

**AIRGRAM**

**DEPARTMENT OF STATE** PD-ABG-811

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FROM . **ROCAP/Guatemala**

SUBJECT . **NONCAPITAL PROJECT PAPER (PROP)**

REFERENCE . Project Title: **TEXTBOOK DEVELOPMENT**

Submission date: August 21, 1967 Project # 596-11-640-006

U S. Obligation Span: FY 1963 through FY 1971

Gross life-of-project financial requirements: US\$ 3,888,100

Cooperating Country cash contribution (ODECA)..... 12,000

Others - Donors ..... 564,200

**TOTAL ..... 4,465,100**

**A. SUMMARY DESCRIPTION**

The Regional Textbook Program for Central America and Panama was begun in 1962 in response to the need for instructional materials in the primary schools. The scarcity of such materials for children and teachers in Latin America is one of the most serious of educational problems. For example, at the time the program was initiated, it was estimated that more than 80% of the children in school were totally without textbooks and, further, that less than half of school age children were enrolled in school. The Text-

**OTHER AGENCY**

*Cia*

*H&W*

*State*

*NSA*

*Treas*

*NSC*

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<b>DRAFTED BY</b> Mr. L. E. McMan / D. C. Boyd: acec	<b>OFFICE</b> Textbooks	<b>PHONE NO.</b> X-68	<b>DATE</b> 9/11/67	<b>APPROVED BY:</b> LIP:PALMville
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AID AND OTHER CLEARANCES

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Book Program was planned as one way to attack this problem. Conceived as a regional program under the Alliance for Progress, the program was projected to develop and produce free textbooks and teachers guides in basic subjects for children in the public elementary schools in Central America and Panama. A complex program resulted, involving four key elements: ROCAP, ODECA, the USAIDs and the Ministries of Education of the six participating countries.

ROCAP's role under this activity is a) to support ODECA, representing the five Central American Republics and Panama, in maintaining the Regional Textbook Center; b) to advise ODECA in planning for textbook development generally, and c) to help coordinate all U. S. elements involved in the regional program.

ROCAP is committed to total grant support of the ODECA Textbook Center, and technical assistance through the completion of manuscripts in a basic cycle of thirty-three titles in five basic series now anticipated by the end of CY-1970. The country USAIDs are committed to print the first two years requirements of each of these books, with the governments then assuming responsibility for subsequent years. U. S. obligations should be discharged on this basis so long as the Central Americans meet their responsibilities and desire program continuance.

If the Central Americans carry through present thoughts of creating a permanent Central American Textbook Institute after 1970, the U. S. should consider support beyond the present grant program, probably on a loan basis.

TABLE 1

NONCAPITAL PROJECT FUNDING (OBLIGATIONS IN \$000)

Project Title: Textbook Development

Fiscal Years	AP	L/G	Total	Personnel Serv.			Participants		Commodities		Other Costs	
				AID	PASA	CONT	U.S. Ag.	CONT	Dir US Ag	CONT	Dir & US Ag	CONT
Prior through Act. FY 67		G	2,379.6	293.9		242.5	143.2		0.8	533.9		1,165.3
Oper FY 68			457.3			85.6	10.0			12.2		359.5
Badg. FY 69			499.0			127.0	20.0			12.0		340.0
B - 1 FY 70			472.0			100.0	20.0			12.0		340.0
B - 2 FY 71			71.0			14.0						56.7
B - 3 FY 72 <u>1/</u>												
All Subs.												
Total Life			3,808.9	293.9		569.4	193.2		0.8	570.1		2,261.5

1/ Narrative paper outlines projection of possible loan and limited grant program to assist Central American Textbook Institute in continuing a textbook development program beyond the present program should such an Institute be in fact created on a viable basis.

