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9. ABSTRACT

The goals are broadly defined in the following contract objectives.

1. Advise the Ministry of Education on how to establish criteria which will serve as a basis for the creation of a viable school administration system.
2. Advise the Ministry of Education on the development of an administrative structure that provides for a division of labor, establishes levels of responsibilities and defines their respective functions.
3. Advise the Ministry of Education on how to establish and organize the various services, operational units, and other components required in the development of an effective educational system.
4. Advise the Ministry of Education on the development of an operations manual which includes the methodology to plan, program, direct, coordinate, and evaluate the work of the administrative reform committee.
5. Advise the Ministry of Education on establishing criteria for evaluating the operations of educational institutions (primary, secondary, regional centers, etc.)

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Latin American Projects in Education
PARAGUAY

College of Education

The University of New Mexico

UNIVERSITY OF NEW MEXICO
Technical Advisory Team in Paraguay

FINAL REPORT

November 28, 1973 - February 28, 1975

February 1975

BACKGROUND INFORMATION

This is the second team of technical advisors that the University of New Mexico has sent to help the Ministry of Education and Worship in its educational reform enterprise. The first team came to Paraguay under a direct contract between the Ministry and the University of New Mexico. The present contract is between USAID and the University of New Mexico. Under the previous contract there were two technical advisors--one each in educational administration and curriculum development. Under the present contract there is a technical advisor in (educational administration) and one in (curriculum development) who is also helping in teacher preparation.

An attempt was made to make the present contract programmatically a continuation of the previous contract. Both contracts were based on the help that the Ministry needed to carry out its "Plan de Desarrollo Educacional". Briefly the educational reform plan encompasses the following four phases:*

1. Curriculum development
2. Teacher preparation
3. School construction
4. Administrative reform

* The final report of the first team gives a detail exposition of the Plan de Desarrollo Educacional - 1969-1980, p. 3-8.

In order to carry out this reform the Government of Paraguay through its Ministry of Education sought financial and technical assistance from the United States Government through USAID. A Loan Agreement between the two entities was signed in 1970 and the monies were allocated. The first team came on a two-year assignment (1971-1973) while the second team came on a one-year assignment since the loan was due to expire as of December 1974. There were expectations however that new negotiations would extend the stay of the team for a second year.

The whole educational reform plan has been under the direction of Programa de Desarrollo Educacional which, including the Director, has an administrative staff as well as a team of experts in the various fields. The Programa de Desarrollo Educacional is under the supervision and control of the Consejo del Programa de Desarrollo Educacional. Both teams from the University of New Mexico were under the jurisdiction of the Programa de Desarrollo Educacional but also accountable to the USAID Mission in Paraguay.

There was a lapse of some six months between the departure of the first team and the arrival of the second. Regarding program continuation, the team found excellent conditions in the area of curriculum development. The work in curriculum building continued on a full scale after the first team left and was moving full speed ahead when the second one arrive. In fact the technical advisor in curriculum development moved into her work as if she had been the advisor the first two years. Regarding

a team of counterparts to work with, she had a team within a few days after her arrival. As far as administrative reform, it was a totally different story. When the second team arrived, the technical advisor found no evidence of continuation on any visible scale in the area of administrative reform. In contrast to the technical advisor in curriculum, the advisor in educational administration found no on-going program and actually had to wait four and one half months to get a team of counterparts to start his work.

SECTION ONE

TECHNICAL ASSISTANCE IN EDUCATIONAL ADMINISTRATION

The contract component dealing with educational administration also had a built-in program continuation factor. In the previous contract, which was directly between the Ministry of Education and Worship and the University of New Mexico, the technical advisor in educational administration was assigned to a team working on the internal reorganization of the Ministry. Among other things, the principal accomplishments of the team was the development of two alternative plans for the reorganization of the Ministry of Education.

The present contract, which is between USAID and the University of New Mexico is directed more at the field operations

of the Ministry. The goals are broadly defined in the following contract objectives.

1. Advise the Ministry of Education on how to establish criteria which will serve as a basis for the creation of a viable school administration system.
2. Advise the Ministry of Education on the development of an administrative structure that provides for a division of labor, establishes levels of responsibilities and defines their respective functions.
3. Advise the Ministry of Education on how to establish and organize the various services, operational units, and other components required in the development of an effective educational system.
4. Advise the Ministry of Education on the development of an operations manual which includes the methodology to plan, program, direct, coordinate, and evaluate the work of the administrative reform committee.
5. Advise the Ministry of Education on establishing criteria for evaluating the operations of educational institutions (primary, secondary, regional centers, etc.).

