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NONCAPITAL PROJECT PAPER (PROP)

Country: GUATEMALA Project No. 520-15-690-198.2

Submission Date: July 15, 1970 Original X

Project Title: Educational Development (Higher Education/ Scientific Research & Development)

U.S. Obligation Span: FY 71 through FY 74

Physical Implementation Span: FY 71 through FY 75

Gross life-of-project financial requirements:

U.S. Dollars $1,180,000

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I. Summary Description

There are approximately 16,000 students enrolled in the four Guatemalan Institutions of Higher Education. Nearly 13,000 of these are in the National University, the University of San Carlos; the rest attend the Catholic university, (Universidad Rafaél Landívar) a Protestant university, (Universidad Mariano Gálvez) and a private experimental university growing out of the American School of Guatemala, (Universidad Del Valle). The National University may be characterized as traditional in structure and outlook, with all the inherent problems of inflexibility, inefficient use of resources, inadequate teaching methods and lack of contact with reality. The Catholic University, now with over three thousand students, has provided the first real challenge to the National University, but has also been beset with problems of traditionalism. The Private University, Del Valle, with 300 students has proven to be a dynamic institution within its role as an experimental university. Several high-level administrators, deans, and professors from the National University are also on the Del Valle staff, where they are more free to experiment. Thus programs which have originated at Del Valle have found their way into San Carlos. The other private university, Mariano Gálvez, is a small protestant university, undergoing serious financial and administrative hardships. A related institution of higher learning of considerable importance is the Centro Universitario, a private institution that conducts extra-curricular classes and seminars on current issues, remedial mathematics, language laboraties, art, drama, and writing. It also has a hostel for scholarship students from the outlying regions and sponsors an active social and sports program as well. Students from any of the universities are free to participate. Just beginning is a counselling and guidance program for graduate studies abroad, again open to all students. A sixth institution, a high-quality, limited enrollment university concentrating in the social sciences is due to open in January 1971.

The universities of Guatemala have been submitted to serious pressures in the past few years. Student population, although still only 5% of those of university age, has more than doubled since 1960, and will double again by 1975, especially in light of the recent development programs in primary education (AID) and secondary education (IBRD). In spite of the formation of three new universities within the past six years, the increase in students has placed serious strains on the system. A major building program is planned for all the universities, but funds are not yet available. More serious have been the problems of the archaic academic and administrative systems. With the increasing number of students, and especially the increasing number of middle class students, the universities are under pressure to provide a more efficient educational process and more effective training in terms of national development needs.

The universities have been moving to meet these needs. A projected loan from the Interamerican Development Bank will cover most of the construction needs, if accepted. The Government of Guatemala has agreed to revise the financial base of the National University, and plans for basic university reform have been drawn up. The private universities have been by definition committed to reform, and have carried out a number of new programs. The National University has recently come under the administration of a reform-minded Rector, whose published platform for election included basic reforms needed for more efficient functioning. All of the universities have committed themselves to a greater and more effective role in the social and economic development of Guatemala.

USAID Guatemala wishes to assist the universities of Guatemala to attain their goals of administrative and academic reform and greater participation in national problems. As a result of requests for assistance from the universities, USAID will concentrate its efforts in four major areas:

1. University Administration - for a more efficient utilization of existing resources.

2. Social Sciences Research & Development - To involve university students and faculty members more directly in the study and analysis of problems of social and economic change and development.

3. University extension - To project the university directly into programs of economic and social development especially in the rural areas.

4. Intermediate Level Technological Careers - To prepare mid-level technologists with specialties related to national development.

In carrying out the above programs, USAID will work principally with the private universities, whose structure is more flexible at the present time and whose programs could be considered more stable during the coming period of "conservative" government. All programs carried out in the Private universities will include where possible the National university, but will not be compromised by political problems arising between the National University and the Government. At the same time, it will be the policy of USAID Guatemala to place as much of the responsibility for planning and implementation of the programs as possible in the hands of the university officials. Thus the universities themselves will be carrying out their own programs of faculty improvement, participant training, research, etc., and within certain guidelines, the universities will themselves choose and contract for outside technical assistance where assistance

is necessary. It will also be the policy of USAID to help establish contact, between United States universities and the universities of Guatemala leading to relationships which will outlast USAID financing.