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TABLE 1

Exchange Rate \$1 = Q1 (\$000)

Fiscal Years	AID-Controlled Local Currency		Other Cash Contribution Cooperating Country	Other Donor Funds (\$ Equiv.)	Food for Freedom Commodities		
	U.S.- Owned	Country- Owned			Metric Tons (000)	CCC Value \$ Freight (\$000)	World Market Price (\$000)
Prior through Act. FY 67			4.0	252.2			
Oper. FY 68			2.0	78.0			
Budg. FY 69			2.0	78.0			
B + 1 FY 70			2.0	78.0			
B + 2 FY 71			2.0	78.0			
B + 3 FY 72							
All Subs.							
Total Life			12.0 <u>1/</u>	564.2 <u>2/</u>			

1/ Staff salaries2/ Salaries of author-delegates paid by the several Ministries of Education

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**B. PROJECT ENVIRONMENT**

The inadequacy of trained human resources is increasingly recognized as one of the principal obstacles to economic and social progress in Central America and the success of the integration movement. A number of studies have dramatized the obvious fact that Central America does not have the educated and skilled personnel, either in quantity or quality, needed to meet its requirements and its opportunities in the coming years.

In elementary education, which is at the root of this problem, statistics clearly reveal the dimensions of the dilemma and the appalling waste in the present situation from both social and economic points of view:

1. The region has a general population approaching fourteen million with more than three million children between the ages of 6 and 13. Yet, only 1.5 million pupils are enrolled in grades 1-6, ranging in age from 5 to 20.
2. Of children between 6 and 13 years of age, in Guatemala only 31% are enrolled; in El Salvador, 59%; in Honduras, 52%, in Nicaragua, 40%; in Costa Rica, 87% and in Panama, 77%.
3. The 1966 CSUCA Human Resources Study estimated that over the period 1964-74 only 14.4% of children entering public school will finish the sixth grade.
4. Literacy rates range from 38% in Guatemala to 84% in Costa Rica, averaging an unweighted 57% for the region as a whole (including Panama)
5. When the Regional Textbook Program began in 1963, it was estimated that over 80% of the public school children in Central America were without textbooks; this estimate has proved to be a conservative one.

Recognizing these needs, the Inter-American Economic and Social Council's 1961 "Declaration to the Peoples of the Americas" called for a campaign "... To get rid of illiteracy; to extend in the least possible time the benefits of a primary education to all Latin American persons..

In March, 1963 the Declaration of Central America was adopted in San Jose, Costa Rica by the six Presidents of the Isthmus and President Kennedy. The Declaration began:

"The Presidents of the Republics of Central America and Panama are determined to improve the well-being of their peoples, and are aware that such a task demands a dynamic economic and social development program....."

The Central American Regional Textbook Program was developed under the Alliance for Progress, in direct response to those initiatives. To put the Program in operation, BOCAP and the Organization of Central American States (ODECA) representing the five Central American Republics and Panama concluded an agreement in 1962 to develop and produce free textbooks for children in all the public elementary schools in Central America and Panama. Under this agreement the U. S. is committed to support the Regional Textbook Program through the production and distribution of the original grant cycle of books in order to improve the educational opportunities of the children of Central America, to contribute toward solutions of broader educational problems, and to promote both the practice and the spirit of regionalism.

The Regional Textbook Center, the immediate object of the activity described in this paper, is administered in San Salvador, El Salvador, as an integral part of the Education Section of the Educational and Cultural Affairs Department of ODECA, under a Project Agreement between BOCAP and ODECA.

Textbooks and Teachers Guides are developed at the Center by teams of teacher-writers delegated for this purpose by the respective Ministries of Education, working under the guidance of permanent Center staff and U. S. advisors. The Regional Textbook Program at large, however, must be administered not only at the regional but also the country level, with bilateral agreements between each USAID and Ministry of Education to reproduce, distribute and assure effective use of the books. A complex situation thus exists - four principal organizational elements are involved in and responsible for important aspects of the Programs: 1] ODECA, 2] the six Ministries of Education, 3] ROCAP, and 4] the six country USAIDs. The closest coordination and highest level of cooperation among U. S. and Central American organizations involved in the program are absolutely necessary to success.

The Ministers of Education of Central America and Panama, in the Second Extraordinary Reunion of the Cultural and Educational Affairs Council of ODECA in Guatemala in January 1967, recognized the value of this program and expressed the intention to carry it on after AID help terminates by establishing a permanent Textbook Institute to become operative after 1970.

ROCAP is working in several areas to help meet the overall regional needs for human resource development. In elementary education, the activity described above is carried on through ODECA; in higher education, the General Studies and regional professional schools programs are helped through CSUCA; in the manpower field, a planning program is under way with ODECA; an educational program for organized labor is conducted through AIFLD; and through INCAE, progress is being made in business education.

