the assessment. The USAID will provide the advisory services of both a management and administration specialist (7 pm)* and a person with expertise in institutional analysis (7 pm). The USAID will also provide administrative support including an administrative assistant (7 pm)**two analysts (6.5 pm each) and a bilingual secretary (7 pm)**

2. Staff Development and Training Programs

The second element of the staff development process will be to develop training programs to accommodate the necessary human resource upgrading prescribed by the assessment of competency requirements. This training will be done on two levels: the Masters degree for professional qualifications and short-term seminars to continuously provide exposure to ideas and techniques which will improve personnel efficiency. The DDA will have responsibility for this task as well, and for this purpose will establish during the life of the project an In-Service Training Office as an integral part of USIPE. This In-Service Training Office will assume full responsibility for the training component in the third year of the project when it is expected to have sufficient staff and resources to effectively manage the program.

a. Masters Level Training

The Masters degree program in education administration will be developed with a university in the Guatemala City area. The university will be selected based on responses to the proposal for training developed by the GOG project coordinators and the U.S. advisors concurrently with work on the baseline assessment of competency requirements. The degrees offered will be in educational administration with sub-specialization available in curriculum and instruction, research and evaluation, and program planning. The degree program will be designed so that participants can continue to work at least six hours per day at their positions in the MOE while a matriculant for the degree. At least 18 Masters degrees will be completed over the life of this project. The GOG will continue full sa-

* This is the same specialist who will work 29 months in implementation of project courses,

** These individuals will continue to work on the project until its completion,

laries and allowances to the participants in this program and provide whatever additional program support necessary. The USAID will fund the direct costs of the 18 Masters degree programs. In addition, the USAID funded advisors will support the development and initiation of the program.

b. Short-Term In-Service Training

The short-term seminars will be developed by the DDA with the assistance of the U.S. advisors as well as INAP personnel. This project team will design a "training of trainers" course to develop a team of from 15 to 18 instructors who will then teach the seminars. The staff development team will be drawn from the staff of the MOE and CNPE in the functional fields in which they will teach. Each will be a recognized authority within his particular area of expertise and will have sufficient status to be accepted as a teacher of that subject. For example, someone selected to teach the budgeting aspects of the administrative improvement seminars would be a person who has had considerable experience in GOG budget preparation and is considered highly competent in that work. The training conducted in this activity will be focused on making proficient teachers out of experienced technicians with a secondary purpose of upgrading functional skills. The instructors' training then will be principally in the didactic aspects of short-term training. An important feature of this training will be the staff development team's participation in the design of the course curriculum for the seminars. The staff development team will themselves receive additional training following each seminar throughout the duration of this project. INAP will serve as the training site and will provide faculty and staff to assist and facilitate in the development and implementation of the training of the trainers program. The three long-term U.S. provided advisors will have the primary responsibility for this training. The GOG will make the appropriate personnel available full-time for the training as scheduled.

The short-term seminars are intended to provide instruction in the methods and techniques of effective operations within the four functional areas of administration and supervision, curriculum and educational materials design/development, program planning, and research and evaluation. While the content of these courses will depend on the results of the assessment of competency requirements, they are expected to resemble

the course outlines presented in Annex G. Each seminar will involve approximately 50 hours of contact time and a varying combination of instructors. The courses will be designed to provide a maximum of professional education for the personnel attending. Work-related problems will be identified and studied as an integral part of the training and participation will be expected of all attendees. Over the life of the project training will be provided to 35 division heads and high level technicians working in the four functional areas, 70 MOE staff members serving in supervisory and leadership roles, and 80 support personnel. When the project is completed the staff development team will have had the training and experience necessary to continue the training programs for the MOE and the CNPE.

INAP will serve as a site for the seminars and will provide advice and assistance through its faculty and staff. The USAID will fund the operational costs for the seminars for the 35 division heads/technical officers, 70 supervisors and 80 support personnel. The USAID will provide the services of three long-term U.S. advisors with combined expertise covering the four functional areas: Senior Advisor/Educational Administration and Research (29 pm)* and two specialists in Curriculum/Educational Materials, Evaluation, and Planning (12 and 18 pm, respectively). The USAID will also provide an administrative assistant (29 pm)†, a bilingual secretary (29 pm)‡, a vehicle, demonstration equipment and materials, and instructional references. All additional costs for the seminars will be borne by the GOG.

In conjunction with the development of the staff development capability, four participants will be sent to the U.S. for Master's, one in each of the four priority functional areas: administration and supervision, curriculum development, planning and research/evaluation. The 18 staff development team members will be principal candidates for these degree programs. The two GOG counterparts assisted by the Chief Advisor will be responsible for the selection of candidates best able to contribute to the achievement of the project's purpose utilizing their long-term training. These participants will start in September of 1982 and will be an available in-depth resource to replace the U.S. advisors. In addition, the different exposure provided by attendance at the various U.S. universities will provide a wider perspective on re-

* This adviser will also participate in the initial course needs assessment phase (7 months).

** This individual will also participate in the initial course needs development phase (7 months each).

solution of the problems within the MOE. The GOG will continue all salaries and benefits for these participants and pay international travel costs. The USAID will finance the cost of the training in the U. S. The USAID Training Office will assist in the selection of participants, determination of the most suitable university program and placement of the participants in those programs.

Upon completion of the project the Ministry of Education together with the National Economic Planning Council will have participated in and demonstrated a capacity to assess its human resource needs and to provide training, both long and short-term, appropriate to address those needs. The DDA will continue to determine human resource deficiencies, and the In-Service Training Office will have the capability to respond to those needs through effective training. These continuing activities will insure human resources better able to plan and implement efficient and relevant rural education programs.

F. Summary of End of Project Conditions

-- An experienced and qualified unit within the MOE carrying out continuing human resource assessments and making recommendations for training to address the deficiencies identified.

-- An experienced and qualified unit within the MOE designing and organizing relevant training programs to address human resource deficiencies.

-- A staff development team consisting of from 15 to 18 professionals will be experienced and able to continue the human resource improvement programs developed under this project.

-- An enhanced Masters degree program within a university located in Guatemala producing professionally qualified graduates in the field of educational administration and offering specializations in curriculum development, education program planning and research and development.

-- Improved administrative capability within the MOE to carry out rural education programs.

-- Improved program planning capability within the MOE and NEPC to design effective and relevant ru-

ral education programs.

-- Improved curriculum and materials design/development capability within the MOE to facilitate the implementation of rural education programs.

-- Improved research and evaluation capability within the MOE and NEPC to determine appropriate and effective rural education programs.

G. Summary of Outputs

1. A training needs assessment based on the competency requirements within each of the four major functions concerned with the improvement of rural education programs:

- (a) Educational Administration and Supervision.
- (b) Educational Program Planning.
- (c) Curriculum and Materials Design/Development.
- (d) Educational Research and Evaluation.

2. Recommendations on MOE organizational changes to enhance the human resources improvement.

3. Four training programs developed responding to the needs assessment for each of the four functional areas:

4. Teaching materials written and tested for each of the four training programs.

5. Personnel In-Service Training Office established within the MOE.

6. Fifteen to eighteen professionals from the involved institutions trained locally by the technical advisors in the four priority areas (see above) to become trainers and resource persons for the Ministry of Education (a staff development team).

7. Four long-term participants trained in the U.S. or third country in curriculum and instruction,

educational program planning, research and evaluation, and educational administration.

8. At least 18 masters degrees in educational administration from a Guatemalan university for personnel from the Ministry of Education and the National Economic Planning Council. Within the degree, groups of 5-6 will minor in curriculum and materials design/development, educational research and evaluation, and educational program planning.

9. Approximately 35 Ministry of Education heads of division/units/programs and their technicians trained in-service in educational administration, curriculum, educational research and evaluation, and program planning. Emphasis will be given to the research for, and the design, implementation, and evaluation of rural projects.

10. Approximately 70 persons throughout the Ministry who perform supervisory and instructional leadership roles trained in administration and supervision, and in curriculum, evaluation and planning.

11. Two groups (40 each) of support personnel trained in short courses to strengthen the functioning of the administrative units.

III. PROJECT ANALYSES

A. TECHNICAL ANALYSIS

1. Analysis of Need

The project originated with a request by members of the National Economic Planning Council (CNPE) and officials of the Ministry of Education (MOE) based upon needs expressed in several key documents. Initially, the 1975-79 National Development Plan pointed to administrative deficiencies within the Ministry of Education as a barrier to successful program implementation. Referring to the MOE's administrative capacity, the plan noted:

"In good measure, the inefficiency of the educational system is occasioned by an administration that makes impossible the direction and planning of activities under unified criteria, and also makes very difficult the utilization of modern management techniques and criteria, the adaptation of what is taught to the real needs of the country and the cultural and ethnic diversity of her inhabitants, or the adaptation of new content, methods and educational models." 1/

Subsequently, training needs of MOE personnel in the area of educational administration were discussed in a CNPE survey of the professional preparation of MOE officials (CNPE, Program for Administrative Development in the Public Sector, II May 1978), and in the 1978 USAID/Guatemala education sector assessment. The sector assessment stressed the need for staff development within the Ministry of Education: "The educational system in general and the rural education sector in particular are beset by a lack of highly trained management and administrative personnel. A serious problem is the staff's inability to handle developmental tasks, program creation, design and development, and overall planning and policy formulation." 2/

In a late 1979 follow-up study, interviews were conducted with a large number of officials of the Ministry

1/ CNPE, National Development Plan 1975-79, Vol. II, Chapter VI.

2/ Guatemala Sector Assessment, USAID/Guatemala

of Education, the National Economic Planning Council, and the National Institute for Public Administration (INAP) concerning the perceived training needs of MOE personnel in charge of program implementation for the rural formal and non-formal education sector. The study recommended a combination of short-term and long-term training based on an institutional analysis of MOE systems in the following areas:

1. Educational planning and programming;
2. Administration and supervision;
3. Research and evaluation;
4. Curriculum and materials design/development.

Training in these key areas was seen as a means of enhancing the capabilities and improving the efficiency of the MOE personnel involved in the delivery of educational services to the rural formal and non-formal education sector.

The project design was thus based on a problem identified in the 1975-79 National Development Plan. Training need of a general nature were identified in a Planning Council survey of the professional preparation of MOE employees and in the USAID sector assessment. The needs were confirmed in a 1979 Development Associates study^{3/} which outlined a combination of short-term and long-term training in the four key areas as an appropriate intervention strategy.

The project proposes that a contracted team of technical advisors train a staff development team with professional specialization in the four major areas. The team would also be responsible for conducting courses in the four areas for MOE division chiefs. The staff development team will assist the contract advisors in training the MOE division chiefs and will have the primary responsibility for training MOE supervisors.

^{3/} Jones & Castañeda, "Report to the Commission for the Development of the Project on Educational Administration", November 1979.

2. Technical Soundness of Training Strategy

The soundness of the technical assistance proposal is presented in summary in Table IV.C.1. Briefly, four strategies were considered by the project development team: 1) all training in U.S. and/or third country; 2) all long-term training in the U.S. or third countries and short-term training in Guatemala; 3) long-term training in U.S. and Guatemala and all short-term training in Guatemala; 4) all training in Guatemala. The project design team chose the third alternative. The objective of developing a training capability within the Ministry of Education for short-term staff development, as well as the chance to support the long-term training capacity of a Guatemalan university in the area of educational administration (with the four scholarships allowing participants to do an in-depth specialization at a foreign university in one of the four key areas) was considered to be the most favorable alternative from a technical point of view and the second most desirable approach from a cost-perspective approach.

a. Staff Development Unit *

The program seeks to institutionalize a staff development unit within the Ministry of Education. To support the accomplishment of this goal, the contracted technical advisors will train an initial group of 18 MOE technicians. It is estimated that attrition will result in the formation of 12 to 15 members for the staff development team. The project plans to establish a team of three MOE specialists in each of the four areas. It should be recalled that members of the staff development team will be working initially on a part-time basis and that some training courses (in which they will participate as facilitators) may be offered concurrently. Thus, it is felt that three members will be needed for each of the four teams to meet training demands.

b. Training of MOE Division Chiefs *

The project will train 35 MOE administrators/technicians in the four major areas. The project development team has identified these 35 administrators/technicians as the key Ministry of Education personnel involved in the MOE system of curriculum development for rural primary and non-formal programs, administration and supervision, research and investigation, and educational planning.

* Since the project will impact upon rural primary and non-formal education system, an important selection criterion will be the candidates involvement in the design and management of rural programs.

c. Training of Supervisors*

The project will focus on the training of 70 educational supervisors out of the total population of 250 supervisors. The project development team has identified this target group of 70 as supervisors who have not received training under other internationally funded programs and who are most directly involved with rural primary schools.

d. Masters Degree Program

Each of the four participants who will pursue long-term training in the U.S. will undertake M.A. degree studies in one of the four key areas. These individuals will provide for continuity after technical assistant ends. A basic project assumption is that the 18 local participants keep their positions of influence within the MCE and CNPE and will assume increased responsibility in their respective area of influence

After reviewing a 1979 AID-funded training needs assessment of Ministry of Education personnel, the project design team identified the need for providing 18 Masters degree scholarships at a local university. Among the 60 division department and unit chiefs/key technicians within the Ministry of Education 22 have already received some form of advanced training under earlier programs. In addition to the 22 scholarships to be provided by the Education Administration Project, remaining MOE administrators have access to scholarship funds provided by CNPE and administered by AID.

3. Technical Soundness of Courses

While the technical soundness of the course content cannot be guaranteed in advance, the design process can be examined in detail. It should be emphasized that all in-country training will be based on a needs assessment to be conducted by qualified technical advisors. Through a need assessment, project technical advisors will identify job tasks of personnel involved in the four key systems and analyze the skill requirements for each position. The short-term training program will be based directly on the above analysis so that program participants will be equipped with the competencies necessary to perform their jobs in an efficient and effective manner.

*All 70 supervisors work in rural primary and non-formal education program implementation

Similarly, the course content for long-term training at a local university will be based upon specific training needs identified in the assessment of competency requirements. The DDA and the project technical advisors will be responsible for developing a course of study for long-term training to be implemented by a local university which will be designed on the basis of the needs assessment.

4. Soundness of the Time Arrangements

The time allocation for the training of the staff development unit (380 hours) has been estimated to allow for the equivalent of a two-semester's course in each of the four areas with an emphasis on instructional methodology. Two alternatives are presented for the training of the staff development unit. The first includes a three-week (administration/supervision), a later five-week (research/evaluation and curriculum), and another five-week (second half of research/evaluation plus planning) full-time educational program. The second contemplates a three-day-a-week (full time for each of these days) period, thus extending those listed as full time. The first alternative, full time study for each entire period, is didactically superior. Experience has shown that when participants return to their offices for some portion of the time during the training, they are assigned more work than can be accomplished during the part time they are on the job. This results in greater absenteeism from the classes and less time to spend in individual study. Completely full time study during the designated period is thus greatly preferred. On the other hand, the reality of many Ministry offices is that they are already short of staff and to ask them to release trainees completely for such a lengthy period is expected to result in fewer trainees and fewer of the caliber needed to carry forth the work of the staff development unit once the members are trained. Nevertheless, because of the urgent need for more highly trained individuals, the full time study component is considerably sounder than the three days a week alternative.

