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DEPARTMENT OF - PD-AGH-755

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TO - AID/W TOAID A- 600 X

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DATE	June 20, 1968
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CORR-OR

FROM - Guatemala

SUBJECT - Non-Capital Project Paper (PROP) - Rural
Primary Education 520-11-640-193

REFERENCE - TOAID A- 599

1. Reference airgram of today's date transmits the USAID's new PROP for project 520-11-640-193, Rural Primary Education.

2. This PROP replaces the two educational sector PROP's submitted in the FY 69 PM for Primary Teacher Training, 520-11-650-189.1, and Training of Vocational Teachers, 520-11-650-189.2. The USAID requests cancellation of the former PROP's and replacement by the subject PROP in light of the analysis undertaken in connection with the current proposal for an AID loan for rural primary education improvement in Guatemala, and ~~the~~ related loan and technical assistance by other international organizations. In the light of the current sectoral approach by the GOG, USAID, World Bank, IDB, and UNESCO, and in view of AID's own budget reductions and lowered personnel ceilings, the more carefully delimited project in the new PROP is considered more appropriate. This change in approach has already been reflected in the FY 69 Congressional Presentation.

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RAFTED BY	OFFICE	PHONE NO.	DATE	APPROVED BY:
PRM:RFVenezia:rs ADO:WEBradford	PROGRAM AsstDirOps	77 69	6/27/68	DIR:DRHinton

AND OTHER CLEARANCES
PRM: PMGroves

cc: DR DWMacCorquodale

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DEPARTMENT OF STATE

520-0193/43

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June 28, 1968

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ACTION

INFO.

FROM - GUATEMALA

SUBJECT - NONCAPITAL PROJECT PAPER

REFERENCE -

Country: GUATEMALA

Project No. 520-11-640-193

Submission date:

Original: X

Project Title: Rural Primary Education

U.S. Obligation Span: FY 69 through FY 72

Physical Implementation Span: FY 69 through FY 73

Gross Life-of-Project Financial Requirements:

U.S. Dollars

\$ 727,960

In-kind

Cooperating Country ~~Cash~~ Contribution:

\$1,280,600

\$2,008,560

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PAGE 1 OF 15 PAGES

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RFV

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PROGRAM

PHONE NO.

X-77

DATE

APPROVED BY:

lh

Dir:Deane R. Hinton

PRM:RFVenezia:mtm

AID AND OTHER CLEARANCES

HRD:DWMacCorquodale DM

PRM:FMGroves MS

ADO:WEBradford WB

cc: ROCAP

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520-11-640-193 - RURAL PRIMARY EDUCATIONI. Summary Description

Guatemala in 1967 had a primary-school-age population (7-14 years of age) of approximately 1,044,000, over two-thirds of which was located in areas defined as rural. On the average, one teacher and one school room was provided for each 83 members of this population. Only about 29% of the school age population attended school and less than 2% reached sixth grade. Approximately 70 percent of the entire adult population is illiterate.

In August, 1967, the GOG presented to the USAID/G a loan request for improvement of primary education. This request was part of a larger educational sector approach, involving the IBRD, UNESCO, and IDB, aiming at overall improvement of the primary, secondary, and higher education systems. Upon review, the primary education loan request was considered to be lacking in detail as to background and plans for curriculum revision, teacher training, supervision improvement, and planned school construction scheduling. At the request of the Ministry of Education, USAID education advisors provided assistance to the Office of Educational Planning (OPEI) in the nation's first detailed aldea by aldea analysis of the primary education system. The loan request was subsequently restructured following preliminary results of this analysis. The technical assistance project described in this PROP has been designed to complement and prepare the ground for the proposed capital assistance program in primary education through advice and guidance to the Ministry of Education and to provide the USAID with a direct method of monitoring and evaluating the over-all effort in primary education.

As an important step in testing new teaching methods, curriculum, supervision, etc., this technical assistance project contemplates the establishment of four selected primary schools in Ladino and Indian rural areas which will be used as "laboratories" for the introduction of new techniques and centers of teacher and supervisory training. The project will provide assistance to: (1) study curriculum innovation for rural application; (2) test in-service rural teacher training; (3) study methods of supervisory training; and (4) improve programs of adult education. "Control" schools will also be used for comparison and evaluation of techniques. The results of this analysis will be incorporated in the projected loan-financed 50 regional six-grade schools which will eventually serve as educational reform centers throughout the country. The project will also provide continued support to the primary textbook printing program as part of the CA regional textbook program.