### C. STRATEGY

The Regional Textbook Program is designed to promote both regionalism and educational progress through the common use in six countries of quality textbooks which present a regional view. As complex and sizeable as it is, however, the Program is not a final solution to the larger educational problem of which the shortage of teaching materials is a part. Directly it seeks to overcome the generally recognized dearth of textbooks in the basic subjects of the public primary schools. Indirectly, it can contribute to solution of such related problems as poorly trained teachers and outdated curricula. The full extent to which it can make a strategic impact on the overall advance of primary education will ultimately depend on the extent to which the development resources made available through the Program are integrated into an overall program of primary education development both regionally and within each participating country.

Our strategy is continued strong financial and technical assistance to ODECA through the life of this activity, not only to supply needed educational materials but also to help that institution broaden its role and influence in the whole field of regional educational planning at the primary and secondary levels. An Educational Planning office, recently created under ODECA auspices, hopefully will contribute toward that objective while also helping the Textbook Center and Program to make their fullest impact.

Our strategy includes assistance over the next few years to help prepare Central Americans to carry on a regional textbook development program after 1970, if they in fact decide to establish a permanent Central American Textbook Institute. Establishment of such an Institute is far from certain, given the juridical, financial and policy implications involved. The initiative for it must come from Central Americans themselves, but the U. S. should be prepared to help if requested. Antici-

pated functions of the Institute will include textbook development, consultation, research, and other problems related to textbook procurement and utilization in the region.

There is no real alternative among existing regional organizations to the choice of ODECA for this activity, given its acknowledged sphere of responsibilities in educational and social affairs. Moreover, the development of ODECA as a regional leader in these fields is part of our overall objectives.

A facet of our strategy in this activity is to accelerate the "Central Americanization" of the Center, i.e., its effective direction by able Central American educators. This move not only increases the acceptability and effectiveness of the present Textbook Program in Central America, but also helps prepare a basis for any future regional textbook development activities. This emphasis may at times conflict with and slow the efficient progress of manuscript preparation, but it is believed to be an essential aspect of our overall effort in institutional development in the Region.

Alternates to the technical assistance approach were considered during the initial planning of this activity. Resources within the commercial sector of the economy to prepare good texts were found to be inadequate to meet the regional needs, and they still are. Although some primary school texts are being prepared commercially the quality and quantity available are totally inadequate for the purposes of a developmental program in primary education. Efforts are made in the present program to utilize private industry as much as possible by contracting local illustrators and commercial printing facilities. This tends to stimulate the formation of a regional publishing industry. Further, the core of writers and publications staff being developed within the program will form a nucleus of skilled personnel for this growing regional enterprise.

**D. TARGETS, RESULTS AND OUTPUTS**

The objective of the overall Regional Textbook Program is to provide textbooks in five subjects (reading, language, mathematics, social studies and science) to the region's primary school children. As a part of that effort, the specific activity of the Textbook Center is directed as follows: 1) Preparation of manuscripts for textbooks and teacher's guides; 2) Production of negatives (a major phase of the conversion of manuscripts into textbooks) for printing in the countries of use; 3) Provision of production advice, including budgeting requirements, to AIDs, Ministries of Education, ODECA, and printers; and 4) Orientation in the proper use of these books for key personnel within the region's Ministries of Education.

The activity will be considered successfully completed when the specific production objectives are finished. However, assistance may be offered during FY-1969, if requested, to study the feasibility of the establishment of a permanent Central American Textbook Institute which could capitalize upon the gains made under the present Regional Textbook Program and follow through on long range objectives related to changes in curricula, methodology, content of books, attitudes of personnel responsible for educational development within the countries and regionally, and changes in the general teaching-learning environment at the school level as a result of the introduction of up-to-date elementary school basic textbooks.