II. The Setting

The University of San Carlos comprises ten faculties: Agronomy, Economics, Law, Engineering, Medicine, Veterinary Medicine, Architecture, Dentistry, Pharmacy, Humanties, and one major extension unit in Quezaltenango. This university is financed by the national government and by student fees. Any high school graduate in Guatemala is eligible for entrance to the university, and over 75% of the Guatemalan High School graduates do go to the university. Nevertheless, only 3% of its students graduate annually, the average length of time taken for graduation being 11 years. Over 90% of the professors are hired by the hour, and are not professional teachers. Little real research is done, and there have been, until 1968, no classes taught dealing with current-day Guatemala. Over 99% of the university graduates, upon graduation, either stay in the capital city or go to other countries to live.

The Jesuit institution, Rafaél Landívar, with 3,000 students is organized around the faculty system, but has several areas of study new to Guatemala and has been active outside the capital city. This university has been a leader in extension work with such programs as those for social promoters, and a significant secondary school teacher professionalization effort.

The Mariano Gálvez University, sponsored principally by the protestant churches of Guatemala, has approximately 400 students, and has also been active outside the capital city with its extension programs. It has serious financial difficulties.

Perhaps the most dynamic of the universities is Del Valle. This university has been designated by the Ministry of Education of Guatemala as an experimental school, and has been active in creating new programs in Social Sciences, Education and other areas. Although it has at present only 300 students, it has had and will continue to have a strong effect on Guatemalan higher education, since all of its administrative officers and faculty members are at the same time recognized leaders of the other universities. Five of the staff members at Del Valle are on the Superior Council of San Carlos including for example, the Dean of one of the faculties, the Registrar and the Treasurer of San Carlos. Del Valle is therefore in a unique position of being able to test experimental programs which if successful stand a good chance of being imported into San Carlos and Landívar by their creators.

The universities have come under a great deal of pressure during the past few years, both from within and without. The extremely rapid growth in the number of students in the face of an antiquated and inadequate administrative structure has put serious strains on the system. The definite change in character of the students from a predominantly upper-class origin to a largely middle class group has also placed strains on the kind of education offered. For the first time universities are being asked to provide an education which is relevant to the national situation. The market in Guatemala for lawyers, humanists and economists has become saturated, yet there are nearly six thousand students now in the university in these fields alone. In 1960, the entire population of the university was lower than this figure.

The growing realization by university officials, government authorities and the students that the universities have not addressed the urgent problems of national development, has produced pressure now being needed to take active part in national development. In 1968, the four universities together drafted an overall development plan for higher education in Guatemala, and each university has in addition had to draft its own plan in conformance therewith. The specific role of each university has been defined and agreed upon to avoid unnecessary duplication of effort, and several joint programs have been developed.

All of the universities have, at the same time, recognized the need for administrative reform. The recently elected Rector of the University of San Carlos won on a platform of administrative and academic reform, and he is now attempting to carry out these promises. Early steps taken by the new Rector include strengthening the office of university extension, and the creation of the Center for the Study of National Problems. He has expressed a desire to strengthen the social sciences, and involve the university directly in development research. The private universities have done likewise, forming centers for development research, and stressing for the first time the social sciences.

In the past two years certain new (to Guatemala) subject areas have been introduced into university curricula. These include business administration, marketing, political science, education (pedagogy), etc. San Carlos has just committed itself to begin training of intermediate level technicians in fields needed for national development, following the lead taken earlier by Landivar.