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II. Setting

Throughout Guatemalan history, the emphasis in primary education has been on urban rather than rural education. Although the rural population comprises 66 percent of the nation's total, the rural population has one school room for every 140 children aged 7-14, compared to an urban ratio of one for every 49. Only 4 percent of the rural schools offered 6 grades, while all urban areas provided 6 grades of schooling. The curriculum offered in rural primary schools is urban-oriented, taught by rote with almost no textbooks, teaching or learning aids, and has little relevance to the practical life of the agriculturally-based rural populace. Teachers themselves are mostly from urban centers and find it difficult to relate themselves and their teaching methods to the rural environment, especially in the Indian areas. Only 24 percent of the rural teachers have received training which might prepare them specifically for rural posts. Supervision of teachers is minimal, and directors of schools have had little preparation for handling the administrative tasks of personnel, curriculum, community relations, and discipline.

Guatemala, with a predominantly Indian population, has the additional disadvantage of over 20 different Indian dialects. The present curriculum is offered only in Spanish, effectively eliminating many children who arrive at school speaking only an Indian dialect. Seasonal migration of rural labor also works a hardship upon those rural families who are forced to seek seasonal employment outside of their communities during the school year.

Also, of the country's 3,424 rural schools, 73 percent offer no more than 3 grades and over 75 percent have only one classroom. Teacher assignment situations have arisen where one school had 10 pupils per teacher as compared to another with 146 pupils per teacher.

As a result of these factors, over 70 percent of Guatemala's population is illiterate, only 6 percent of first grade students finish sixth grade, and only 29 percent of the school age population attends school. The drop-out statistics are of particular interest. Where rural primary school facilities do exist, a fourth of those who enroll do not attend, and the majority of those who do attend any one grade do not continue to the next higher grade, even where a higher grade is offered. However, attendance is greater in any given grade in schools where the next higher grade is offered. An analysis of the national situation clearly shows that the highest rate of drop-out occurs in schools offering one to three grades (73 per cent of the rural schools) and the lowest rate of drop-out in schools offering 4 to 6 grades (27 percent of all rural schools). Drop-out and socio-economic conditions are

closely related with the highest drop-out rates occurring in subsistence agricultural communities.

In an effort to improve and expand education at the secondary level, Guatemala is requesting a loan from the IBRD for the construction of 22 new secondary schools. A UNDP technical assistance project has also been proposed to improve secondary teaching as a complement to the IBRD loan project. The present secondary school system is already absorbing 82 percent of the present primary school output, and 95 percent of this enrollment comes from the urban one-third of the population. Obviously, to meet secondary school and ultimately higher education goals, primary output, particularly in rural areas, must be increased. Plans for improving and increasing the output of both primary and secondary education depend in turn upon the preparation of teachers, reforming curriculum and teaching aids, improved supervision, etc.

Of specific importance is the adjustment of rural education to rural life. The present primary education system has limited meaning to the subsistence peasant - both Indian and Ladino. This rural primary education project is aimed at providing a more meaningful education and thus improving the flow of qualified graduates into the higher grades.

III. Strategy

USAID/G has long recognized that primary education was not fulfilling its role in providing the trained manpower necessary for Guatemala's continued development, both internally and as a member of the Central American Common Market. However, the opportunity to effect changes, not only in attitudes but in substantive areas of curriculum, teacher training, supervision, etc. has been limited. More recently a decided change has taken place in thinking within the Ministry of Education, influenced in part by the growing maturity and influence of its own Planning Office (OPEI) and partly by the influence of AID and the international institutions who have been consulted in connection with the proposed lending program. The USAID is collaborating closely with the IBRD, UNESCO, and IDB. The several agencies have reviewed each other's plans and are in basic agreement on most issues. It is obvious to the IBRD that their secondary education loan is highly dependent upon increased and improved primary output. The IDB is faced with a similar problem regarding the university improvement proposal.