The projected period for the short course training for the division, department and unit chiefs is two hours per day, preferably the first two hours of the morning. Approximately 50 hours per subject (the approximate equivalent of a one-semester course) would be utilized for a total of 200 hours. The morning hours are by far the soundest alternative over any other portion of the day.

Experience has demonstrated that if MOE department heads go to their offices before going to class, they often become so involved in their regular work that they then necessarily must miss many classes. Thus the early hours of the morning are sounder; any other is likely to result in greatly reduced participation and learning.

Generally, those persons in educational leadership positions are fully occupied in the first part of the year and at the end when the annual reports are being prepared. The training for these instructional leaders, including supervisors, has therefore, been divided into two cycles. Their program is to be full time to allow for the intense instruction necessary to complete the modules within the eight weeks comprised within the two periods. The total class time is calculated at 240 hours (the approximate equivalent of a one-semester course in each of the four areas with an additional 40 hours for training in supervision skills).

A phased strategy is crucial to the successful implementation of the educational administration project. Course content will depend upon the findings of the needs assessment. Technical advisors will first analyze administrative functions, job tasks, lines of authority, required number of professionals in each administrative technical unit involved in program planning and implementation in the four project systems. Then, based on the above study, specific training requirements for each unit will be identified and a training program designed to help unit members achieve desired competencies.

5. Initial Environmental Examination

The Mission recommends a negative determination with respect to the environmental impact of the project (see Annex C).

B. SOCIAL SOUNDNESS ASSESSMENT

Beneficiaries

The project has primary and secondary beneficiaries. Primary beneficiaries are the approximately 190 training participants who will be direct subjects of project impact vis-a-vis skills upgrading and leadership development. Secondary beneficiaries are the rural children, youth and adults who will benefit from improved programs designed and managed by the training participants.

Congruence of Intended and Perceived Benefits

The intended project benefits are improved capabilities of key MOE administrators and technicians, which in turn will facilitate a better utilization of resources (human, capital, and physical) to enhance the education services delivered in rural areas.

To primary project beneficiaries, the project offers both professional and personal benefits. Professional benefits consist mainly of increased levels of administrative and technical competency. These project benefits will be derived almost immediately. Personal benefits may consist of job promotions, salary increases, improved control over the working environment, etc. However, these project benefits will be derived over the medium run (three to five years) and will depend to a large extent on the initiative of each individual. In Guatemala, it is common practice among public servants to pursue academic university degrees and advanced technical/administrative training to facilitate job promotions.

A good academic/practical training record is usually an advantage in competing for non-partisan, higher administrative/technical public positions. Accordingly, it has been determined that intended and perceived benefits are congruent.

Participation Profile/Incentives

In every organization there is a tendency toward a dualism of personnel performance. There are individuals who play the role of organizational care takers -- that is, to accept without reservation existing policies, practices, and procedures. There are also individuals who play the role of efficient managers -- that is, to update practice,

streamline procedures, and make all aspects of organizational activity as effective as possible. Normally, the main interest of the former set of individuals is to "hold the job", while the main interest of the latter set is to attempt change even "at their own risk"

The project design committees (GOG and USAID) have carefully studied the possibilities of getting as many participants from the efficient managers set as possible, especially for the staff development unit (18 individuals). Several incentives to motivate participation of qualified individuals in the unit have been incorporated into the project. For example, any member of the unit can participate in the local Masters program. Also, the unit will receive intensive attention by the specialists who will conduct the short-term training courses to ensure the unit member's readiness to act as a training resource. Furthermore, a great deal of prestige will be gained by the members of the staff development unit by virtue of their being able to train MOE middle level managers and technicians.

There are two possibilities to ensure the participation of qualified individuals in the staff development unit. One is to have the Minister or Vice-Minister of Education officially request their participation; the other is to make participation attractive enough so that they volunteer. The second alternative would be preferred. At any rate, the project advisory committee will establish appropriate selection criteria to recruit a solid instructor team.

The participation of department/unit/program heads, district supervisors, and administrative support personnel will be arranged by their immediate supervisors. Again, participants under these categories will have to meet selection criteria established by the project advisory committee. Some of these participants will be eligible to participate in the Masters level program as well.

The quality of the training will be the main determinant of the effective participation of department/unit/program heads, and district supervisors in the short-term courses and follow-up activities. At this time, all available prima facie evidence indicates that the courses will be sound and that participation will be adequate. The size and expected quality of the project implementation unit, in addition to the experience of INAP in organizing short-term courses for public sector personnel, are definitely strong assets to the project. Preliminary interest to

participate in the project's training has been communicated to the project design team, and this is certainly encouraging. Courses will be adequately promoted; i.e., course brochures and descriptions will be prepared, and announcements/invitations made.

Finally, four highly qualified individuals from the MOE and the CNPE will be selected to participate in an overseas Masters level program. Four 18-months scholarships (which allow for intensive English training) will be provided through the project for this purpose. The project advisory committee will set selection criteria and pre-select a maximum of eight candidates who will be referred to the highest MOE and CNPE authorities for final selection. Prior to their departure for U.S. or third-country training, each of the four scholarship recipients will be guaranteed a position within the Ministry of Education related to his area of specialization.

C. ECONOMIC ANALYSIS

The project seeks to upgrade and improve the administrative and technical capabilities of the Ministry of Education, so as to permit a more effective utilization of Ministry resources devoted to primary and non-formal rural education. The project will provide training and technical assistance inputs directed towards improving the institutional human resource base in key areas of the administrative structure. Project outputs, in the form of improved decision-making capability, will lead to increased administrative efficiency and greater program relevance in rural areas.

A recent analysis of MOE management revealed the following personnel capabilities deficiencies:

- a. Limited awareness of modern program management techniques;
- b. Limited expertise in rural curriculum design and development of appropriate didactic materials;
- c. Lack of skills in research/evaluative techniques;
- d. Inappropriate capabilities in administration and supervision of educational processes.

In short, there is a critical need for greater specialization and training of higher-level Ministry staff in order to improve the current level of institutional response to education problems in rural areas.

The project will address the problem of inadequate personnel specialization through training programs in the following areas:

- a. Educational Administration and Supervision
- b. Curriculum and Materials Design/Development
- c. Educational Research and Evaluation
- d. Educational Program Planning

Within the Ministry, three important managerial and technical groups have been identified in the administrative decision-making process. The first group consists of division, program, department and unit chiefs and deputy chiefs. The second group consists of regional supervisors who work directly with teachers in the field. The third group is made up of technical personnel responsible for curriculum development, materials production, program planning, and research/evaluation. The project will select from the three groups approximately 200 staff personnel for participation in the various training programs which will include both academic and specialized training.

The course curriculum for specialized training will reflect, in large part, the results and recommendations of the Training Needs Assessment (see Project Technical Analysis). It is estimated that the level of training and technical assistance required to attain the objectives of the project is equivalent to the following:

<u>Output</u>	<u>Time</u>	<u>Description</u>
22 professionals trained at Masters level	18 month program	Academic
35 Administrators/Technicians trained	200 hour program	Non-academic
70 District Supervisors trained	240 hour program	Non-academic
18 Training Specialists (multipliers) trained	380 hour program	Non-academic

In addition,

- Training Needs Assessment Technical
- Administrative Rationalization Report Assistance

Project Cost Effectiveness:

The level of project outputs necessary to achieve the project purpose is a technical question and has already been addressed in the Technical Analysis. The economic analysis will, therefore, focus on the cost relationship between project inputs (training and technical assistance) and project outputs (staff trained). In terms of the economic feasibility of the project, the analysis is based on a cost effective approach which minimizes the costs of achieving the project level of output. Accordingly, the following alternatives and their relative costs^{1/} were considered in the design of the project.

Alternative A - "All training in the U.S." This alternative would allow wide opportunity for specialization and participant exposure to advanced systems. However, transportation and tuition costs would be higher and the MOE would not develop local university in-service training capability. Language requirements might also delay training progress with corresponding increases in per "graduate" costs. The total estimated cost of this approach is \$1,901,222.

Alternative B - "U.S. long term/In-Country Short-Term Training". This alternative would permit specialization and develop MOE training potential. However, it would not develop local university training capability and it would involve the temporary absence of a substantial number of MOE professionals for an 18 month period. The estimated cost of this approach is \$2,026,572.

Alternative C - "Combination training program". This alternative would develop both local (MOE and university) training potential and permit high level specialization in the U.S. for four scholarship participants. The combination approach would combine the desirable features of in-country training and study abroad. In this respect, it would best cover the qualitative objectives of the project while also satisfying the quantitative requirements. The estimated cost of this approach is \$1,345,000.

Alternative D - "All training in Guatemala". The main advantage of this alternative is that it would develop local (MOE and university) training potential. The main disadvantage is that it would not provide the needed level of specialization in the areas of curriculum

^{1/} See Economic Analysis tables for detailed cost estimates for each alternative.

design; educational research and evaluation; educational planning, since at present these skills can only be acquired abroad. The estimated cost of this approach is \$1,211,436.

The Mission decided that Alternative "D" did not achieve the level of project output necessary to carry-out the project purpose. As a consequence, this alternative was rejected as invalid for cost comparison purposes. Therefore, Alternative "C" was ultimately chosen as the most cost effective approach to implementing the project.

Strictly speaking, we should compare the discounted project values of the four expenditure streams rather than total outlays. Since alternatives A and B would involve overseas training which requires greater lead time; this, by itself could make these two alternatives somewhat more attractive. However offsetting (and probably more than offsetting) this is the fact that project benefits from alternatives A and B would come on-stream comparatively later and the benefit streams would have to be discounted accordingly.

TABLE IV C 1

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ECONOMIC ANALYSIS TABLES

ALTERNATIVE	OUTLINE	AID COST	GOG COST	TOTAL COST	RELATIVE ADVANTAGE	RELATIVE DISADVANTAGE
A. All training (short and long term) would take place in the US or third countries	<ol style="list-style-type: none"> 22 Professionals trained at Masters level 34 Administrators/Technicians receive 200 hours of training 70 District Supervisors receive 240 hours of training 18 Training Specialists (Multipliers) receive 380 hours of training. Studies <ol style="list-style-type: none"> Training Needs Assessment Administrative Rationalization 	\$1,492,000	\$ 409,222	\$1,901,222	<ol style="list-style-type: none"> would allow for specialization of participants. would require the lowest level of effort by both USAID and GOG. Exposure to other more advanced systems. Establishment of relationships with US institutions. More prestige for graduates 	<ol style="list-style-type: none"> Second highest cost alternative. would not develop MOE or local university in-service training capacity. It would be very difficult to find enough personnel with adequate language base to benefit from US training GOG/USAID would have little control over training
B. All long term training would take place in the US or third countries and all short term training would take place in Guatemala	<ol style="list-style-type: none"> 22 Professionals trained at Masters level 35 Administrators/Technicians receive 200 hours of training 70 District Supervisors receive 240 hours of training 18 Training Specialists (Multipliers) receive 380 hours of training. Studies <ol style="list-style-type: none"> Training Needs Assessment Administrative Rationalization 	\$1,516,000	\$ 708,572	\$2,026,572	<ol style="list-style-type: none"> would allow for specialization of long term participants More prestige for long term training graduates Exposure to other more advanced systems by long term participants Establishment of relationships with US institutions Develops MOE training potential 	<ol style="list-style-type: none"> Highest cost alternative It would be difficult to find 22 GOG professionals with adequate language base to benefit from US training GOG would lose a substantial number of professionals for 18 months. Does not develop local university training potential
C. Long-term training (4 persons) would take place in the US and in Guatemala (18 persons); all short-term training would take place in Guatemala	<ol style="list-style-type: none"> 22 Professionals trained at Masters level 35 Administrators/Technicians receive 200 hours of training 70 District Supervisors receive 240 hours of training 18 Training Specialists (Multipliers) receive 380 hours of training Studies <ol style="list-style-type: none"> Training Needs Assessment Administrative Rationalization 	\$ 915,000	\$ 430,000	\$1,345,000	<ol style="list-style-type: none"> Develops local (MOE and university) training potential Second lowest cost alternative would allow for higher degree of specialization of four long-term participants. Exposure to other, more advanced systems by four long-term participants four US scholarships motivate participation in Program by 18 training specialists Establishment of relationships with US institutions More prestige for four long-term participants would facilitate selection of participants 	<ol style="list-style-type: none"> It is not the least cost alternative
D. All training would take place in Guatemala	<ol style="list-style-type: none"> 22 Professionals trained at Masters level 35 Administrators/Technicians receive 200 hours of training 70 District Supervisors receive 240 hours of training 18 Training Specialists (Multipliers) receive 380 hours of training Studies <ol style="list-style-type: none"> Training Needs Assessment Administrative Rationalization 	\$ 804,000	\$ 407,436	\$1,211,436	<ol style="list-style-type: none"> Least cost alternative Develops local (MOE and university) training potential 	<ol style="list-style-type: none"> would not allow for specialization in areas of curriculum design, educational research and evaluation, educational planning A motivation element to attract participation by 18 training specialists would be lessened would not allow for direct academic relationship between MOE in-service training office and US institutions.

TABLE IV C-2
ALTERNATIVE A (All Training in the US)

OUTPUT	TIME	Description	C O S			T S	Total	BASIS	
			AID		GOG				
1. 22 Professionals trained at Masters level	18 Months Program	1.1 Academic participation	\$ 554,400			-. -	\$ 554,400	\$1,400 participant month X 18 months X 22 persons	
		1.2 Salaries ¹		-. -	\$ 329,472		329,472	\$ 832 X 18 X 22	
		1.3 Transportation		-. -		12,100		12,100	\$ 550 X 22
2. 35 Administrators/Tech-nicians trained	200 Hours Program	2.1 Non-Academic participation	175,000			-. -	175,000	\$2,500 non-academic month X 2 months X 35 persons	
		2.2 Transportation		-. -		19,250		19,250	\$ 550 X 35
3. 70 District Supervisors trained	240 Hours Program	3.1 Non-Academic Participa-tion	371,000			-. -	371,000	\$2,650* X 2 X 70	
		3.2 Transportation		-. -		38,500		38,500	\$ 550 X 70
4. 18 Training Specialists (Multipliers) trained	380 Hours Program	4.1 Non-Academic participa-tion	156,600			-. -	156,600	\$2,900** X 3 X 18	
		4.2 Transportation		-. -		9,900		9,900	\$ 550 X 18
			\$1,257,000			\$ 409,222	\$1,666,222		
5. Studies ***									
5.1 Training Needs Assessment		Institutional Contract	\$ 235,000			-. -	\$ 235,000		
5.2 Administrative Rationalization		Institutional Contract							
TOTAL			\$1,492,000			\$ 409,222	\$1,901,222		

1. Assumes that trainee salaries are an accurate reflection of the economic cost of replacing them or the value of their services foregone.