All the universities have begun active programs of extension and social service. The Faculty of Dentistry of San Carlos has for two years now involved over 40 graduating dentists in a 10-month field experience, as the last year of their training. The originator

of this program has now been appointed director of university extension, with the specific charge of promoting the same type of activity in other faculties. The Landívar and Del Valle Universities have been active for several years in in-service teacher professionalization, continuing education, and are also making plans for obligatory social service for graduating students.

Perhaps the chief impediment to university development has been the inefficient use of the inadequate resources available. All of the universities are in serious financial difficulties. The IDB loan has been considered an emergency measure by most, in light of the drastic increase in students and the need for facilities. Although accepted by the national government and the private universities, the national university has not as yet agreed to the loan. This lack of agreement and acceptance of the loan stems from a basic disagreement with the concept that the loan is necessary in the first place, and a disagreement with the conditions of the loan in the second. The recently-elected officials of San Carlos are well aware of the financial difficulties they face, but feel that more competent administration, and a sounder legal-financial base for the university are better answers than a major loan. They feel that the university cannot afford more indebtedness, whatever the terms or conditions, and are therefore studying other possibilities of resolving their problems before accepting the IDB loan. At the same time, they are in disagreement with some of the loan terms, especially restrictive technical assistance and procurement conditions which they feel violate university autonomy.

There has been token assistance given to the universities, principally the national university, by other foreign governments. France and West Germany have sent professors in the fields of political science, sociology, and veterinary medicine. The United States over a period of six years has given substantial assistance to the University of San Carlos, primarily in the basic sciences and engineering. USAID programs in these areas completed their planned cycle in FY-1969, and USAID phased out of this aspect of university development in that year. It was soon apparent, however, that the IDB could not alone meet the needs of the universities, especially in terms of qualitative reform. During FY-68 and 69 USAID had experimented successfully with programs in the social sciences and extension, particularly with the private universities. It was therefore decided in FY-70 that a renewed USAID program emphasizing these areas, as well as the newly discovered needs defined above, should be undertaken.

III. Strategy

USAID programs of assistance to the universities will be concentrated

in those areas identified by the universities and concurred in by USAID and which call for a more responsible university role in development.

1. Emphasis will be placed on those university programs which will directly involve students and faculty in the developmental problems of the country. Such programs include university extension, and social science and environmental research and evaluation.

2. In order to enter effectively into these programs, assistance will be given to the universities to improve their administrative capabilities.

3. The primary responsibility for development and implementation of university programs will lie with the universities themselves, USAID remaining in low profile, providing primarily the financing and the contacts necessary to carry out the programs. USAID will contract in 1971 with a competent Guatemalan professional to coordinate these programs.

4. Given the political situation, the main focus of USAID support will be in the private universities,, However, programs initiated through the private universities will be available for participation by the national university, where appropriate and desired and coordination of programs of mutual interest between all universities will be encouraged.

5. To the maximum amount possible, USAID will encourage bilateral or multilateral connections between Guatemalan universities and universities of the United States. USAID will act as an informal go-between, assisting the Guatemalan universities to make contact with U.S. institutions, but will leave final selection and contact details to the universities themselves.

6. The USAID program will remain flexible and attentive to the needs of the various universities as they arise. Maximum response to university needs will be given in the areas of university administration, social sciences research and development, university extension, and mid-level technology training.

7. The overall goal of USAID assistance will be to assist the universities in their desire to enter more fully into the processes of national development.

IV/V <u>Targets and Courses of Action</u>

A. <u>University Administration</u>

Administrative reform, directed to better use of available resources

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is recognized as the major need of Guatemalan universities. All universities have requested USAID assistance in this area.

This assistance will take the following form:

1. Participant training in university administration, taking advantage of the AID/W-financed program with the American Association of College of Teacher Education (AACTE). Several participants per year are planned for the next three years (FY 71, 72, 73) in order to form a core of second level professional administrators to back up the elected administrators.