Immediate field targets of the present activity include the following:

a) Completion of the twenty-seven remaining manuscripts for which the activity is responsible, and production of negatives for each according to the following schedule:

PRODUCTION TARGETS - REGIONAL TEXTBOOK CENTER, CENTRAL AMERICA AND PANAMA

<u>Title</u> <u>1/</u>	Proof Editions of manuscripts presented to Min. of Educ. for review	Art work linotype etc.	Negatives ready	Fiscal Year of printing financing
Reading V	Feb. 1967	June 1967	Aug. 1967	FY-67
Soc. Studies II	July 1967	Aug. 1967	Sept. 1967	FY-67
Science II	July 1967	Aug. 1967	Sept. 1967	FY-67
Reader VI	July 1967	Aug. 1967	Oct. 1967	FY-68
Soc. Studies III	Mar. 1968	Apr. 1968	June 1968	FY-68
Science III	Mar. 1968	Apr. 1968	June 1968	FY-68
Math. IV	Dec. 1967	Feb. 1968	Apr. 1968	FY-68
Lang. III <sub>1</sub>	Mar. 1968	Apr. 1968	June 1968	FY-68
Reading I <sub>1</sub> (rewrite)	Feb. 1968	Apr. 1968	June 1968	FY-68
Reading I <sub>2</sub> (rewrite)	Feb. 1968	Apr. 1968	June 1968	FY-68
Lang. I (rewrite)	June 1967	Aug. 1967	Oct. 1967	FY-68
Lang. II (rewrite)	June 1967	Aug. 1967	Oct. 1967	FY-68
Math. I (rewrite)	June 1967	Aug. 1967	Oct. 1967	FY-68
Math. II (rewrite)	June 1967	Aug. 1967	Oct. 1967	FY-68
Social Studies IV	Jan. 1969	Feb. 1969	Apr. 1969	FY-69
Science IV	Jan. 1969	Feb. 1969	Apr. 1969	FY-69
Language IV <sub>1</sub>	Jan. 1969	Feb. 1969	Apr. 1969	FY-69
Reading II <sub>1</sub> (rewrite)	Feb. 1969	Apr. 1969	June 1969	FY-69
Reading II <sub>2</sub> (rewrite)	Feb. 1969	Apr. 1969	June 1969	FY-69
Math V	Mar. 1969	May 1969	July 1969	FY-69
Social Studies V	Oct. 1969	Nov. 1969	Jan. 1970	FY-70
Social Studies VI	June 1970	Aug. 1970	Sept. 1970	FY-70
Science V	Oct. 1969	Nov. 1969	Jan. 1970	FY-70
Science VI	June 1970	Aug. 1970	Sept. 1970	FY-70
Math. VI	June 1970	Aug. 1970	Oct. 1970	FY-70
Language V	Oct. 1969	Nov. 1969	Jan. 1970	FY-70
Language VI	June 1970	Aug. 1970	Sept. 1970	FY-70

1/ Each title includes a manuscript for both a child's textbook and a Teacher's Guide. Six books and teachers guides have been produced and distributed under the program to date that require no further major revisions. Together with the 27 scheduled above, this constitutes the full complement of thirty-three titles for the Activity.

b) Completion of Proof Editions for textbooks and guides and production of negatives from the approved manuscripts for the titles (above), according to schedule, and their delivery to country missions for use in contracting printers to print the books.

c) Provision of production advice to the Regional Textbook Center, Country Missions, Ministries of Education and ROCAP to assure financing, contracting and production of proof editions, negatives and the end product -- textbooks and teachers' guides-- in each country in adequate quantities.

d) Provision of orientation for key supervisory and administrative personnel within the Ministries of Education in the proper use of the textbooks and guides to enhance the effective use of these valuable teaching materials.

#### E. COURSE OF ACTION

##### 1) General:

Progress to date in this project which actually began in September of 1962, consists of: 1) implementation of an initial "impact phase" for the provision of 5 adapted readers for the first and second grades in 1963 and 1964; 2) Creation of a Regional Textbook Center in 1963 for the writing of manuscripts (The staff now consists of 27 Central American editors, technicians and administrators who assist and direct the activities of 31 Central American authors delegated by their respective Ministries of education, plus the auxiliary services of complementary writers from outside the Center and four book illustrators contracted for as needed). A U. S. Advisory-Consultant team is maintained. It includes one full time specialist in Primary Education, one full time Textbook Production Advisor and three part-time elementary education specialists in the fields of mathematics, science and social studies; 3) Development of a Curricu-