* 1982 costs

** 1983 costs

*** Costs included under Personal Services

TABLE IV C-3

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ALTERNATIVE B

(All long-term training in the US and all short-term training in Guatemala)

OUTPUT	TIME	Description	C O S T S			Total	BASIS
			AID	GOG			
1. 22 Professionals trained at Masters level (US)	18 Months Program	Academic participation	\$ 554,000	--		\$ 554,000	\$1,400 participant month / 18 months x 22 persons
		Salaries	--	\$ 329,472		329,472	\$832 x 18 x 22
		Transportation	--	12,100		12,100	\$550 x 22
			\$ 554,000	\$ 341,572		\$ 895,572	
2. 35 Administrators/Technicians trained	200 Hours Program	Personal Services	584,000	100,000		539,000	
		Participant Salaries	--	\$ 193,000		193,000	
3. 70 District Supervisors trained	240 Hours Program	Direct Training Costs	45,000	60,000		105,000	
		Other Costs	91,000	14,000		105,000	
4. 18 Training Specialists (Multipliers) trained	380 Hours Program	Contingencies	44,000	--		44,000	
			\$ 619,000	\$ 367,000		\$ 986,000	
			\$1,318,000	\$ 708,572		\$2,026,572	
5. Studies**							
5.1 Training needs assessment							
5.2							

* See financial tables and narrative

** Costs included under personal services

TABLE IV C-4

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(Long-term training in the US and Guatemala and short-term training in Guatemala)

OUTPUT	TIME	Description	C O S T S			BASIS
			AID	GOG	Total	
1. 22 Professionals trained at Masters level	18 Months Program					
1.1 18 locally		Local university contract	\$ 36,000	-*	36,000	
1.2 4 in the US		Participation costs	115,000	-	115,000	\$1,600* participant month X 18 months X 4 persons
		Salaries	-	\$ 59,900	59,900	\$ 832 x 18 x 4
		Transportation	-	2,200	2,200	\$ 550 x 4
			\$ 151,000	\$ 62,100	\$ 213,100	
2. 35 Administrators/Technicians trained	200 Hours Program	Participant Salaries Direct Training Costs Personal Services **Other Costs Contingencies	-	193,500	193,500	
			45,000	60,000	105,000	
3. 70 District Supervisors Trained	240 Hours Program		584,000	100,000	684,000	
			91,000	14,000	105,000	
4. 18 Training Specialists (Multipliers) trained	380 Hours Program		44,000	-	44,000	
			\$ 764,000	\$ 367,500	\$ 1,131,500	
			\$ 915,000	\$ 430,000	\$ 1,345,000	
5. Studies ***						
5.1 Training needs assessment						
5.2 Administrative Rationalization						

* No salaries cost is included because training is after hours. We assume cost of cost of trainees foregone leisure and reduced job efficiency is negligible.

** See financial tables and narrative

*** Costs included under Personal Services

TABLE IV C-5
ALTERNATIVE D
(All training in Guatemala)

<u>OUTPUT</u>	<u>TIME</u>	<u>Description</u>	<u>C O S T S</u>			<u>Total</u>	<u>BASIS</u>
			<u>AID</u>	<u>GOC</u>			
1. 22 Professionals trained at Masters level	18 Months Program						
1.1 18 - through RFP		Local university contract	\$ 36,000	-	\$ 36,000	Estimated local contract cost \$1,000 per participant LOP (AID) and participants salary (832 x 12 x 4) for GOC	
1.2 4 - Del Valle	(Del Valle Program is only 12 months long)	Local university fees	4,000	\$ 39,936	43,936		
2. 35 Administrators/Technicians trained	200 Hour Program	Participant Salaries Direct training costs Personal Services Other Costs Contingencies	\$ -	\$ 193,500	\$ 193,500		
			45,000	60,000	105,000		
3. 70 District Supervisors trained	240 Hour Program		584,000	100,000	537,000		
			91,000	14,000	105,000		
			44,000	-	44,000		
4. 18 Training Specialists (Multipliers) trained	380 Hour Program		\$ 619,000	\$ 367,500	\$ 986,500		
			\$ 804,000	\$ 407,436	\$1,211,436		
5. Studies **							
5.1 Training needs assessment							
5.2 Administrative Rationalization							

* See financial tables and narrative

** Costs included under personal services

D. INSTITUTIONAL ANALYSIS

This section analyzes the commitment of the GOG to carry-out and benefit from the professional human resource assessment and training activities programmed under the project and the institutional capacity to implement these activities.

I. Commitment to Educational Reform:

The National Development Plan 1975-79 set into motion a comprehensive restructuring of the Ministry of Education aimed at improving the operational efficiency of educational system. Specifically, the reorganization attempted to address the following administrative deficiencies:

1. Lack of an organizational structure whereby functions and responsibilities are clearly defined.
2. Lack of effective communication between various levels of the administrative hierarchy resulting in poor inter-office coordination.
3. Inefficient process of administrative decision-making as reflected in long bureaucratic delays in routine approvals and mobilization of institutional resources.
4. Lack of an information system on which to base institutional decisions and formulate effective policy.
5. Poor communication and coordination with other Ministries and the National Economic Planning Council.

While the reorganization of the Ministry of Education is still not complete, the emerging structure can be discerned and the proposed organization chart* illustrated the main lines of functional responsibility. The reorganization attempted to consolidate scarce technical expertise and assign support responsibilities to functionally organized units. This permitted greater specialization and better access to upper-echelon management. For example, USIPE emerged as the unit responsible for overall Ministry planning and reports directly to the Minister of Education. While there was a certain degree of centralization for spe-

* Abbreviated version included at the end of this section.

cialized functions e.g. planning general administrative functions were decentralized to the region level. Consequently, the reorganization established and/or reinforced the regional administrative units.

Conceptually, three core areas of authority and responsibility were established through the reorganization. The first encompasses units which are technically specialized including public relations and legal counsel. The second core area includes units involved in overall supervision and the administration of educational programs. The third core area is dedicated to program support and regional supervision.

In terms of the hierarchical structure, the Sector Unit for Research and Educational Planning (USIPE) has emerged as the most important technical division within core group I which includes the technical council and commission, legal services and public relations offices. Falling under core group II is the General Directorate of Administration charged with personnel administration; general services; construction of schools (CONACE) and fiscal control. Finally, there are the Regional Supervision and support units belonging to core III group which have important implementation responsibilities.

The reorganization effort while still incomplete demonstrates a commitment to rationalize the administrative structure and make it more responsive to the educational needs of the country. The progress achieved to date reflects the recommended reforms stemming from the joint Planning Council/Ministry of Education Study of 1975. Furthermore, the current organizational structure largely conforms to the recommendations contained in the 1978 AID Education Sector Assessment. In short, the GOG has already laid the groundwork for educational system improvement and greater outreach capacity.

While it is generally recognized that structural reform is important, there is also an increasing awareness that the gains from the on-going reorganization will diminish unless the newly created positions are filled by personnel with greater administrative and technical capacity. From an organizational point of view, the educational system is more "manageable" because of the pivotal role given to the newly created planning and coordinating unit i.e. USIPE. However, the human resource base of the Ministry will have to be upgraded in order for

these new units to function properly and fulfill their institutional responsibilities. Thus the project addresses the constraint which is currently most binding, that is, the upgrading of ministerial management and technical capacities.

In recognition of this situation, the National Economic Planning Council in the National Development Plan 1979-82 called for the following policies in support of continued educational reform:

1. Administration:

- a) Continue the reorganization of the Ministry of Education with emphasis on greater administrative decentralization.
- b) Improve the screening and recruitment of new personnel and establish a permanent program of staff training both at the technical and administrative levels.
- c) Improve the relevance of educational curriculum and effectiveness of didactic materials.
- d) Strengthen institutional capacity to build and equip schools.
- e) Develop a program to design and produce educational materials.

2. Planning:

- a) Strengthen short, medium and long term planning capacity within the Ministry.
- b) Develop an information system which will provide an adequate data base to formulate and execute education sector activities.
- c) Develop the capacity to design and implement new projects.
- d) Develop institutional mechanisms to monitor and evaluate educational programs and projects.

3. Research:

- a) Develop the capacity to identify educational problems through hypothesis testing and empirical verification.
- b) Carry-out studies to better define educational needs within the context of development priorities.

Obviously, the above policies will require considerable technical assistance and training in order to become operational within the planning period. Therefore, the project is highly supportive of GOG initiatives and extremely timely in terms of the overall reform effort.

II. Institutional Implementation Capacity:

The project will be carried-out by the planning unit within the Ministry of Education - USIPE in cooperation with the Institute of Public Administration - INAP and a local university.

a) Sector Unit for Research and Educational Planning (USIPE)

This unit is responsible for the preparation of Ministry planning documents and special studies. It coordinates Ministry programs and collaborates closely with the Secretariat General of the National Economic Planning Council. In addition to planning, USIPE has important follow-up responsibilities and periodically conducts evaluations of Ministry operations. The unit also provides technical support to other programming units within the Ministry including the regional level.

There are three divisions within USIPE which will participate actively in the project. The Division of Administrative Development will be responsible for the overall coordination of the project and will have specific tasks such as identification of training candidates within the Ministry both for in-service and long term academic training. The project will provide an administrative director and one bilingual secretary to assist this division in overall project implementation. The chief of this division will act as project coordinator and provide counterpart administrative support. The Divisions of Curriculum Development and Records and Statistics will

assist in the design of in-service training courses based on the results of the needs assessment. USIPE has a total staff of 124 of which 75 are professional and technical personnel.

b) National Institute of Public Administration
(INAP)

This semi-autonomous entity reports directly to the office of the Presidency. The institute has a broad mandate to improve the administrative capacity of public sector institutions. To fulfill this mandate INAP conducts the following activities:

- Analysis of administrative and organizational problems
- Formulation of administrative reform policies in the short and medium term
- Provision of technical assistance to public sector institutions to develop administrative capacity
- Development of training policies for public sector employees
- Coordination of actions to develop administrative capacity within the public sector
- Establishment of an exchange of information and technical cooperation with national and international organizations
- Training of public sector personnel

These important functions are divided among three principal directorates.

1. Directorate of Education and Training
2. Directorate of Administrative Research
3. Directorate of Administrative Assistance

In terms of personnel, INAP has a professional staff of approximately 160 which includes 20 resident professors and 125 training coordinators/instructors. The plant and equipment available in INAP appear to be sufficient to carry-out short-term training under the project. This includes classrooms, library, office space and equipment and

audio-visual and reproduction equipment. Currently, INAP is giving courses at the professional, technical and upper management levels. Eventually, INAP will develop complete programs in Public Administration at the executive post-graduate level.

In terms of the project, INAP will provide faculty and facilities for the organization and implementation of short term training courses during the first two years of project life. This implementation function will eventually be assumed by the Division of Administrative Development, Office of In-Service Training established within USIPE. In the meantime, INAP will provide the project with a training coordinator, and analyst, and secretarial support as well as access to the physical facilities mentioned above.

III. Local University Capacity:

The project will utilize local university for a major part of the long term academic training. This training will emphasize administration/supervision and will be given at the post graduate level. There are three private universities besides the National University which have experience and capacity in technical and managerial training. They are the following:

1. Rafael Landivar University - This university offers BA and some MA degrees in Education Administration and has had experience in giving short term courses for MOE regional and departmental supervisors.

2. University Del Valle - This university offers Masters level degrees in Education Research and Evaluation. In addition, they offer specialized courses in testing and measurement at the post-graduate level.

3. Francisco Marroquín University - This university offers doctorates in Social Sciences as well as MBA degrees.

4. San Carlos University (National University) - This university offers undergraduate teacher training programs in educational science and pedagogy.

In summary, the project will be implemented by the Division of Administrative Development within USIPE in collaboration with INAP and local universities to dev-

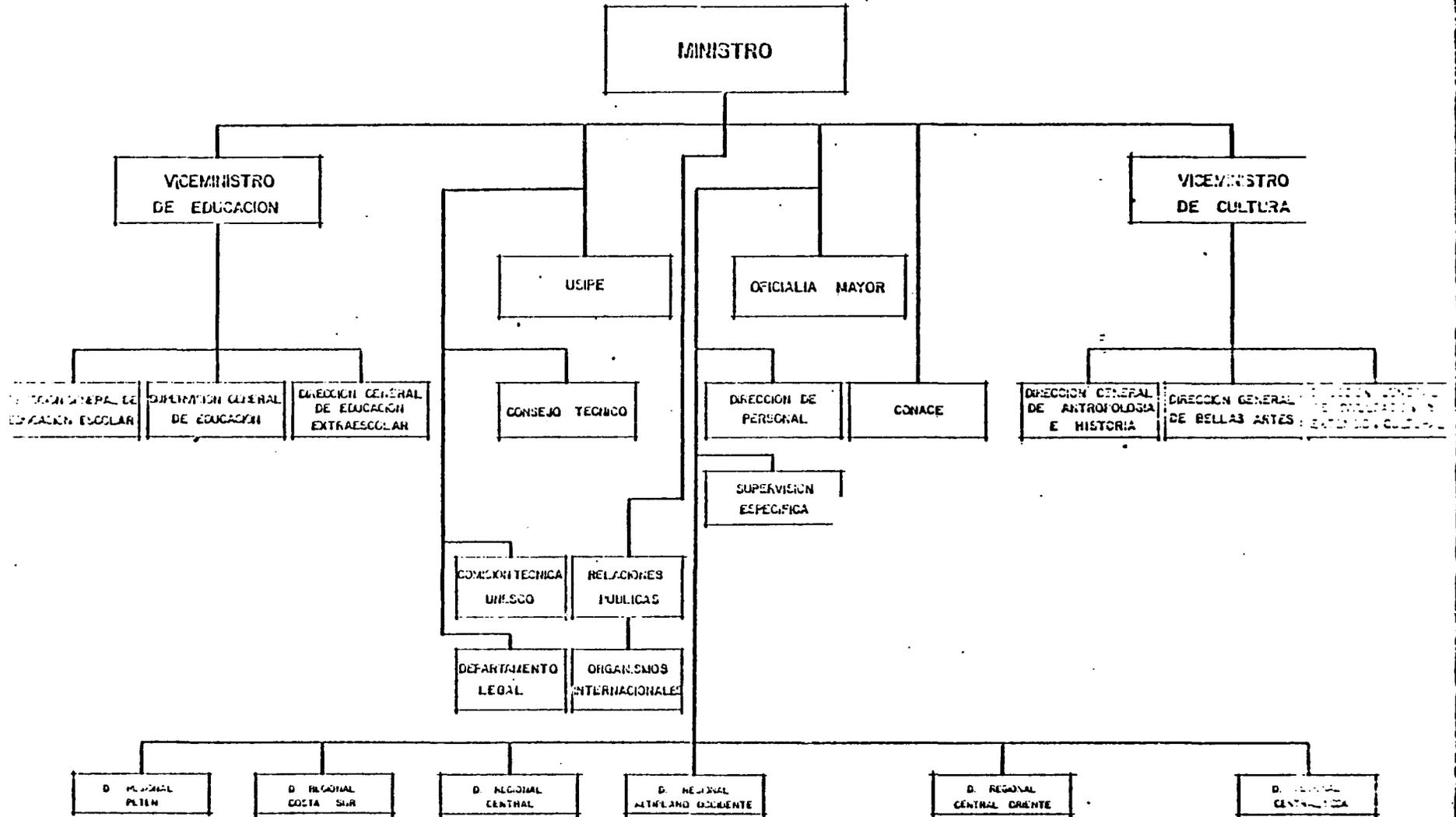
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elop and deliver specific course content for short term in-service training as well as long term academic training at the MA level. USAID/Guatemala will monitor the project and make all necessary arrangements for the four scholarships to the U. S. for advance academic training.