2. Assistance to the universities to contract with a U.S. university to carry out a several year program of university administration. The private universities have already entered into negotiations with the University of Houston for a service which will extend into FUPAC, the federation of private universities of Central America. In Guatemala, Houston will work with Landivar and Del Valle Universities, and with the Faculty of Engineering at the University of San Carlos. As possible, the Houston presence at San Carlos may be expanded to include the entire university. Houston has been involved with the Faculty of Engineering for several years at San Carlos and has established an excellent working relationship.

3. Faculty Improvement - Funding will be given to each university to carry out its own program of faculty improvement. This will involve the training of new faculty members, the retraining or professionalization of existing faculty members (sabbatical leave, training, etc.), the participation of some faculty members each year in professional international meetings in order to maintain high professional standards and make necessary contacts within their professions. The responsibility for administering this program will lie with the universities, USAID acting as a coordinating, consultative and assisting agency as necessary.

4. Administrative equipment - Basic equipment necessary for increasing effectiveness of administrative procedures will be provided. In the case of Landivar University, for example, a small printing press will be provided, and in the case of San Carlos, registration and records equipment may be provided as necessary. Procurement of this equipment will be accomplished by the universities, with USAID assistance.

B. <u>Social Sciences Research and Development</u>

At the present time there is practically no teaching or research

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done in the social sciences at Guatemalan universities, the need is now recognized. Both the universities and the public development planning agencies have come to the conclusion that the basic problems of Guatemala are both social and economic, yet have found themselves with no competent people in the more social of the social sciences and no fund of knowledge in these fields. Until 1968 when a USAID technician began giving classes in the geography and sociology of Guatemala, no courses were offered in any university dealing with present-day social conditions of Guatemala

USAID sees the promotion of the social sciences as a key factor in involving the universities in national development. The teaching of the social sciences will bring university students into direct contact with the problems confronting Guatemala. Research in the social sciences will give them some of the tools necessary scientifically to analyze these problems and attempt their solution. During the past two years USAID has assisted the universities in the development of experimental social science programs and feels that long-lasting contribution can now be made. This can be accomplished as follows:

1. The strengthening of university research centers. Such centers have been established at Del Valle, Landivar, and San Carlos. Assistance should be given to them in the form of necessary equipment, technical consultants, and faculty support in order to free professors from normal duties and give them the chance to become involved in meaningful research. Funding should also be provided for students to take part as research assistants. Such a program was introduced with FY-68 and 69 funds at San Carlos, with a high degree of success. The Center for Population Studies at San Carlos, which has received for over two years the services of one technician and approximately $20,000, has now been elevated to become the university-wide Center for the Study of National Problems, under the direct supervision of the Rector.

   In line with general USAID philosophy, USAID will respond to these centers with funding and coordination, allowing them to plan and carry out their own programs and contract their own consultants. Contact has already been made between them and the UCLA Center for Latin American Studies, the University of Oregon, and the Organization for Tropical Studies (OTS). A joint effort to participate in a Central American social sciences research program is also being considered.

2. The development of basic resource materials.

   a. Documentation Center - USAID will assist one of the universities in the establishment of a Guatemalan Documentation

Center, in which the vast bulk of socio-economic research done by foreign and local scholars in Guatemala will be pulled together. This will form a basis for future Guatemalan work in the social sciences.

b. Basic Library Development - Support will be given to the Universities of Del Valle and Landivar in response to their request for assistance in the development of a basic library for small universities. Support will be given first to an investigation designed to identify the basic library stock necessary; support will later be given to an acquisitions program.

3. Textbook and Teaching Materials

a. RTAC - support will be given for several RTAC rental libraries or cooperative book stores. These have proven successful in the faculties of engineering and agronomy at San Carlos, and as RTAC publications begin to include many of the social science fields, full use will be made of them.

b. Textbook preparation - In 1968 an experiment was attempted in which university professors and high school teachers met over a period of a year and wrote several basic textbooks in mathematics and physics, designed to prepare the high school student for his first years at the university. USAID will now give assistance to an expanded program of preparation of such teaching materials, emphasizing the social sciences and the national reality. Funding will be given, through the research centers, to allow competent professors to dedicate time to research and preparation of basic high school and university texts dealing with Guatemala. Such material does not exist at the present time. These texts will be prepared entirely by Guatemalans of known reputation, and will complement translated texts in social theory provided by RTAC and other agencies.

c. Teaching materials - a small investment in basic social science teaching materials will be made, to include procurement by the university of maps, teaching equipment, film series, etc.