luna Model to serve as guide for content for all textbooks written by the Center; 4) Completion of 14 manuscripts and the publishing of 10; 5) Nearly 6 million textbooks were printed or contracted prior to 1965 when funding of textbook printing shifted to the country missions. In addition, KOCAP has financed printing of approximately 251,000 teachers guides; 6) Production advice has been provided to the various AIDs, ODECA, Ministries of Education and printers in the region as well as to several other Western Hemisphere nations: Bolivia, Ecuador, Brazil and Jamaica; 7) The regional program has served as a model for similar regional or country programs in Latin America; 8) Orientation courses have been held in the Center as follows: in 1965 for 125 educators from Costa Rica, Honduras, Panama and El Salvador; in 1966 for 74 from Guatemala, Honduras, Nicaragua, Bolivia and Costa Rica; and in 1967 for 27 educators from Bolivia, Nicaragua and Ecuador. An orientation team began conducting orientation in the participating countries in 1967; 9) In 1966 the Regional Textbook Center was moved from Guatemala to San Salvador, El Salvador, to accelerate the integration of the Center within the parent organization, ODECA. Management of the Center is now under the direct supervision of Central American staff members operating as an integral part of ODECA.

## 2) Detailed Course of Action:

### FY-1968:

a) One full time U. S. Primary Education Advisor will advise on the writing and production of manuscripts. Three part-time U. S. specialists in textbook writing will advise on Mathematics, Social Studies and Science. One full time Production Advisor will advise in the production of textbooks and negatives at the Center and throughout the region; b) Operation of the Regional Textbook Center with regard to writers will continue on the present course of on-the-job training of author delegates working in five separate teams, coupled with limited contract writing to supplement the writing team efforts; c) Manuscripts for 11 titles and negatives of 12 will be completed; d) Re-writing

of two readers for first grade hurriedly supplied in the "Impact Phase" will be completed and new negatives supplied for printing by the Ministries of Education; e) One participant will be sent to receive training in a U. S. university; f) U. S. Input is estimated at \$467,300 and ODECA will contribute \$2,000. ODECA member countries will provide \$78,000 "in-kind" as salaries of author delegates.

#### FY-1969

a) Services of the two full-time U. S. Advisors and three part-time textbook writing consultants will continue as in FY-1968; b) Rewriting of two readers for second grade supplied in the "Impact Phase" will be completed and new negatives delivered for printing by the Ministries of Education; c) Manuscripts for 10 new titles and negatives for 13 will be completed; d) Two participants will receive training in U. S. Universities; e) The services of a three-man U. S. Technical Assistance Team will be contracted if requested by ODECA to work with the participating member countries on a feasibility study for planning and financing a permanent Central American Textbook Institute; f) U. S. Input including the Special Team is estimated at \$496,000 and ODECA will contribute \$2,000. ODECA member countries will provide \$78,000 "in-kind" as salaries of author-delegates.

#### FY-1970

a) Services of U. S. advisors and textbook writing consultants will continue as in FY-1969; b) Manuscripts for 4 new titles and negatives for 7 titles will be completed; c) two participants will receive training at U. S. universities; d) U. S. Input is estimated at \$472,000 and ODECA contribution is estimated at \$2,000. ODECA member-countries will provide \$78,000 "in-kind" as salaries of author-delegates; e) Additional technical assistance may be supplied for planning a Central American Textbook Institute.

FY-1971:

a) Terminal targets under the grant phase of the activity will be completed during this period; b) Contracts of U. S. Consultants and advisors will be phased out and final reports submitted; c) Two final participants will return from training in the U. S. ; d) Staff members, authors and Textbook Center furniture and other equipment accumulated through the life of the Regional Textbook programs will be transferred from the ODECA Textbook Center to the new Institute, should it materialize. Otherwise, all staff members positions will be phased out, delegate writers will return to their respective countries and equipment will remain the property of ODECA; e) U. S. Input during this final period is expected to be \$71,000 with ODECA and the participating countries making a combined contribution of \$80,000 as during past years.

NOTE;

This marks the end of the regular grant cycle for this activity. Consideration of additional assistance in FY-71 and beyond is strictly contingent upon the emergence of a permanent and viable Central American Textbook Institute by that time. The Institute, if it develops, should become a recognized center for Textbook Development, consultation, research and other problems related to Textbook procurement and utilization in the region, and every effort will be made to foster and assist such development. Specifically, a development loan of \$1,000,000 in local currency to a Central American Textbook Institute (probably through CABEI) would be considered to support operations over a critical 2-3 year period. Limited continued grant assistance might also be considered to support U. S. dollar expenses for technical services during the formative years of the new Institute.