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**ORGANIGRAMA
MINISTERIO DE EDUCACION**



FUENTE: DIVISION DE DESARROLLO ADMINISTRATIVO, USIFE.

IV. FINANCIAL ANALYSIS AND PLANA. Cost Estimates

The proposed project will total \$1,345,000 of which USAID through grant funds will finance \$915,000 (68%) and the Government of Guatemala \$430,000 (32%). The project funding will start in January of 1981 and terminate in December of 1983 for a total of 36 months. Table 1 presents the estimated costs by project inputs, the USAID grant funds by Foreign Exchange costs and local currency costs; and the Host Country total counterpart funds.

Table 1: Financial Plan - Projected Costs (U.S. \$000)

Project Inputs	USAID GRANT			Host Country Total	Total Project
	Foreign Exchange	Local Currency	Total		
I. <u>Personal Services</u>	<u>461</u>	<u>64</u>	<u>525</u>	<u>100</u>	<u>625</u>
A. Technical Assistance	<u>461</u>	<u>-</u>	<u>461</u>	<u>-</u>	<u>461</u>
B. Support Personnel	<u>-</u>	<u>64</u>	<u>64</u>	<u>100</u>	<u>164</u>
II. <u>Training</u>	<u>115</u>	<u>81</u>	<u>196</u>	<u>316</u>	<u>512</u>
A. Long Term	<u>115</u>	<u>36</u>	<u>151</u>	<u>60</u>	<u>211</u>
B. Short Term	<u>-</u>	<u>45</u>	<u>45</u>	<u>256</u>	<u>301</u>
III. <u>Equipment, Supplies, Materials, and other Costs</u>	<u>25</u>	<u>96</u>	<u>121</u>	<u>14</u>	<u>135</u>
IV. <u>Evaluation</u>	<u>20</u>	<u>-</u>	<u>20</u>	<u>-</u>	<u>20</u>
V. <u>Contingencies</u>	<u>32</u>	<u>21</u>	<u>53</u>	<u>-</u>	<u>53</u>
TOTAL	653	262	915	430	1345

B. USAID Inputs

Approximately 50% of the USAID input is for technical assistance, 21% is for training, and the remaining 29% is for the purchase of reference materials, a vehicle, audiovisual equipment, to pay per diem of technicians, for printing and other reproduction of materials, and a contingency for items not specifically identified. Inflation is included in individual line items based on our

estimates for each category. For detailed project costs and supporting narrative, refer to Annex 4. The projection of expenditures by fiscal year for AID funds is included in Table 2.

Table 2: Projection of Expenditures by Fiscal Year (U.S. \$000)

Fiscal Year	AID Grant
1981	182
1982	315
1983	268
1984	150
TOTAL	915

C. Host Government Inputs

Of the GOG inputs to the project, approximately 73% will be for training. This cost is represented by the use of physical facilities, supplies and materials, air fare for students receiving long term training, and for salaries of current employees while in training. The remaining 27% is for personal services of the coordinators, secretaries, technicians, support personnel, and operating expenses. For detailed counterpart budget and supporting narrative, see Annex 4.

D. GOG Absorptive Capacity and Project Replicability

The Ministry of Education budgets, both operational and investment, have been increasing in real terms and as a percentage of the Government of Guatemala total budget. Table 3, a comparison of the 1977 through 1980 budgets, reveals that the total budget has increased 85%, 38% from 1978 to 1979, and 14% from 1979 to 1980.

A more important comparison, however, is the MOE allocation as a percentage of the total GOG budget. In 1977, the MOE budget represented 9.5% of the total and in 1980, it reached 11%. The Ministry of Education budget ranks third in importance among all the ministries as expressed in monetary terms. Only Finance and Public Works (whose total comprises 61% of the budget) exceed Education.

Table 3: MOE/GOG Budget Comparisons (in U.S. \$Millions)

	1977	1978	1979	1980
Total GOG Budget	798	943	1056	1280
MOE Total	76	90	124	141
MOE % of GOG	9.52	9.54	11.74	11.02
MOE Operating Budget	75	88	122	138
MOE % of GOG	9.40	9.33	11.55	10.78
MOE Investment Budget	1	2	2	3
MOE % of GOG	0.12	0.21	0.19	0.24

Because of the nature of the project, there will be no problem for the Ministry of Education to continue the work when the USAID inputs end. The team of trained professionals will not be new employees but current employees who will be given more training, thus not affecting the MOE budget. Reference materials purchased with project funds will be under the control of the Ministry but the cost of maintaining this library will be minimal and therefore, will have a negligible effect on the budget. Similarly, the cost of additional in-country training beyond that already being done by the Ministry will not significantly increase the budget. We can conclude that with the current importance of the Ministry of Education, as represented by its high ranking within the GOG budget, the relatively minor costs can be absorbed at the conclusion of the Educational Administration project.

V. IMPLEMENTATION ARRANGEMENTS

A. IMPLEMENTING INSTITUTIONS

The grantee will be the Ministry of Education. Its Education Sector Unit for Research and Planning (USIPE) will be responsible for the overall management of the project. Within USIPE, the Division of Administrative Development (DDA) will be directly responsible for coordinating the implementation of the project.

The National Institute for Public Administration (INAP) will be in charge of conducting the short-term courses, especially during the first two years of the project. During the third and final year, DDA will assume the major responsibility for execution of the short-term courses.*

USAID will provide the services of qualified specialists in the fields of educational administration/supervision, institutional analysis/personnel development, curriculum/materials design, research/evaluation, and educational program planning. The specialists will assist INAP in the organization, delivery, and evaluation of the courses, and will work with DDA as needed to execute the needs assessment of selected MOE rural primary and non-formal education operations.*

An Implementation Committee will oversee project operations and will assist USIPE and INAP in securing the inter-institutional support needed to meet their responsibilities. The committee will be comprised of representatives from the General Secretariat of the National Economic Planning Council (SG/CNPE), the MOE Technical and Financial Assistance Commission (CATEFI), DDA, INAP, and USAID.

B. LEVELS OF IMPLEMENTATION

INAP and the technical advisors will be responsible for training the Staff Development Team and the division/unit/program heads. USIPE, through DDA, will be responsible for the training of supervisors and other instructional

* Time-line plan is in Annex H, organization chart in Annex I.

leaders. Toward the end of the project, DDA will make arrangements for the training of central and regional support personnel. This training will be executed by a specialized GOG institution such as INAP, INTECAP, or CENAP, as appropriate.

C. PROJECT FINANCING

The project agreement will be signed by the end of September 1980 (and the amendment providing the second increment of funds will be executed before the end of December 1980.) These two agreements will provide \$380,000 for the beginning of the project and for CY 1981 operations. The third increment amendment will be executed between October and December 1981, and will provide \$390,000 additional funds needed for CY 1982 operations. The fourth and final increment amendment will be executed between October-December 1982, and will provide \$145,000 for a total LOP funding of \$915,000. Counterpart funds equivalent to \$114,000 for 1981, \$165,000 for 1982, and \$151,000 for 1983, totalling \$430,000 will be provided by the GOG.

D. TIME PHASED IMPLEMENTATION

Project activities are scheduled to start o/a January 5, 1981, and end o/a December 31, 1983. Prior to the beginning of the project, USAID and the GOG will execute a project agreement; USAID will negotiate a contract for technical services and initiate the procurement of commodities, including a vehicle and teaching/demonstration equipment.*

1. First Year (January-December 1981)

Needs Assessment and Course Development -

The principal project advisor, the institutional analysis/personnel development specialist, and DDA, will initiate the needs assessment as early as possible in the first year. This analysis will provide information on the fit between the responsibilities, functions, and tasks of key technicians and administrators, and their professional preparation for selected MOE units. This information is essential for the adjustment of the training courses and modules to meet the competency needs of MOE personnel. A curriculum specialist will help the above advisors and INAP to organize the courses.

* For reasons of practicality, and to ensure ample GOG involvement in the selection of a qualified contractor, the Mission will be responsible for contracting technical assistance for this project.

Short-Term Training (Phase One) - One course for the Staff Development Team will be held in 1981. The course will last from 90 to 120 hours and will be subdivided into two subphases. A course in Educational Administration/Supervision will be offered in subphase one between September and October. A course in research/evaluation and another in curriculum/materials design will be offered in subphase two in October-November. As indicated earlier, the specialists contracted by USAID will teach the courses for the Staff Development Team. This training will take place in INAP facilities.

Long-Term Training - The Implementation Committee and the contracted advisors will prepare an RFP which will set the academic, financial, and other pertinent parameters for the organization of the local Masters program. The RFP will be sent to all Guatemalan universities. The Implementation Committee will study the proposals and in conjunction with USIPE, will select a university for execution of the program; subsequently, a contract will be executed. The initiation of this program is scheduled for July 1981.

Criteria for selecting the four academic participants for study in U.S. or third country universities will be established by the Implementation Committee. MOE units, the CNPE, and INAP will propose candidates for the scholarships. The Implementation Committee will select a maximum of eight candidates and refer them to the office of the Minister of Education for final selection of four participants.

Technical Assistance - Four specialists/advisors will be financed by USAID. One will be on board for the life of the project and is scheduled to arrive in Guatemala in early January 1981. Of the other three advisors, one will be contracted for one year beginning in mid-June 1981, one for six months beginning January 1981, and one for 18 months beginning January 1982. The principal advisor will act as chief of party.

Implementation Team - DDA will have overall responsibility for project implementation. USIPE will designate a project coordinator within DDA and INAP will assign a person to assist DDA in coordination of the short term courses. Three U.S. specialists will be an integral part of the implementation unit. USAID will provide local currency funds to pay for an administrative director, two

analysts (for 6.5 months each), and a bilingual secretary, all will be responsible to the specialist designated as the principal advisor. USIPE and INAP will provide support personnel for the project as needed; USIPE will assign a driver on a full time basis. Since most of the project training activities take place on INAP premises during the first and second year of the project, the implementation team will be initially located there and will be moved to the MOE at an appropriate time, probably during the third year of the project.

Procurement - The Implementation Committee, DDA, and the principal advisor will identify equipment needed, sources, and acquisition channels as early as possible. Depending on the goods involved, procurement may be done locally or abroad. USAID will initiate procurement of essential commodities such as the vehicle and teaching/demonstration equipment prior to January 1981.

Adjustment to Implementation Plan - The principal advisor will prepare a detailed annual plan of operations in January of each year. This will be presented to the Implementation Committee for study and approval.

Evaluation - In December of each year, the principal advisor, in collaboration with the Implementation Committee, will carry out an evaluation of implementation progress which will concentrate on project inputs and outputs. The final evaluation for the project will be performed in December 1983, and will focus on achievement of project purpose and end-of-project indicators.

2. Second Year (January-December 1982)

Needs Assessment and Course Development
Needs assessment data on the responsibilities, functions, tasks, professional preparation, and training needs of selected MOE administrators, technicians, and supervisors will be further analyzed by the advisors and DDA to design courses to be implemented this year.

Short-Term Training (Phase Two) - Six courses will be conducted during 1982: two for the Staff Development Team (the advanced course in research/evaluation and educational program planning), two for division/unit/program heads (research/evaluation, curriculum), and two for supervisors (research/evaluation and curriculum). Both

Staff Development Team courses will be taught between May and July. The division chiefs' courses are to be offered in March-April and August-October. Each of the latter set of courses is for 50 hours of contact time. The technical advisors teach the Staff Development Team courses; they teach division chiefs' courses with the assistance of the team.

Long-Term Training - Some 18 professionals are expected to continue in the local Masters program. This program will last for two years with two semesters each year; two semesters will be completed in 1982.

Four Masters scholarship participants will start their training in U.S. or third country universities in August. This program will last approximately 18 months, six of which will be completed in 1982.

Technical Assistance - The educational program planning advisor will begin his duties in January. Besides helping organize and teaching the designated courses, this advisor will assist in training evaluation and follow-up activities. His/her services terminate in mid-1983. The curriculum/materials specialist, who will have duties similar to those of the program planning specialist, will complete his/her services in June 1982.

The principal project advisor will work mainly on the articulation of the needs assessment training/evaluation activities, and the preliminary action plan/strategy for the organization of the training unit in the Ministry of Education.

Implementation Team - It is probable that the implementation team will continue working at INAP during 1982. No changes are expected in the composition of the team except for the incorporation of the educational planning advisor in January and the departure of the curriculum/materials specialist in June. However, during the last semester of this year, the Implementation Committee, the advisors, and DDA will prepare an action plan/strategy for the transfer of the major training responsibility from INAP to MOE. The plan will include assistance to the new training office.

Procurement - Reference and instructional materials will be purchased locally or acquired from abroad.

In cooperation with the coordinators and the Implementation Committee, the contracted specialists will identify specific references and instructional materials needed for 1982, the possible sources, and will process the purchase orders for their procurement. USAID will assist with procurement as appropriate. As nearly all equipment will be procured in 1981, it is likely that any additions can be procured locally.

Adjustments to the Implementation Plan - In January, the principal advisor will prepare a specific plan of operations for the 1982 project activities. This plan will be presented to the Implementation Committee for study and approval.

3. Third Year (January-December 1983)

Needs Assessment and Course Development - The principal advisor will prepare a report which will describe in detail the objectives, strategies, activities, results, and recommendations for continuous development of the MOE unit in charge of conducting needs assessments and training. During the first semester of this year, and in collaboration with USIPE, the principal advisor and the planning specialist will prepare report on the needs and possibilities for continued development of the MOE personnel capacity in the training areas (i.e., curriculum research/evaluation, planning, administration/supervision). A final revision of courses will also be undertaken.

Short-Term Training (Phase Three) - Six courses will be held in 1983, two for supervisors and other instructional leaders, two for administrators/technicians, and two for support personnel. The courses for the supervisors will last 50 hours each and will be on administration/supervision, and curriculum. The first two courses will take place during February-April and the others in May-July and October and November. The content for the support personnel will be determined by the Implementation Committee and scheduled in accordance with the course content selected and the availability of the courses in INAP or any other training institution selected.