The USAID over the past few years has provided training and technical assistance to OPEI, especially during the planning stages of both this project and the projected loan. Using OPEI statistics and personnel, it was possible to demonstrate graphically that simply building more classrooms did not solve the basic problems of primary education in the rural areas, and that if such a policy continued it would result in a further waste of scarce resources. With AID assistance, the study and recommendations were elaborated into a series of charts and graphs for each municipio in the 22 departments of the country. As part of this study, every school was located and marked on 1/50,000 maps. The revised program has now been reviewed by all Ministries of the GOG as well as all departments of the Ministry of Education and representatives of the IBRD, UNESCO, CARE, and AID. The President was given a personal briefing. As a result, Ministry of Education committees for revision and improvement of curriculum, teacher aids, textbooks and teacher and supervisory training have been appointed and are working.

This project has been based on preliminary findings of the OPEI study. It is designed to provide a proving ground for experimentation in a comprehensive reform of Guatemalan primary education.

The USAID, therefore, plans to use this project to increase the already wide support given by the educational "establishment" to this revolutionary reform in primary education. One apparent immediate result of this effort has been to question the utility of one-room schools, which were strongly supported by important sections of the Ministry of Education, and which had been contemplated in the original loan request. This "one-room" concept received substantial political support because of the fact that the construction of a school in a ~~remote~~ remote community has local political appeal. The preliminary results of the study have dramatically shown that such a system not only disperses the Ministry's resources, but does not produce either literates or graduates. A one-room school in each aldea satisfies political objectives by placing more people within the educational system, but fails with respect to the educational objectives of getting people out of the system and on to the next stage. The one-room school theory is now being examined more critically in the Ministry as a result of the study.

An important aspect of the study was that it was performed by Ministry personnel. Using their own statistics, they provided the briefings to other GOG representatives and the President. A "pride of authorship" was established at an early date and the Ministry considers itself responsible for the new approach. As a result

the Ministry has agreed to provide trained and competent personnel to this technical assistance project as part of its contribution, and has further agreed to give full support to its implementation.

Because of its direct relevance to this project, the costs of the on-going primary textbook program will be included in this project. End-use of the textbooks will be an integral part of the training program in the "laboratory" schools of the project.

IV. Targets

A. Quantitatively, the project will produce four "laboratory" primary schools in rural areas.

Existing facilities will be supplemented with land, equipment and buildings for instruction in agriculture, health, nutrition, home economics, and industrial arts. Library facilities and teaching materials will be provided. A small electric plant for evening classes and pump and irrigation equipment will be provided. Students and teachers will be instructed in the maintenance and repair of buildings and equipment.

A general-purpose building for shop, adult evening classes and in-service teacher training will also be provided.

Instruction in arithmetic, natural and social science will be project-centered and based upon rural life and its improvement rather than the current urban-oriented rote learning now practiced in rural schools. Learning will be practical, much of it taking place outside the conventional classroom.

As part of the instruction, the students will carry out projects in agriculture, home economics, etc. at home. Parents and the general community will become further involved through adult evening classes and agricultural demonstrations for adults.

The existing teaching staffs on the "laboratory" schools will be supplemented by Guatemalan technicians in agriculture, health and nutrition, and industrial arts. With the technical assistance of USAID staff, their responsibility will be: 1) to train and assist the existing staff; 2) to introduce and implement curriculum change; 3) to prepare teaching syllabi; 4) to assist in evaluation of curriculum revision; 5) to instruct teachers from other schools during vacation periods; 6) to prepare courses of instruction and conduct adult evening programs; 7) to aid and direct construction of agricultural buildings.

Technicians for the experimental schools will be recruited from among Guatemalans trained in agriculture, in health, nutrition and industrial arts and from among those previously trained under AID grants and scholarships. Technicians will be provided by the Government of Guatemala.

Two teams of three technicians will be assigned: one to the "laboratory" schools in Ladino areas and one team to the "laboratory" schools in Indian areas.

A general supervisor will coordinate curriculum development, teacher training and conferences at the selected schools.

To evaluate the project two types of "controls" will be used. The first will consist of sixth grade schools in each area matched to the "laboratories" which will have the services of the technicians but will not have specially constructed facilities. Agricultural, nutrition, industrial arts and home economics instruction will be project-centered and carried on in the homes of the students. A small budget will be provided for tools, supplies, teaching and demonstration materials. The second set of "controls" will consist of sixth grade schools matched to the "laboratories", but in which no changes will be introduced. The control schools will be used to evaluate attendance, drop-out, community interest and student achievement.