4. Participant Training

Under the general program of the university for faculty improvement will be included a pre-determined number of participants

in the social sciences.. Since for all the universities the social sciences are considered a priority area, there is little doubt that the faculty improvement program will lean heavily in this area.

C. University Extension and Social Service

The support of extension programs developed by the universities is given high priority. University extension has meant in the past nothing more than cultural programs or the hosting of foreign institutions. Beginning in 1968, the faculty of Dentistry began a program of extension and social service which in spite of many setbacks has been a success. The initiator of this program has now been named Director of University Extension with responsibility for extending such programs to other faculties of the university. He has requested specific assistance from USAID in this endeavor.

Specifically:

1. The University of San Carlos - Assistance will be given to the Office of University Extension to provide:

   a. The services of one additional competent professional to assist in the coordination and supervision of ongoing extension programs.

   b. Invitational Travel Order fund for observation trips.

   c. Funding sufficient to participate with one faculty each year to develop and carry out a program in social service, similar to that already developed in dentistry. These programs will involve an increasing amount of rural work during each year of the curriculum, culminating in the final year of the student's academic experience when 10 months of that year will be served in a rural area.

2. Landivar University - Assistance will be given to the Landivar program in preparation of high school teachers in regional centers outside the Capital City, and in the initiation of rural social service as part of the curriculum in marketing technology.

3. Del Valle University - Assistance will be given to the Del Valle program of continuing education and professionalization of high school teachers in the Capital.

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D. Technology - Intermediate Level Careers

All of the universities have recognized the need to initiate new, intermediate level careers of approximately three years duration, in which students will be prepared primarily for work in the rural areas. San Carlos University has proposed over thirty of these careers, and programs have been drawn up between the University of Houston and the Faculty of Engineering, and between Duke University and the Faculty of Medicine. As yet none of these plans have been implemented. Landivar University has initiated a career in Marketing Technology, also in Social Service, Tourism Administration and Business Administration. Del Valle is drawing up plans for careers in data gathering and processing, demographic analysis, etc.

Financial assistance will be given to the University of San Carlos to plan and implement a new school for medical assistants to be founded this year, and to conduct feasibility studies for intermediate level careers in mechanical, electrical, electronics, industrial and drafting engineering. Attention will also be given to the possibility of such careers in agronomy and economics. At the Landivar University, assistance will be given to the marketing technology institute, and to a program of intermediate level careers in social service, business administration now functioning in the regional center in Quezaltenango. At Del Valle University, assistance will be given to the planning of technological careers being developed there.

E. Technical Support

In order to implement and monitor effectively the proposed higher education program, the following is considered necessary.

1. One U.S. technician for at least two years. This technician will be accompanied by a qualified Guatemalan professional who will, by the third year of the project take over the bulk of administrative duties.

2. An institutional agreement with one or more U.S. universities to provide technical assistance to USAID in the social sciences, and where requested to the various universities; and to provide participant training. Universities like Oregon, Texas, and UCLA already have had substantial experience in higher education and particularly social research in Guatemala. They are prepared to assist through open-ended institutional arrangements principally involving short-term consultants,

cooperative doctoral thesis research, and participant training. This will provide the flexibility and the major U.S. contacts needed by USAID effectively to cooperate with the Guatemalan institutions in their higher education program.