The Staff Development Team will conduct the courses for the instructional leaders. INAP will make the arrangements for the support personnel courses.

Long-Term Training - It is anticipated that the local Masters program will end in June and that at least 18

NOTE: Only the AID financed part will end. Hopefully the program will go on.

participants will graduate. The four overseas Masters candidates will complete their programs and return to Guatemala in December. The evaluation of the local and overseas Masters programs will be an important part of the overall project assessment and will contain information from the universities and the participants.

Technical Assistance - The principal advisor will continue to be on board the last year of the project. This advisor will assist the Staff Development Team with the organization of the last project courses. The planning advisor will be on board for six months. The advisors' main focus will be on the transition of the training unit from INAP to MOE, the final reports on the needs assessment and training process development, and the organization of the project's final outcome evaluation.

Implementation Team - The team will be moved to the MOE as soon as possible in 1983, marking the beginning of the transition. The principal advisor, the planning specialist, the administrative director, the bilingual secretary, and the driver will move. The project coordinator (DDA) will join the implementation team on a full time basis at that time.

Procurement - Except for the purchase of expendable supplies, no other purchases are contemplated for this period.

Organization of MOE Training Unit - Beginning in early 1983, MOE will make available the necessary technical, administrative, and support personnel for its training unit. It is expected that at least six members of the staff development unit will be assigned to this unit on a permanent basis. Project experiences will be important in determining the size, specific functions, and tasks of the unit.

Adjustments to the Implementation Plan - In early January the principal advisor will prepare a detailed plan of operations which will be submitted to the Implementation Committee for study and approval.

VI. EVALUATION PLAN

At the end of each year the principal advisor in cooperation with the implementation committee will prepare an internal evaluation report on the project for presentation to the government of Guatemala and USAID. The annual evaluation will focus on the current project situation, mention progress in relation to design, prospects of achieving the purpose and goal with a consideration of major problems encountered to dated.

The annual evaluation will review project inputs with an examination of problems related to technical assistance, the purchasing of commodities, the conducting of the training needs assessment, the timeliness and quality of training, etc. Specifically, the evaluation will measure actual progress against projected output targets in the project design and implementation plan. The evaluation will also identify and discuss major changes in project setting with reference to GOG priorities impacting on the project.

An equally important second element of the evaluation strategy will be on emphasis on continuous self-evaluation by all collaborating institutions. An assumption of the project is that evaluation is an ongoing, formative process which provides timely and relevant data for decision-making. Thus an emphasis will be placed on the establishment of each work year, including intermediate outputs, levels of effort, time-horizons and concrete indicators of achievement as the primary mechanism facilitating this self-evaluation.

The project budget includes funding for an external evaluation to be conducted by an independent contracted team at the end of the project. In addition to a thorough evaluation of project activities, the final external review will offer recommendations for subsequent actions by the Ministry of Education and USAID/Guatemala concerning needed actions for consolidating projects gains.

VII. SPECIAL CONDITIONS

A. BUDGETING

The USAID and MOE project budgets shown in this paper will become a part of the project agreement. In July of each year, DDA and the Project Implementation Committee will submit a project support budget to USIPE which in turn will submit it to the Ministry of Finance. The GOG institutions present their budgets in July of each year for funding in January of the following year. The project support budget for 1981 has already been submitted to the Ministry of Finance.

B. PROCUREMENT

Since the project involves modest procurement (one vehicle and some teaching/demonstration equipment) USAID will act as a procurement agent. It is anticipated that all procurement will be done from U.S. sources through PIO/Cs. Expendable materials will be purchased locally by DDA which will submit quotations and purchase orders to USAID for approval. USAID will make funds available for local purchases upon presentation of the required documentation.

C. CONDITIONS PRECEDENT

1. Conditions to Initial Disbursement (First and Second Project Agreements):

- Presentation (in form and substance acceptable to USAID) of evidence that the GOG has approved the project support budget for 1981.

2. Conditions to Disbursement Under Third Project Agreement:

- Evidence (in form and substance acceptable to USAID) that project support budget has been presented, and approved (according to timing of GOG budget cycles).

3. Conditions to Disbursement Under Fourth Project Agreement:

- Presentation (in form and substance acceptable to USAID) of staffing and support plan for staff development unit.

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PROJECT SUMMARY

PROJECT SUMMARY	QUALITATIVE/QUANTITATIVE INDICATOR	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Objectives:</p> <p>The purpose of this project is to conduct a study on the utilization of the human resources of the Ministry of Education in order to determine the extent of the utilization of the human resources in the Ministry of Education.</p>	<p>1. A study of the utilization of the human resources of the Ministry of Education.</p> <p>2. A study of the utilization of the human resources of the Ministry of Education.</p> <p>3. A study of the utilization of the human resources of the Ministry of Education.</p>	<p>1. MCE Annual Statistical Report 1967</p> <p>2. MCE Annual Statistical Report 1967</p> <p>3. MCE Annual Statistical Report 1967</p> <p>4. Year 1967 Final Report</p> <p>5. Statistical Education Project Reports</p> <p>6. Project Progress Reports and Final Evaluation</p> <p>7. Ministry of Education Project Reports</p> <p>8. ILO studies.</p>	<p>1. The level of utilization and maintenance of human resources in the Ministry of Education will be determined.</p> <p>2. The human resources of the Ministry of Education will be determined.</p>

PROJECT OBJECTIVES	QUALITATIVE/QUANTITATIVE INDICATOR	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Objectives:</p> <p>The purpose of this project is to conduct a study on the utilization of the human resources of the Ministry of Education in order to determine the extent of the utilization of the human resources in the Ministry of Education.</p>	<p>1. A study of the utilization of the human resources of the Ministry of Education.</p> <p>2. A study of the utilization of the human resources of the Ministry of Education.</p> <p>3. A study of the utilization of the human resources of the Ministry of Education.</p>	<p>1. Project records</p> <p>2. USAID records</p> <p>3. IMAF records</p> <p>4. USIPE records</p> <p>5. Project evaluations, audit</p> <p>6. Special observations by ILO</p> <p>7. End of project equipment utilization report</p>	<p>1. Financial and physical resources needed to carry out project will be made available as planned.</p> <p>2. MCE/USIPE participants will participate effectively in the training and follow-up activities.</p> <p>3. Least assessment and training will be adequate to meet competency needs of MCE/USIPE personnel.</p> <p>4. Interdisciplinary cooperation and support needed to carry out project will be available.</p> <p>5. Trained personnel will be available to their normal positions of responsibility in the Ministry of Education.</p>

PROJECT OBJECTIVES	QUALITATIVE/QUANTITATIVE INDICATOR	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Objectives:</p> <p>The purpose of this project is to conduct a study on the utilization of the human resources of the Ministry of Education in order to determine the extent of the utilization of the human resources in the Ministry of Education.</p>	<p>1. A study of the utilization of the human resources of the Ministry of Education.</p> <p>2. A study of the utilization of the human resources of the Ministry of Education.</p> <p>3. A study of the utilization of the human resources of the Ministry of Education.</p>	<p>1. CGO/USIPE records</p> <p>2. USAID records</p> <p>3. Project records</p> <p>4. USIPE records</p> <p>5. USA records</p> <p>6. USAID records</p> <p>7. Project evaluations/audit</p> <p>8. End of project equipment utilization report</p>	<p>1. Adequate financial resources will be available.</p> <p>2. Adequate personnel, facilities and quality participants will be available.</p> <p>3. Personnel will participate effectively in the training and follow-up activities.</p> <p>4. IMAF can implement training courses as planned.</p> <p>5. Technical assistance services will be available for project conduct.</p>

PROJECT OBJECTIVES	QUALITATIVE/QUANTITATIVE INDICATOR	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Objectives:</p> <p>The purpose of this project is to conduct a study on the utilization of the human resources of the Ministry of Education in order to determine the extent of the utilization of the human resources in the Ministry of Education.</p>	<p>1. A study of the utilization of the human resources of the Ministry of Education.</p> <p>2. A study of the utilization of the human resources of the Ministry of Education.</p> <p>3. A study of the utilization of the human resources of the Ministry of Education.</p>	<p>1. USAID records</p> <p>2. Project records</p> <p>3. CGO records</p> <p>4. USIPE records</p> <p>5. USA records</p> <p>6. USAID records</p>	<p>1. MCE and USIPE participants are available on a timely basis (schedule and duration).</p> <p>2. Advisors available on a timely basis.</p> <p>3. CGO and USAID funds are available on a timely basis.</p> <p>4. Level of funding is adequate to provide input in the magnitude required.</p>

PROJECT OBJECTIVES	QUALITATIVE/QUANTITATIVE INDICATOR	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
<p>Project Objectives:</p> <p>The purpose of this project is to conduct a study on the utilization of the human resources of the Ministry of Education in order to determine the extent of the utilization of the human resources in the Ministry of Education.</p>	<p>1. A study of the utilization of the human resources of the Ministry of Education.</p> <p>2. A study of the utilization of the human resources of the Ministry of Education.</p> <p>3. A study of the utilization of the human resources of the Ministry of Education.</p>	<p>1. USAID records</p> <p>2. Project records</p> <p>3. CGO records</p> <p>4. USIPE records</p> <p>5. USA records</p> <p>6. USAID records</p>	<p>1. MCE and USIPE participants are available on a timely basis (schedule and duration).</p> <p>2. Advisors available on a timely basis.</p> <p>3. CGO and USAID funds are available on a timely basis.</p> <p>4. Level of funding is adequate to provide input in the magnitude required.</p>
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5C(1) - COUNTRY CHECK

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

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

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 a consistent pattern of gross violations of internationally recognized human rights?

Project will benefit the 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 United States unlawfully?

Guatemala does take adequate steps to prevent narcotics traffic.

3. 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

4. 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.

5. 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

1.

6. FAA Sec. 620(a), 620(f); FY 79 App. Act, Sec. 108, 114 and 606. Is recipient country a Communist country? Will assistance be provided to the Socialist Republic of Vietnam, Cambodia, Laos, Cuba, Uganda, Mozambique, or Angola? No

7. 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

8. 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

9. FAA Sec. 620(l). If the country has failed to institute the investment guaranty program for the specific risks of expropriation, convertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason? N/A

10. FAA Sec. 620(o); Fishermen's Protective Act of 1967, as amended, Sec. 5. If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters: N/A

a. has any deduction required by the Fishermen's Protective Act been made?

b. has complete denial of assistance been considered by AID Administrator?

11. FAA Sec. 620; FY 79 App. Act, Sec. 603. (a) Is the government of the recipient country in default for more than 6 months 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? No

12. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget which is for military expenditures, the amount of foreign exchange spent on military equipment and the N/A

A-12.

amount spent for the purchase of sophisticated weapons systems? (An affirmative answer may refer to the record of the annual "Taking Into Consideration" memo: "Yes, as reported in annual report on implementation of Sec. 620(s)." This report is prepared at time of approval by the Administrator of the Operational Year Budget and can be the basis for an affirmative answer during the fiscal year unless significant change in circumstances occur.)

13. 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

14. 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

15. FAA Sec. 620A, FY 79 App. Act, Sec. 607. Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism? No

16. 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

17. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it detonated a nuclear device after August 3, 1977, although not a "nuclear-weapon State" under the nonproliferation treaty? No

I. FUNDING CRITERIA FOR COUNTRY ELIGIBILITY

1. Development Assistance Country Criteria

a. FAA Sec. 102(b)(4). Have criteria been established and taken into account to assess commitment progress of country in effectively involving the poor in development, on such indexes as: (1) increase in agricultural productivity through small-farm labor intensive agriculture, (2) reduced infant mortality, (3) control of population growth, (4) equality of income distribution, (5) reduction of unemployment, and (6) increased literacy?

Analysis has been performed by Mission and taken into account in its planning.

B.1.

b. FAA Sec. 104(d)(1). If appropriate, is this development (including Sahel) activity designed to build motivation for smaller families through modification of economic and social conditions supportive of the desire for large families in programs such as education in and out of school, nutrition, disease control, maternal and child health services, agricultural production, rural development, and assistance to urban poor?

Yes, this project is expected to modify conditions supportive of large families by improving educational services available to the rural poor and thereby, improving future prospects of the family

2. Economic Support Fund Country Criteria

N/A

a. FAA Sec. 502B. Has the country engaged in a consistent pattern of gross violations of internationally recognized human rights?

b. FAA Sec. 533(b). Will assistance under the Southern Africa program be provided to Mozambique, Angola, Tanzania, or Zambia? If so, has President determined (and reported to the Congress) that such assistance will further U.S. foreign policy interests?

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

d. FY 79 App. Act, Sec. 113. Will assistance be provided for the purpose of aiding directly the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights?

e. FAA Sec. 620B. Will security supporting assistance be furnished to Argentina after September 30, 1978?

5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable generally to projects with FAA funds and project criteria applicable to individual fund sources: Development Assistance (with a subcategory for criteria applicable only to loans); and Economic Support Fund..

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE?
HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PRODUCT?

A. GENERAL CRITERIA FOR PROJECT

1. FY 79 App. Act Unnumbered; FAA Sec. 653 (b); Sec. 634A. (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)?
(a) Included in Congressional Presentation.
(b) Yes.
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); FY 79 App. Act Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per the Principles and Standards for Planning Water and Related Land Resources dated October 25, 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 and Regional Assistant Administrator taken into consideration the country's capability effectively to maintain and utilize the project?
N/A
6. FAA Sec. 209. 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.
No; the project addresses country-specific manifestations of a problem with country-specific solutions.

A.

7. FAA Sec. 601(a). 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 will be indirectly supported by procurement of U.S. goods and services.

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 of the country and, if so, what arrangements have been made for its release?

No.

11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

Yes

12. FY 79 App. Act Sec. 608. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar, or competing commodity?

N/A

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(b); 111; 113; 291a. Extent to which activity will (a) effectively involve the poor in development, by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained

The project will insure wide participation of the poor in the benefits of development by improving the delivery of educational services at the local level.

8.1.a.

basis, using the appropriate U.S. institutions; (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; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries?

b. FAA Sec. 103, 103A, 104, 105, 106, 107.

Is assistance being made available: (include only applicable paragraph 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;

N/A

(2) [104] for population planning under sec. 104(b) or health under sec. 104(c); if so, extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research.

N/A

(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;

The focus of this project will be on establishment of a capability within the MOE to assess and improve its available human resources in order to deliver more relevant and effective services to the rural population

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

N/A

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

(ii) to help alleviate energy problems;

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

(iv) reconstruction after natural or manmade disaster;

B.1.b.(4).

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

(vi) 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.

c. [107] Is appropriate effort placed on use of appropriate technology?

d. FAA Sec. 110(a). Will the recipient country 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)?

e. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to the Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"?