The "laboratory" schools will also prepare a series of 21 supplementary primary textbooks. These will reflect curriculum changes recommended for different cultural and geographic settings and supplement the ODECA/ROCAP primary texts.

B. Qualitatively, the proposed "laboratory" schools will:

1) Elaborate and test recommended changes in rural primary school curriculum, equipment, and teaching aids, and observe the effectiveness of introducing these changes in instrumental methods.

2) Assess the problems of introducing change in different cultural settings.

3) Assess the effect of recommended changes on attendance, drop-out, and community interest.

4) Evaluate the potential role of the rural school in adult education and as a center for community development.

5) Provide centers for the in-service training of teachers and supervisors.

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By 1972, the experience gained in the "laboratory" schools will be incorporated into the loan-financed 50 regional schools throughout the Republic. It is expected that the new methods will increase primary school attendance by 42% in 1973, principally through retention beyond the 1st, 2nd, and 3rd. grades.

V. Course of Action

A. FY 1969

1. Select the first two (2) pilot school and control sites (September 1968) and establish baseline criteria for future evaluation.
2. Subject to availability, AID will provide funds for the construction of AID approved auxiliary buildings, and for experimental equipment and teaching materials for two pilot schools. Teaching materials will be provided two additional schools.
3. The Ministry of Education will supply standard classrooms and teachers in a ratio of one to 40 pupils in each of the pilot schools.
4. The Ministry of Education will supply two teams of four technicians in agriculture, crafts and industrial arts, home economics, health and nutrition. Technicians, selected with AID concurrence, will be given an orientation course in October 1968 (or prior to the opening of Pilot Schools).
5. AID will supply transportation and per diem for GOG technicians.
6. The Ministry of Education will provide a full time general supervisor who will have responsibility for directing the program in consultation with OPEI and AID and who will supervise the activities of the technicians.
7. The OPEI committees on curriculum revision and adult education will begin preparation of an experimental curriculum in July 1968.
8. The OPEI committees on curriculum revision and adult education will collaborate with the Pilot School supervisor and technicians in the implementation of an initial curriculum. (October-December, 1968).
9. The Pilot Schools will begin operation in January 1969.

10. The supervisor and technicians will meet at least once a month with the curriculum committee to study curriculum revision and improvements and to coordinate activities.

11. AID will supply technical assistance, including a short-term contract advisor in curriculum and textbook development.

B. FY 1970

1. AID will provide funds for the construction of AID approved auxiliary buildings, add for experimental equipment and teaching materials for two pilot schools. Teaching materials will be provided two additional schools.

2. The Ministry of Education will supply standard classrooms and teachers in a ratio of one to 40 pupils in each of the pilot schools.

3. The secondary group of pilot schools will begin operation in September 1969.

4. The Ministry of Education will continue to supply a supervisor, technicians and staff for the pilot schools and will

3. Continue testing, evaluation and needed revision of curriculum, textbooks and teaching aids in collaboration with the OPEI curriculum committee and AID

4. Conduct in-service teacher training for teachers in communities neighboring pilot schools (November 1970).

5. Evaluate second year of pilot school operation in collaboration with OPEI and AID.

D. FY 1972

1. The Ministry of Education will continue to supply a supervisor, technicians and staff for pilot schools and provide maintenance of buildings and equipment.

2. AID will supply technical assistance and per diem expense for 8 GOG technicians.

3. Develop syllabi for revised and tested rural curriculum with suggested teaching aids.

4. Submit for publication the tested copies for supplementary textbooks for rural schools to be financed with loan funds.