VI. Funding Requirements - FY 71 and FY 72

1. University Administration

FY. 1971

a. complete contacts between Guatemalan universities and University of Houston for administrative assistance. Financing up to $20,000.

b. Provide funding for faculty improvement programs at the three universities, as follows:

Landivar and Del Valle

2 - one-year fellowships in U.S.	$24,000
2 - third-country fellowship each	12,000
Professionalization fund	4,000

c. Vocational Guidance

Centro Universitario	20,000
University of San Carlos	
3 - one-year fellowships to U.S.	20,000
Total FY 1971	$100,000

FY. 1972

a. continue and upgrade University of Houston relationship	$30,000
b. continue Centro Universitario	25,000
c. upgrade faculty improvement program, funding second-year of some previous fellowships, offering more fellowships	55,000
Total FY 1972	$110,000

2. Social Sciences Research & Development

FY 1971

a. Assist universities in building up their research capabilities.

Landivar and Del Valle	Up to	$ 30,000

b. Development of Basic Resource Materials:

Initiate library research and documentation center project, Landivar and Del Valle	20,000

c. Textbook and Teaching Materials

Establish two more RTAC rental libraries, one at Landivar and one at Del Valle	10,000
Total FY 1971	$ 60,000

FY 1972

a. Upgrade Research Capabilities

Private universities - increase participation in Center	$ 30,000

b. Development of Basic Resource Materials

Continue and upgrade library research and documentation project, to include acquisitions	25,000

c. Textbook and Teaching Materials

Begin program of basic textbook writing	15,000
Total FY 1972	$ 70,000

3. University Extension

FY 1971

a. San Carlos University

(1) Assist the Office of University Extension	$ 10,000

(2) Support for initiation of one faculty extension program - Faculty of Veterinary Medicine $ 10,000

b. Private Universities

(1) Landivar

Support to the high school teacher preparation program. Up to 5,000

(2) Del Valle

Support to high school teacher professionalization program 5,000

Total FY 1971 $ 30,000

FY 1972

a. San Carlos University

(1) Office of Extension $ 15,000

(2) Support of 2nd Faculty Extension Prog. 15,000

b. Landivar

High School preparatory program 10,000

c. Del Valle

High School teaching program 10,000

Total FY 1972 $ 50,000

4. Technology - Intermediate Careers

FY 1971

Landivar $ 10,000

Total FY 1971 $ 10,000

FY 1972

Landivar and other private universities $ 40,000

Total FY 1972 $ 40,000

5. USAID Tech. Support

FY 1971

Full-time U.S. Higher Education contractor Local Assistant	$ 30,000
Total FY 1971	$ 30,000

FY 1972

Full-time U.S. Higher Education contractor Local Assistant	$ 30,000
Total FY 1972	$ 30,000

SUMMARY

	FY 1971	FY 1972
1. University Administration	$100,000	$110,000
2. Social Sciences Research and Development	60,000	70,000
3. University Extension	30,000	50,000
4. Technology - Intermediate Careers	10,000	40,000
5. USAID Tech. Support	30,000	30,000
	$230,000	$300,000

NONCAPITAL PROJECT FUNDING (OBLIGATIONS IN $000)

COUNTRY: GUATEMALA

PROJECT TITLE: Educational Development (Higher Education/Scientific Research & Development)

PROP DATE: July 15, 1970
Original: X
Project No. 198.2

FY	AP	L/G	Total	Cont	Personnel Services AID/PASA	Personnel Services CONT	Participants AID/PASA	Participants CONT	Commodities AID/PASA	Commodities CONT	Other Costs AID/PASA	Other Costs CONT
Thru FY 69	AG	G	(1,179)1/									
FY 71	AG	G	230	50	-- --	50	--	--	30	--	150	--
FY 72	AG	G	300	60	-- --	60	--	---	40	--	200	--
FY 73	AG	G	350	60	-- --	60	--	--	30	--	260	--
FY 74	AG	G	300	60	-- --	60	--	--	20	--	220	--
Total	AG	G	1,180	230	-- --	230	--	--	120	--	830	--

1/ University Development - 143 and Predecessor projects through FY 1969.

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