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 civil education and training in skills required for effective participation in governmental and political processes essential to self-government.

g. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase or productive capacities and self-sustaining economic growth?

2. Development Assistance Project Criteria (Loans Only)

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan, including reasonableness of repayment prospects.

b. 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?

Yes. Particular effort is being made to insure the appropriateness of the technology employed in the development of educational programs

The recipient country will provide more than 25% of project costs.

Project does not involve capital assistance.

The project recognizes education improvement as a basic need of the people; will focus on institutional development of the Ministry of Education units charged with supervising and coordinating rural education programs.

The activity gives reasonable promise of increasing the productive capacities of the population by improving the education of the population.

The recipient country has an excellent debt repayment record.

N/A

3. Project Criteria Solely for Economic Support Fund N/A
- a. FAA Sec. 531(a). Will this assistance support promote economic or political stability? To the extent possible, does it reflect the policy directions of section 102? Yes
- b. FAA Sec. 533. Will assistance under this chapter be used for military, or paramilitary activities? No

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 educational administration will be implemented within Guatemala's existing educational structure, and it will use existing sector resources, including permanent classrooms already available. 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. The Mission finds that this project complies with the exceptions noted above, and also, the project will not have a negative effect on the human environment. On this basis the Mission recommends a Negative Determination with respect to the environmental impact of the project.

INITIAL ENVIRONMENTAL EXAMINATION

<u>PROJECT LOCATION:</u>	Guatemala
<u>PROJECT TITLE:</u>	Education Administration
<u>FUNDING:</u>	\$915,000 (GRANT)
<u>LIFE OF PROJECT</u>	4 years
<u>IEE PREPARED BY:</u>	Carlos Crowe Mission Engineer

RECOMMENDED THRESHOLD DECISION:

Negative Determination

MISSION DIRECTOR'S CONCURRENCE

Eliseo Carrasco, Director

Date



MINISTERIO DE
EDUCACION

GUATEMALA, C. A.

PALACIO NACIONAL

ANNEX D
Page 1 of 2
2234

Op. No.
REF.

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

7 de agosto de 1980.

Señor Director
Agencia para el Desarrollo Internacional
en Guatemala
Eliseo Carrasco
Embajada de los Estados Unidos
Guatemala.

Señor Director:

En relación al Programa de Mejoramiento de la Administración de la Educación, por este medio me permito solicitar la participación de esa Agencia en dicho Programa por medio de una donación por la cantidad de \$915,000. Estos fondos ayudarán a financiar asistencia técnica, costos de desarrollo de personal, así como la compra de algunos bienes y servicios por medio de lo cual se apoyará el mejoramiento de los sistemas de desarrollo administrativo, desarrollo de personal, desarrollo curricular, investigación, evaluación y planeamiento del Ministerio de Educación. Estimamos que el programa será de mucha ayuda para afianzar los cambios administrativos que este Ministerio está implementando.

El proyecto será coordinado por USIPE y apoyado en su administración por un comité que incluya representantes de la División de Desarrollo Administrativo/USIPE, Instituto Nacional de Administración Pública, Departamento de Educación/Secretaría General del Consejo Nacional de Planificación Económica, Comisión de Asistencia Técnica y Financiera del Ministerio de Educación, y AID/Guatemala.

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.

HONOR. RESPETO. HONRADEZ. TRABAJO



MINISTERIO DE
EDUCACION

GUATEMALA, C. A.

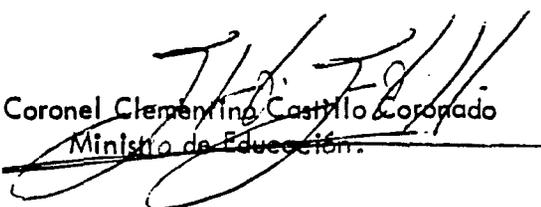
PALACIO NACIO

Of. No.
REF.

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

..2./

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


Coronel Clementino Castillo Coronado
Ministro de Educación.

mlhv.-80.-

HONOR, RESPETO, HONRADEZ, TRABAJO

PROJECT AUTHORIZATION AND REQUEST FOR ALLOTMENT OF FUNDS

Name of Country/Entity: Guatemala

Name of Project: Educational Administration

Number of Project: 520-0259

Pursuant to Section 105 of the Foreign Assistance Act of 1961, as amended, I hereby authorize a \$915,000 Grant to Guatemala the "Cooperating Country" of not to exceed two hundred thousand United States Dollars (\$200,000) 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 technical, administrative, and planning capabilities of key Ministry of Education and Economic Planning Council personnel in order to improve education sector personnel capacity to design and carry out rural education programs. I approve the total level of A.I.D. appropriate funding planned for this project of not to exceed nine hundred fifteen thousand dls. (\$915,000) Grant including the funding authorized above, during the period FY 1980 through FY 83.

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

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 Central American countries except as A.I.D. may otherwise agree in writing.

b. Prior to initial disbursement (first and second Project Agreements) or the issuance of any commitment

documents under the Project Agreement, the Grantee shall furnish in form and substance satisfactory to USAID:

(1) Presentation of evidence that the GOG has approved the project support budget for 1981.

c. Prior to disbursement under third Project Agreement, the Grantee shall furnish in form and evidence acceptable to USAID:

(1) Presentation of evidence that project support budget has been presented and approved (according to timing of GOG budget cycles)

d. Prior to disbursement under fourth Project Agreement, the Grantee shall furnish in form and substance satisfactory to USAID:

(1) Presentation of staffing and support plan for staff development unit.

Signature _____

Jack Vaughn

AA/LAC
Office Symbol

ANNEX F
PROJECT COMMITTEE

USAID:

Frank L. Fairchild Jr.	Education Officer
Gilberto E. Mendez	Education Advisor
Richard McLaughlin	A/Program Officer
Thomas Stukel	A/Deputy Mission Director
Donald Masters	A/Capitol Development Officer
Thomas Totino	Budget & Fiscal Officer
Ramiro Eduardo	Financial Analyst (ROCAP)

GOG:

Lilian Beatriz de Casali	CNPE
Miriam Castañeda	CNPE
Telma Lopez	INAP
Daniel Bonilla	USIPE
Victor Agreda	MOE

Consultants:

Earl Jones
Wendall Shaeffer

PRELIMINARY COURSE OUTLINE

A. Educational Administration and Supervision

Prior Preparation

Experience in the direction and supervision of educational programs

Suggested Participants

Division heads of the National Economic Planning Council and the Ministry of Education, including the principal directors of the system of supervision and the supervisors. Also included should be representatives from the central offices of formal primary education, rural social education, non-formal education, general supervision, curriculum planning from the Office of Educational Programming, plus representatives of the various levels: region, department, and district.

Length of Time and Teaching Strategies

Group A. This course will provide the opportunity to integrate theory and practice in the field of educational administration. The program consists of a series of modules, each with a specific theme. Each module has both a theoretical and a practical part. Some modules provide the opportunity for each participant to undertake a project involving a combination of one or more theories to solve a directly work-related problem. Theory: 40 hours; Practice: 40 hours.

Group B. For technical supervisors and others who carry out instructional leadership functions, the course will concentrate on the provision of instructional support to professors in order to up-date their technical capabilities and improve their instructional programs in the various curricular specialties. For purposes of theoretical instruction, the group may be kept intact, but for the practical phase of instruction the group should be divided into subgroups of five to seven persons, each comprising persons of different supervisory levels if possible. Each subgroup, working as a team, should produce: (1) an efficient plan for information flow downward and upward within their organization, including key points for horizontal informational interchange, and (2) an in-service training program devoted to a particular curricular subject matter area or a special instructional methodology, including the necessary tactics to obtain permission to carry out the program, to select the site, to make other necessary arrangements, and to prepare the supervisors to put on the program for the professors.

Course Content

Group A

Module 1. The Dynamic Role of Management and Leadership

- a. Who are administrators and what are the management functions they perform?

Module 1 (cont.)

- b. The tasks of problem analysis, evaluation of alternatives, and making decisions.
- c. The planning of work, organization of work, assignment of responsibility, coordination, follow-up, inspection, and control. Evaluation of results.
- d. Motivation and inspiration of subordinates, associates, and occasionally of superiors.

This module should be conducted through the use of questionnaires which the participants should fill out at the beginning so that the answers may be used as the basis of discussion. Other aspects of instruction should involve case studies (with the cases prepared in advance and drawn from experience in the Ministry of Education) and brainstorming sessions designed to provide a better understanding of the managerial role.

Module II. The Bureaucratic Environment in Education

- a. Hierarchy, division of labor, specialization, criteria employed to structure organizations, especially ministries of education. The distinction between line and staff functions, auxiliary services, functional supervision, the purpose of files and the problems of excessive paperwork.
- b. Natural tensions within organizations
 - 1) between line and staff officials
 - 2) between centralization and decentralization. The use of regionalization to resolve the conflict.
 - 3) between formal and informal organization. The relationship between these two realities.
 - 4) between generalists and specialists.
- c. Organizational pathologies (with emphasis upon those encountered in educational structures)
 - 1) rigidity and lack of flexibility.
 - 2) tendencies toward disorderly expansion.
 - 3) resistance to change.
- d. Special problems of educational organizations
 - 1) adjustment to demographic change.
 - 2) motivation of students, particularly those from cultural minorities.
 - 3) maintenance of curricular relevance in the face of rapidly changing technology
 - 4) motivating and maximizing the potential of a vast number of teachers throughout a very diverse physical environment.

Module II (cont.)

The instruction methods in this module should include: lectures, case studies, group discussion, presentation of problems by the participants and the working out of solutions in study groups or teams.

Module III. Change and Innovation

- a. The nature and inevitability of change.
 - 1) technological change.
 - 2) demographic change.
 - 3) changes in power relationships.
 - 4) organizational change.

- b. Theoretical concepts concerning organizational change.
 - 1) systems concepts.
 - 2) interaction between the system and its environment.
 - 3) feedback and adaptation.
 - 4) usefulness of systems concepts in change situations.

- c. Planning change within the organizational environment
 - 1) exercise in common errors which create anxiety and fear of change (case studies and role playing).
 - 2) how to overcome resistance to change.
 - a) adequate planning with wide participation.
 - b) cooptation and the mobilization of participation among the opponents.
 - c) understanding the importance of recognizing and utilizing opportune moments.

Virtually all of section (c) should be carried out with case studies, role playing, and organized participation of the members of the course.

Module IV. Organizational Development as an Instrument for Planning Change and Maximizing Participation

- a. New forms of participation.
- b. The theory of Organizational Development (OD).
- c. The dynamics of task forces and the basis for organizing them.
- d. The indispensability of an outside consultant.
- e. Necessary conditions for success and results to be expected.
- f. Exercise in OD to plan improvements in the accomplishments

Module IV (cont.)

of specific programs.

- (1) methods of measuring results.
- (2) progress indicators.

Module V. Human Relations Within Organizations

- a. Human values and their importance in modern organizations.
- b. Maslow's hierarchy of needs as a basis for determining the factors that motivate people.
- c. Herzberg's ideas on the same subject.
- d. McGregor's concepts of participation as motivator.
- e. Realization of individual potential within groups and within complex organizations.

This module should be taught with maximum use of discussion and participant involvement and minimum use of lectures.

Instructor Qualifications

It is absolutely essential that the instructor is fluent in Spanish and conducts the course in that language, that he has wide knowledge and experience in educational administration, preferably in Latin America, and that he has knowledge, both theoretical and practical, as well as experience in organizational development.

Course Content

Group B

Module I. The Dynamic Role of Management and Leadership

This module should be presented in the same manner and with the same content as for Group A.

Module II. The Bureaucratic Environment in Education

In this module, the same themes are dealt with as for Group A. However, special emphasis will be given to the concepts and problems of technical and functional supervision in preparation for Module VI.

Module III. Stimulation of Innovation

- a. The search for innovation at all levels, including that of the teachers.
- b. Factors which inhibit innovation:
 - (1) autocratic style of management and supervision.
 - (2) the traditional concept that everything must be done "in accordance with established standards."
 - (3) excessive regulations.
 - (4) lack of respect for subordinates by higher officials.
- c. Ways of stimulating innovation.
 - (1) change in the bureaucratic climate.
 - (2) Organizational Development (OD).
 - (3) prizes and other benefits.
 - (4) strong support from top officials.
 - (5) participation in decision making.
- d. Better system of communication.
 - (1) interchange of new ideas.
 - (2) reports on innovations and their accomplishments, including recognition for the innovators.
 - (3) use of internal ministry publications to support innovative concepts and ideas.

This module will include a series of exercises by means of which each participant will attempt to develop new ideas for his/her own work. Also included will be role playing exercises designed to bring out existing attitudes and practices and demonstrate the need for change.

Module IV. Planning Change in Teaching Methods

- a. Analysis of present methods and identification of existing deficiencies.
- b. Selection of desired change goals or objectives.
 - (1) identification of possible alternatives.
 - (2) determination of best alternative that is feasible.
- c. Selection of means to achieve the desired objective.
 - (1) evaluation of alternative means, including most likely outcomes of each alternative considered.
 - (2) determination of best means.
- d. Determination of implementation strategy.
 - (1) identification of physical and financial obstacles.
 - (2) identification of opponents and the nature of their opposition.
 - (3) development of strategies to overcome the problems.
 - (a) location of new resources.
 - (b) reallocation of existing resources.
 - (c) cooptation of opponents.
 - (d) persuasion.
 - (e) confrontation.
 - (4) use of Organizational Development as an important step in achieving change.
 - (5) design of a system for evaluating results.

This module should make use of task forces for each of the various steps to be carried out. It should be a completely practical module with a minimum of lectures or formal presentations.

Module V. Implementation of Change

- a. Preparation of directives and necessary instructions and procedures to put change plans into operation.
- b. Use of demonstrations, creation of model program, or experimental implementation in key locations.
- c. Special training for those involved in implementation.
- d. Setting the time and process for putting the change into effect.
- e. Coordination and follow-up of the activities undertaken.
- f. Evaluation and adjustment as the result of feedback.

Module V (cont.)

This module also should emphasize the use of task forces and practical exercises carried out by the participants.

Module VI

Instructional Leadership

- a. Origin of the concept of technical or functional supervision and its application to industrial organization by Frederick W. Taylor
 - (1) development of specialized technologies within single work units, technologies beyond the capacity or need for a line supervisor to master.
 - (2) replication of such work units in scattered locations or geographic areas, as is the case precisely in large school systems.
 - (3) creation of special supervisory staff for each of the specialties.
- b. Organization of a technical office at the center to provide services to the system in a variety of specialties.
 - (1) resource center includes library, materials collection, media equipment, and other resources for updating instructional content and methodology in various specialties.
 - (2) regular system for carrying new ideas and methods to the teachers in the field, including regular field visitation, organization of refresher courses, and conduct of short courses on new concepts.
 - (3) research services and response to demands from the field.
- c. Supervision as an outdated concept
 - (1) instructional leadership provides technical and instructional support to teachers in their schools.
 - (2) visits to the classroom are not to be viewed or conducted as inspections but as a collaborative effort to solve problems, improve instructional methods, and provide new information to teachers. They are also a means of feedback from teachers to the support center and to higher administration.
- d. Special task assigned to participants.
 - (1) design a program of assistance in a specific subject matter field or instructional methodology.
 - (2) presentation of the program to a single teacher and to a group of teachers in a role playing situation.
 - (3) critique of the manner in which the presentation was made.