5. Conduct in-service training of teachers and supervisors selected for proposed regional rural schools.

6. Evaluate third year of operation in collaboration with OPEI and AID.

VI. Funding Requirements

	<u>FY 69</u>
A. <u>Personnel Services</u>	
1) <u>Direct</u>	(\$72,000)
Chief, Human Resources Div.	R-7 3 26,000
Education Advisor	R-3 23,000
Education Advisor	R-4 20,000
Local personnel	3,000
2) <u>Contract</u>	(\$20,000)
Short-term curriculum advisors in Primary Education	20,000

B. <u>Participants</u>		(\$5,000)
Short-term U.S. and third country training in educational planning, curriculum design, and industrial arts		5,000
C. <u>Commodities</u>		(\$39,580)
Commodities for 2 pilot schools (see annex A to budget)		39,580
D. <u>Other Costs</u>		(\$73,800)
Printing costs ODECA/ROCAP texts		35,800
Teacher training at pilot schools		26,000
Per diem for 9 school supervisors		9,000
Local travel		3,000
	Total	\$210,380

FY 70

A. <u>Personnel Services</u>		
1) <u>Direct</u>		(\$72,000)
Chief, Human Resources Division	R-23	26,000
██████████ Education Advisor	R-3	23,000
██████████ Education Advisor	R-4	20,000
Local personnel		3,000
2) <u>Contract</u>		(\$20,000)
Short-term curriculum advisors in Primary Education		20,000
B. <u>Participants</u>		(\$15,000)
Short-term U.S. and third country training in educational planning, curriculum design, and industrial arts.		15,000
Teacher training		15,000
C. <u>Commodities</u>		(\$39,580)
Commodities for 2 pilot schools (see annex A to budget)		39,580

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D. <u>Other Costs</u>		(\$38,000)
Printing costs ODECA/ROCAP texts		29,000
Local travel		4,000
Teacher training		<u>5,000</u>
	Total	\$209,580
		<u>FY 71</u>

A. Personnel Services

1) <u>Direct</u>		(\$72,000)
Chief, Human Resources Division	R-2 3	26,000
Education Advisor	R-3	23,000
Education Advisor	R-4	20,000
Local personnel		3,000
2) <u>Contract</u>		(\$20,000)
Short-term curriculum advisors in Primary Education		20,000

B. Participants (\$5,000)

C. Commodities (\$5,000)

 Commodities for pilot schools 4,000

D. Other Costs (\$67,500)

Printing costs ODECA/ROCAP texts	31,000
GOG technicians	9,000
Conferences	2,500
Teacher/Supervisor training	<u>25,000</u>

Total \$168,500

FY 72

A.	<u>Personnel Services</u>		
1)	<u>Direct</u>		(\$72,000)
	Chief, Human Resources Division	R-2 3	26,000
	Education Advisor	R-3	23,000
	Education Advisor	R-4	20,000
	Local Personnel		3,000
2)	<u>Contract</u>		(\$20,000)
	Short-term curriculum advisors in Primary Education		20,000
B.	<u>Participants</u>		(\$5,000)
C.	<u>Commodities</u>		(\$4,000)
	Commodities for pilot schools		4,000
D.	<u>Other Costs</u>		(\$34,000)

ATTACHMENT APILOT SCHOOLS

A. Buildings

1. General purpose bldg., inc. shop and auditorium	6,000.00	
2. Model home	1,500.00	
3. Storage bldg.	<u>500.00</u>	8,000.00

B. Equipment, supplies and teaching aids

1. Furniture	500.00	
2. Agricultural & shop equipment & supplies	2,895.00	
3. Natural science	140.00	
4. Home Economics	600.00	
5. Social studies	60.00	
6. Mathematics	50.00	
7. Health & safety	50.00	
8. Arts & crafts	100.00	
9. Library (books)	200.00	
10. Athletic equipment	50.00	
11. Office & duplicating	300.00	
12. Fuel & office supplies	500.00	
13. Audio visual equipment	545.00	
14. Well and pump	2,500.00	
15. Generator	500.00	
16. Miscellaneous	<u>1,000.00</u>	9,900.00

OTHER EQUIPMENT

A. 3 Harley Davidson Bobcats	<u>3,600.00</u>	<u>3,600.00</u>
		<u><u>21,500.00</u></u>

ATTACHMENT BPILOT SCHOOLSTeaching Aids and Supplies for each School

A. Agriculture:

1. Farm and industrial arts shop: tools and equipment	\$1,175.00
2. Agricultural tools	420.00
3. Demonstration equipment	60.00
4. Medical equipment	65.00
5. Seeds, insecticides, fertilizers	175.00
6. Supplies: lumber, wire, hardware for construction of small agricultural buildings and shop use	<u>1,000.00</u>
Total Agriculture and Industrial Arts	<u><u>\$2,895.00</u></u>