B. Curriculum and Materials Design/Development

Prior Preparation

Experience in the implementation of educational programs.

Suggested Participants

Division heads of the National Economic Planning Council and the Ministry of Education, including the principal directors of the system of supervision and the supervisors. Also included should be representatives from the central offices of formal primary education, rural social education, non-formal education, general supervision, curriculum planning, plus appropriate staff members from the Subsector of Culture.

Teaching Strategies

Group A. The Multiplier Team, curriculum specialists, and supervisors or other persons who perform direct functions with the design of curriculum, the accompanying materials, or implementation, including both the Education and Culture subsectors, and the National Planning Council.

Group B. Heads of offices and technicians who advise them on the design, materials development, and/or implementation from any offices within the several government entities participating in this training.

Course Content

Group A.

Module 1: Definition and philosophy of curricula. Theory and implementation of scope and sequence in curriculum. Orientation to the conduct of educational assessments as applicable to curriculum design and especially to the difficulty levels of teaching materials.

Module 2: Examination of the variables to be considered in curriculum design: Student (age, sex, grades/number of students, attendance patterns, linguistic variables, cultural variables, socioeconomic variables, attitudes toward school and authority, retention, dropouts, affective needs, cognitive needs; Teachers (teacher-student ratios, age, sex, teaching experience, preparation in subjects to be taught, preparation in subjects that enable better understanding of the children and the environment from which they come), and national education goals.

Module 3: Selection of curriculum strategies: arrangement of curriculum (single subject, integrated, interdisciplinary); hierarchy of content presentations (scope and sequence); selection of learning experiences; methods and techniques for curriculum implementation.

Module 4: Inputs to curriculum: teacher growth model based on experimentation, teacher as participant/policy maker, teacher as curriculum writer/reviewer, pre and in-service teacher training considerations; preparation of teacher guides.

Module 5: Technical assistance in the implementation of curricula: development of clearly defined procedures for supervision; assistance from

instructional leaders in reviewing/ revising curriculum and implementation materials, assisting teachers in making better implementation decisions, feedback systems that include teachers, community, and when appropriate, older pupils; evaluation of curriculum through defined procedures, system for review/revision, formative and summative evaluations in curriculum design and implementation. Theory 40 hours; practice 40 hours.

Group B.

Module 1: Definition and philosophy of curricula. Orientation to scope and sequence in curriculum. Brief orientation to educational assessment input to curriculum.

Module 2: Orientation to the variables to be considered in curriculum design (as listed in Group A, Module 2) with emphasis on the information and research data needed as inputs to the design of curriculum. Rationale for curricular designs developed to meet national goals.

Module 3: Review of different curriculum strategies: arrangement of curriculum content and the impact on implementation; criteria for the selection of strategies, learning experiences, methods and techniques.

Module 4: Importance of teacher input to curriculum and strategies for incorporating it; the role of the subject matter, curriculum design, and materials development specialists in the curriculum process; supervision and technical assistance in the review/revision of curriculum.

Module 5: The role of technical assistance in the implementation of curriculum, the separation of administration from technical assistance, procedures for administration and assistance, and community/older pupil inputs to curriculum; formative and summative evaluations of curriculum and procedures for internal and external inputs; pupil achievement, retention, promotion, and dropout information as inputs to the evaluation of curriculum and curricular materials. Duration: 50 hours.

C. Research and Evaluation

Prior Preparation

Group A: Research/evaluation responsibilities in their work; mathematics through algebra; experience in education.

Group B: The need to manage and/or utilize research/evaluation; experience in education.

Suggested Participants

Group A: Multiplier Training Team and others with direct research/evaluation responsibilities.

Group B: Heads of divisions/units/programs and technicians who advise them on research/evaluation including representatives from formal education, rural social education, non-formal education, general supervision, special councils, and from the subsector of culture.

Teaching Strategies and Course Content

Group A:

Cycle I: This cycle is intended to lay the principles of research and evaluation and sufficient skills for accomplishing them. Each phase of theory is to be accompanied by the preparation of the appropriate steps toward a research/evaluation effort. The practical work may be done by individuals or in small groups. Theory: 60 hours; practice: 20 hours.

Module 1: Principles of research; literature reviews; definition of the variables; research problem; specification of the research; formative and summative techniques; process and contextual conditions; the effects of research/evaluation on programs; unexpected results.

Module 2: Questionnaires and opinionnaires; psychometric properties of standardized instrumentation; specifically designed instruments to meet local needs; observation techniques; field testing, assessing, and revising instruments; design aspects to facilitate data analysis (manual and computer).

Module 3: Specification of study universe; delineation by important characteristics; random, stratified random, and purposive sampling techniques; comparisons

over time or by control groups; preparation of identification section in instruments to provide for control variables/sample characteristics.

Module 4: Data collection techniques; establishing controls for assuring collection; collection assignments and schedules; data reviews and storage.

Module 5: Manual and introduction to computer analysis methods; minimal statistical calculations including frequency distribution and central tendency; examinations by important characteristics; graphic and tabular presentations.

Module 6: Interpretation of findings; recommendations from findings and research/evaluation processes; policy issues determination; report writing.

Cycle II: This cycle is designed to impart greater depth to the study of research and evaluation methods and to add important dimensions to the participants' ability to plan, conduct, analyze, and interpret major studies. The Cycle I introduction to statistics is considerably broadened and deepened. The practice may include an expansion of the project developed in Cycle I or a new, larger research/evaluation project. Theory: 50 hours; practice: 30 hours.

Module 1: Principles of annual and longitudinal studies; conceptualization of variables; design procedures; design presentations.

Module 2: Instrumentation for cognitive, affective, and behavioral variables; scaling techniques; the measurement of satisfaction; projection techniques; obtrusive and unobtrusive observation methods and instrumentation; interview techniques; other data collection strategies.

Module 3: Manual data management techniques; preparation for computer analysis formats; data storage and retrieval.

Module 4: Statistical calculations including determination of variability of the data, correlation, fundamentals of regression analysis, analysis of variance, and tests for significance.

Module 5: Interpretation of findings; cause and effect relationships; recommendations from the findings and the research processes; policy issues; implications for

planning educational programs.

Group B:

This course is one cycle only and is designed to give an orientation to research/evaluation and enough basic knowledge to help administer studies and plan within their jurisdiction. Theory: 40 hours; practice: 10 hours.

Module 1: Principles of educational studies with emphasis on basic data needs for planning; principles and design features of formative and summative evaluations; review of studies of education in Guatemala - what is known and what data are needed; effects of studies/evaluations on programs; unexpected results.

Module 2: Definition of a research/evaluation problem; specification of the variables; primary and secondary data sources; confidence in data.

Module 3: Instruments available and needed; introduction to psychometric properties of instruments; designing, field testing, and revising instruments; questionnaires and opinionnaires; languages and levels of language usage in instruments, interviews, and survey techniques.

Module 4: Utility of different sample sizes; orientation to sampling procedures and probable confidence levels; data storage and management.

Module 5: Introduction to data analysis procedures; the meaning of statistical findings, including significance levels; interpretation of findings; report writing; planning from research findings; reprogramming from findings of studies and formative evaluations.

D. Educational Program Planning

Prior Preparation

Experience in the implementation of educational programs.

Suggested Participants

Group A: Multiplier Training Team and others with direct responsibilities in planning.

Group B: Heads of divisions/units/programs and technicians who advise them from the central offices of both education and culture.

Teaching Strategies and Course Content

Group A:

This course is to be a technical study of planning experimental and demonstration projects, followed by the extension of the procedures to regional and national plans. Theory: 50 hours; practice: 30 hours.

Module 1: Introduction to the planning process; the importance of participatory (administrators, planners, evaluators, teachers, and community members) processes, especially obtaining consensus; project purposes, goals, and objectives in measurable terms; specification of management, teaching, learning, and contextual variables; selection of variables amenable to resolution; planning for the measurement of educational, social, and financial advantages.

Module 2: Principles of experimental, development, and demonstration projects and the functions of each; application of management by objectives to project design; interim measurements and formative interventions with readjustments in the plan, including determination of implementation coincidence with design; identify data needs; determine costs.

Module 3: Reorganize the objectives according to short and long term accomplishments; derive the action steps including when/how to obtain materials, equipment, supplies, personnel; develop the work calendar according to time and effort (i.e., PERT, GANTT); write the plan

in terms understandable to the participants; disseminate and discuss plan with participatory agencies/persons.

Module 4: Implement plan including training, supervision, and instruction; implement interim evaluation procedures (relate action to results, relate cause and effect, identify unexpected results, identify variables that confound the results, relate costs to outcomes); adjust the goals, objectives, and/or procedures; conduct summative evaluation, revise the plan according to the results.

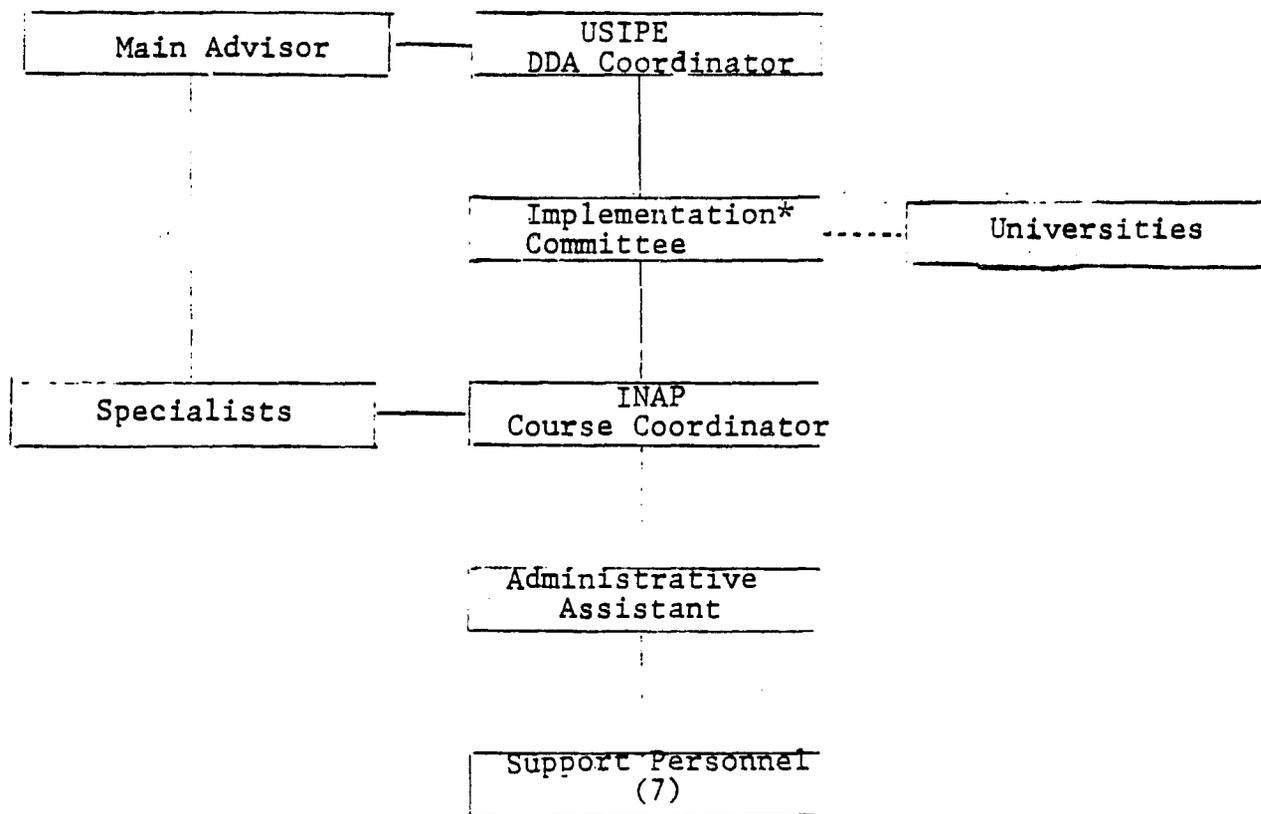
Module 5: The nature and problems of regional and national planning including data needs, deficiencies, specification, difficulties in controlling the action steps; arrangement of plan to assure detection of success/failure by objective, instructional level, geographic area, or other important characteristics; sampling procedures for regional and national plans; special management procedures for regional and national plan implementation.

Group B:

The course for this group is designed for those who administer planning efforts and the implementation of plans. It should cover the same topics as those for Group A but should concentrate on the knowledge elements, how to organize the work force, how to detect deficiencies, and how to manage the adjustments needed - in other words, the techniques of monitoring the planning, implementation, and evaluation. The practical exercises will best be served by the study and discussion of the processes and documents of a project already completed, the the extension to one being planned. Theory: 40 hours; exercises: 10 hours.

ANNEX I

ORGANIZATIONAL STRUCTURE
FOR PROJECT IMPLEMENTATION



*Includes representatives from

CATEFI	2
SG/CNPE	1
USIPE	2
INAP	1
USAID	1

ANNEX J

J-a AID Illustrative Budget

J-b AID Illustrative Budget Narrative

J-c Counterpart Contribution

J-d Counterpart Contribution Narrative

PRESUPUESTO ILUSTRATIVO (Illustrative Budget)

FONDOS DE DONACION AID (AID Grant Funds)

EN MILES DE QUETZALES (In US \$000's)

DESCRIPCION (Description)	Enero-Dic 81 (Jan-Dec 81)		Enero-Dic 82 (Jan-Dec 82)		Enero-Dic 83 (Jan-Dec 83)		TOTAL	
	Persons/ Months	Amount	Persons/ Months	Amount	Persons/ Months	Amount	Persons/ Months	Amount
<u>SERVICIOS PERSONALES (Personal Services)</u>	59	181	54	202	42	142	155	525
A. <u>Asistencia Técnica (Technical Assistance)</u>	25	155	30	184	18	122	73	461
1 Asesor Principal Especialista en Admin/ Supervision (Chief Advisor Specialist in Admin/Su- pervision)	12	69	12	68	12	75	36	212
1 Especialista en Curriculum, Materiales y Evaluación (Specialist in Curriculum, Materials and Evaluation)	6	30	6	30	-	-	12	60
1 Analista Institucional (Inst. Analyst)	7	35	-	-	-	-	7	35
1 Especialista en Planificación (Planning Specialist)	-	-	12	60	6	30	18	90
Recargo Institucional (Overhead)	-	21	-	26	-	17	-	64
B. <u>Personal de Apoyo (Support Personnel)</u>	34	26	24	18	24	20	82	64
2 Analistas Locales (Local Analysts)	12	8	-	-	-	-	12	8
1 Asistente Administrativo 700 por mes (Admin. Assistant 700 per mo.)	11	8	12	9	12	10	35	27
1 Secretaria Bilingue \$400 por mes (Bilingual Secretary \$400 per month)	11	4	12	5	12	6	35	15
Beneficios Sociales 28% (Social Benefits 28%)	-	6	-	4	-	4	-	14

MEJORAMIENTO DE LA ADMINISTRACION DE LA EDUCACION
(Educational Administration Project)
FONDOS DE DONACION AID (AID Grant Funds)
PRESUPUESTO ILUSTRATIVO (Illustrative Budget)
EN MILES DE QUETZALES (In US \$000's)

DESCRIPCION (Description)	Enero-Dic 81 (Jan-Dec 81)		Enero-Dic 82 (Jan-Dec 82)		Enero-Dic 83 (Jan-Dec 83)		TOTAL	
	Meses/Pers. Persons/Mo.	Monto Amount	Meses/Pers. Persons/Mo.	Monto Amount	Meses/Pers. Persons/Mo.	Monto Amount	Meses/Pers. Persons/Mo.	Monto Amount
II. <u>ADIESTRAMIENTO (Training)</u>		6		102		88		196
A. <u>Largo Plazo (Long Term)</u>		-		95		56		151
Programa Nacional de Maestría 18 Profesionales (National Masters Program for 18 Professionals)		-		18		18		36
Becas para Maestría en el Exterior 4 Profesionales (4 Scholarships for Masters Degree)		-		77		38		115
B. <u>Corto Plazo (Short Term)</u>		6		7		32		45
Equipo Multiplicador 18 Profesionales (Multiplier Team 18 Professionals)		4		3		-		7
Jefes de Departamento Unidad o Programa 30 Jefes (Department, Program or Office Chiefs)		2		4		-		6
Supervisores (Supervisors) 70		-		-		26		26
Personal Apoyo Administrativo 80 (Admin. Support Personnel) 80		-		-		6		6

MEJORAMIENTO DE LA ADMINISTRACION DE LA EDUCACION
(Educational Administration Project)
FONDOS DE DONACION AID (AID Grant Funds)
PRESUPUESTO ILUSTRATIVO (Illustrative Budget)
EN MILES DE QUETZALES (In US \$000's)

DESCRIPCION (Description)	Enero-Dic 81 (Jan-Dec 81)		Enero-Dic 82 (Jan-Dec 82)		Enero-Dic 83 (Jan-Dec 83)		TOTAL		
	Meses/Pers.	Monto	Meses/Pers.	Monto	Meses/Pers.	Monto	Meses/Pers.	Monto	
	Persons/Mo.	Amount	Persons/Mo.	Amount	Persons/Mo.	Amount	Persons/Mo.	Amount	
III. EQUIPO, MATERIALES Y OTROS COSTOS (Equipment, Supplies, Materials and Other Costs)		47		38		36		121	
1 Vehículo (Vehicle)		10		-		-		10	
Equipo y Materiales de Demostración (Equipment and Demonstration Sup- plies/Materials)		5		2		3		10	
Materiales de Referencia (Reference Materials)		8		8		4		20	
Gastos Mantenimiento Vehículos (Vehicle Maint. Costs)		4		5		6		15	
Impresión y Reproducción (Printing and Reproduction)		2		3		3		8	
Viáticos (Per Diem)		5		7		8		20	
Servicios No Personales (Non Personal Services)		13		13		12		38	
IV. EVALUACION (Evaluation)		-		-		20		20	
V. IMPREVISTOS (Contingencies)		9		17		27		53	
TOTAL		59	243	54	359	42	313	155	915

AID ILLUSTRATIVE BUDGET NARRATIVE

I. PERSONAL SERVICES

A. Technical Assistance

1. A full-time specialist in Education Administration, Institutional Analysis and Supervision, starting his services on January 1st, 1981. His salary level for the first year is estimated equivalent to an FSR-3/4 and with subsequent annual step increases. The costs were restimated as follows:

<u>Description</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>
Salary Level	3/4	3/5	3/6
Annual Salary	\$40,775	\$42,011	\$43,247
Post Adjustment 10% Dif.	4,078	4,201	4,325
Employer's Contribution			
Retirement Plan 7%	2,854	2,941	3,027
Other Employer's Contrib. (FEHBA, FEGLI-FICA)	1,899	1,925	1,950
Housing Allowance	10,400	10,400	10,400
Education Allowance	3,100	3,100	3,100
Transfer Expenses-Tickets	1,000	2,000	1,500
Transfer Expenses-Personal Effects	5,000	1,000	7,400
Totals	<u>\$69,106</u>	<u>\$67,578</u>	<u>\$74,949</u>
Rounded to Thousands	\$69	\$68	\$75

2. Three other specialists, the first specialist in Curriculum, Materials and Evaluation, a second in materials and evaluation and the third in institutional analysis/personal development. The length of services for each of the first two is estimated for a year, one starting in June 1981 and the other in January 1982, and the third is for seven months in the first project year. The estimated costs for these technicians were calculated in \$5,000 per man/months, that is for a total of \$155,000 for all three technicians. The estimated amount includes all the expenses-salary as well as benefits and moving expenses.

3. Institutional Overhead - The possibility and advantage of introducing the provision of technical assistance services through a University or consulting firm has been contemplated, therefore an item for institutional overhead was included. This amount is estimated at 16% of the total technical assistance cost.

B. Support Personnel

Two short-term analysts beginning in January 1981 for 6 months with a salary of \$650 per month.

A full-time Administrative Assistant beginning in February, 1981, with a starting salary of \$700 per month.

A full-time Bilingual Secretary starting also in February, 1981 with a starting salary of \$400 per month.

A 10% was estimated for the annual salary increases for the support personnel.

Social benefits for the support personnel were estimated at 28% to cover the costs of IGSS 10%, IRTRA .3%, INTECAP 1%, Christmas Bonus represents a 8.33% and a 8.33% reserve for severance payment.

It is estimated that support personnel will be personnel contracted by the institution which provides technical assistance services.

II. TRAINING

A. Long Term

National Masters Program for 18 professionals which will be carried out in a local university, with a duration of 2 years or 20 university months.

The cost is estimated in \$100 per month x 20 months x 18 professionals, that is \$36,000 divided in 2 years.

Scholarships for Foreign Masters Degree - This training is contemplated to be carried out in a U.S. University or that of a third country. The train-

ing cost for obtaining a Masters degree is estimated in \$1,600 per month for 18 months for 4 professionals, that is \$115,200 split into two calendar years; 6 months in 1982 and 12 months in 1983.

B. Short-Term Training

Training of Multipliers

A group of 18 persons will receive training during two periods: the first from September through November and the second from May through July, 1982.

The first course is estimated to last 8 weeks and the second 6 weeks. This training is contemplated to be full time(6 net classroom hours per day). Its estimated costs would be:

	<u>1981</u>	<u>1982</u>
	8 weeks 40 days	6 weeks 30 days
Food Stipend for 18 persons at INAD at \$5.00 per day, \$3.50 for lunch fee and \$1.50 for coffee and snack fee	\$3,600	\$2,700
Other Training Expenses	<u>450</u> <u>\$4,050</u>	<u>300</u> <u>\$3,000</u>

Total for 1981 \$4,000, and \$3,000 for 1982.

Department, Program or Office Chiefs

A group of approximately 30 persons at the executive level will receive training on the following periods:

March/April, 1982	25 days at 2 hrs. daily
Aug/Oct., 1982	25 days at 2 hrs. daily
Feb/April, 1983	20 days at 2 1/1 hrs. daily

<u>1982</u>	<u>1983</u>
Stipends \$3,150	Stipends \$900
Transportation/Per-diem 500	Transportation/Per-diem 500
Other Training Expenses \$5.00 x 60 persons <u>300</u>	Other Training Expenses \$5.00 per person <u>150</u>
<u>\$3,950</u>	<u>\$1,550</u>
Rounded to Thousands \$2,000	

Supervisors

One group of 70 supervisors divided into two teams of 35 each, will receive their training in October-November, 1982 and 1983.

Per diem - 30 days x \$10 per day x 70	\$21,000
Transfer - 6 round trips x 10 x 70	4,200
Other - \$5.00 x 70 x 2 courses	<u>700</u>
	<u>\$25,900</u>
Rounded to Thousands	<u>\$26,000</u>

Administrative Support Personnel

Approximately 80 administrative support personnel will receive training in 1983. The costs for support of these courses are estimated at \$6,000.

III. EQUIPMENT AND MATERIALS

1. Vehicles

The acquisition of a microbus for 12 persons, \$10,000, for the project use to transfer technicians, professors and equipment to and from the courses that will be carried out and to conduct follow-up visits in the rural area is contemplated.

2. Equipment and Demonstration Materials

As part of the program, it is contemplated

the purchase of equipment to carry out the courses and to provide INAD with adequate equipment, besides the existent. Acquisition of the following is contemplated: movie and slide projectors, recording machines, ditto, screens, feedback projectors, etc. Estimated costs by year \$5,000, \$2,000 and \$3,000.

3. Reference Materials

It is estimated of importance the creation of a consultation resource center for the technicians use, the multiplier equipment and of the personnel that will receive training. The requirements are estimated in 50 titles for the five areas, that is 250 titles for five samples which total 1,250 texts at an average cost of \$15 and would be \$18,750. These resources will be acquired according to the needs in the three years of the project. Films, Film strips, and recording related with the administration area in education will be acquired besides the books needed. The estimated cost for this other material is of \$1,250, for a total of \$20,000.

4. Expenses for Maintenance of Vehicles

Insurance, gasoline and maintenance of vehicles are estimated in \$4,000 the first year, \$5,000 for the second and \$6,000 for the third year.

5. Printing and Reproduction

The cost for printing and special reproduction, which cannot be made by INAD, is estimated in \$2,000 for the first year, and \$3,000 for each one of the subsequent years.

6. Perdiem and Travel

The cost of perdiem and travel of the project's personnel attending the courses, workshops, field surveys, etc. will be charged to this line item estimated in \$5,000, \$7,000 and \$8,000.

7. Non-Personal Services

This line item contemplates a series of non-personal costs and not specified previously, for example,

computer expenses, maintenance of equipment and materials, etc. It is estimated in \$13,000 per annum for the first 2 years and \$12,000 for the third year.

IV. CONTINGENCIES

Contingencies were calculated in \$9,000 for the first year, \$17,000 for the second and \$27,000 for the third year.

PRESUPUESTO ILUSTRATIVO (Illustrative Budget)
FONDOS DE CONTRAPARTIDA G DE G (Counterpart Contribution)
EN MILES DE QUETZALES (In U.S. 000's)

DESCRIPCION (Description)	Enero-Dic 81 (Jan-Dec 81)		Enero-Dic 82 (Jan-Dec 82)		Enero-Dic 83 (Jan-Dec 83)		TOTAL		COMBINED TOTAL
	MOE	INAD	MOE	INAD	MOE	INAD	MOE	INAD	
<u>I. PERSONAL SERVICES (Servicios Personales)</u>	<u>10</u>	<u>18</u>	<u>10</u>	<u>23</u>	<u>13</u>	<u>25</u>	<u>33</u>	<u>67</u>	<u>100</u>
1 Coordinator (Coordinador) 50% time at \$800	5	-	5	-	6	-	16	-	16
1 Coordinator (Coordinador) 50% Time at \$800	-	5	-	5	-	6	-	16	16
2 Secretaries (Secretarias) 50% Time at \$350	-	4	-	5	-	6	-	15	15
1 Audiovisual Technician (Técnico en Audiovisual) 50% Time at \$350	-	2	-	3	-	3	-	8	8
1 Driver (Piloto) 100% at \$250	3	-	3	-	4	-	10	-	10
1 Messenger (Mensajero) 100% at \$150	-	2	-	3	-	3	-	8	8
1 Janitor (Conserje) 100% at \$110	-	1	-	2	-	2	-	5	5
Social Benefits 28% (Beneficios Sociales)	2	4	2	5	3	6	7	15	22
<u>II. TRAINING (Adiestramiento)</u>	<u>64</u>	<u>18</u>	<u>108</u>	<u>19</u>	<u>84</u>	<u>23</u>	<u>256</u>	<u>60</u>	<u>316</u>
Teachers (Instructores) 200 Hrs. at \$15	-	-	-	-	-	3	-	3	3
Multiplier Team (Equipo Multiplicador) 18 x \$400 x 21 persons months	50	-	50	-	51	-	151	-	151
4 R.T. Tickets (Pasajes Ida y Vuelta)	-	-	3	-	-	-	3	-	3
Physical Facilities (Instalaciones Físicas)	-	10	-	11	-	12	-	33	33
Furnishings & Equipment (Mobiliario y Equipo)	-	6	-	6	-	6	-	18	18
Supplies & Materials (Mat. y Suminist)	-	2	-	2	-	2	-	6	6
4 Long Term Participants \$650x4x18 m.)	-	-	32	-	15	-	47	-	47
Social Benefits 28%	14	-	23	-	18	-	55	-	55
<u>III. OPERATING EXPENSES (Gastos de Operación)</u>	<u>2</u>	<u>2</u>	<u>3</u>	<u>2</u>	<u>3</u>	<u>2</u>	<u>8</u>	<u>6</u>	<u>14</u>
TOTAL	76	38	121	44	100	51	297	133	430

COUNTERPART CONTRIBUTION - NARRATIVE

Counterpart funding for the project is made up of contributions from agencies participating in the project, which are INAD and MOE.

INAD

INAD is the National Public Administration Institute which is an institution of the Government of Guatemala under the Presidency of the Republic. INAD is the institution which provides training for the technical improvement of executive, administrative, professional, technical, and operational personnel of the Government of Guatemala. INAD will provide the following inputs to the project as counterpart contribution of the GOG: 50% of the time of a coordinator, 50% of the time of 2 secretaries, 1 technician in audiovisual aids, 1 messenger and a janitor plus fringe benefits. In addition INAD will contribute the facilities, the required furniture and equipment since the technical assistance team will be located at INAD and the short term training will be carried out at their facilities.

Estimate INAD's total contribution for the 3 years project is \$133,000.

MOE

The Ministry of Education (MOE) through USIPE, which is the Educational Planning and Research Sectorial Unit of the Ministry of Education, will provide the following inputs to the project as counterpart contribution of the GOG: 50% of the time of a Coordinator for project matters and a full-time driver for the Project's vehicle including fringe benefits. For the training component salary costs of the 18 technicians from the multiplier team who will receive and provide training during 21 persons months and the four professionals who will receive long term training for 18 months.

The total provided by MOE during the 3 years of the project is estimated at \$297,000 in accordance with the detailed budget.

The total Government of Guatemala's direct contribution to the Project as counterpart funds is \$430,000 which represents 36% of the total \$1.2 million Project cost.

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