As can be seen, the contract objectives zero in on the field functions of the Ministry in broad general terms. Since they are so broad in definition any number of interpretations can be given. One can interpret the objectives from the one extreme of stream-lining staff-line relationships, define chain of command and establish channels of communication of a regimented system to the other extreme of programming-planning-budgeting process of

an administration based on a systems model. As such the technical advisor was very much in the dark as to what were his specific duties up to the time of his arrival at the post. After arrival on post, in a meeting between the Director del Programa de Desarrollo Educativo and the Chief Education Officer of the Mission, where the technical advisor was present, it was decided that the technical advisor would work on decentralization of the educational system and was assigned to the Departamento de Centros Regionales de Educación.

The government of Paraguay is a highly centralized organization and so are its ministries. The Ministry of Education is highly centralized both structurally and operationally. There are no school districts, no state departments of education or any other type of intermediate unit between the individual school and the Ministry of Education. The closest to an intermediate unit are the Zonas de Supervisión, which besides supervision of education do take in many administrative functions. There are no budgetary entities or jurisdictional units outside the Ministry. Thus the Ministry deals with each school directly in all administrative functions and the school answers to the Ministry in like manner. Of the several Departamentos in the Ministry, the only ones directly concerned with field operations are Departamento de Enseñanza Primaria, Departamento de Enseñanza Secundaria and Departamento de Centros Regionales de Educación. With the creation of a new

department, Departamento de Planes y Programas, which deals with curriculum and program development, there is some question as to the extent of its involvement in field operations. But of the three definitely involved in field operations Primaria is the largest in terms of teachers and students served; Secundaria is second largest; and Centros Regionales is the smallest. There are only four regional centers in operation at the moment and two more are projected for the near future.

Why should the Departamento de Centros Regionales de Educación then be the nucleus of the decentralization effort of the Paraguayan educational system? The answer simply is that in the Loan Agreement, Annex A, paragraph (d) a provision is made for decentralization of administrative services.

(d) Development of a plan to delegate educational and administrative responsibilities to the regional centers, to increase their role in improving supervision and teaching in primary and secondary schools in their respective zones of influence...This plan is designed to provide such assistance to rural areas on a permanent basis after the loan period.*

Even though the decentralization effort as then conceived should be through the Centros Regionales, the project itself was under the Programa de Desarrollo Educativo and under the

* Alliance for Progress Loan Agreement, Paraguay: Educational Development Program, between the Government of the Republic of Paraguay and the United States of America, October, 1970. Annex A, p. 1.

jurisdiction of the Consejo del Programa de Desarrollo Educacional.

WORK PLAN

After spending the first six weeks attempting to understand the layout of the Paraguayan educational system, the technical advisor saw the need to include in the team representatives from the Departamentos de Primaria and Secundaria besides the representative with whom he was working from Centros Regionales. The Director of Centros Regionales had been acting as counterpart to the technical advisor. While she had not been officially designated to the team, it was taken for granted that she was the counterpart representing Centros Regionales. Thus at a meeting called by her of the Directors of Primaria and Secundaria as well as the Director del Programa de Desarrollo Educacional, both the Directora de Centros Regionales and the technical advisor urged the appointment of high caliber personnel as counterparts in the team to represent Departamentos de Primaria y Secundaria. After much delay the Departamentos de Primaria and Secundaria appointed one counterpart each and another person replaced the Directora de Centros Regionales as counterpart from that department.

The first order of business was the development of a statement of operational objectives since there were no other guidelines than the general Objectives of the Plan de Desarrollo

Educacional, to work on a decentralization plan. The team developed the following work plan:

WORK PLAN

(7/74 to 12/75)

General Program Objective: To develop a plan for decentralization* of Administrative Functions in Paraguayan Education.

Stages in the Work Plan:

- I. Diagnostic
- II. Development of Alternative plans
- III. Pilot Test of One of the Alternative Plans
- IV. Development of the Final Plan.

I. Diagnostic

Objective: To describe objectively the reality of educational administration within the geography, socioculture and economics of Paraguay, which will allow:

- an objective selection of an experimental zone.
- an objective selection of administrative functions to be decentralized.
- the development of an administrative design which will be in tune with the needs of an educational system functional in the economic and social development of the country.

*The term desconcentración was used in the Spanish version because the word is less threatening than decentralization.

- to detect the expectations of educators relative to betterment of administrative practices.

- Activities:
- Development of map of academic units that will provide data useful to determine feasible zones for administrative decentralization.
 - Development of a research design to survey the legal, budgetary and real aspects of administration using the supervisors, directors of academic units and teachers in the sample.
 - Data gathering.
 - Data analysis.
 - Survey report.
 - Selection of administrative functions to be decentralized.

II. Development of Alternative Plans

- Objective:
- To facilitate the selection of a plan that will allow the execution of administrative functions with the greatest possible economy of resources and time.

- Activities:
- Development of alternative designs.
 - Preliminary testing of the alternative designs.
 - Selection of a design to be pilot tested.

III. Pilot Test:

- Objective:
- To insure that the design will allow the attainment of objectives relative to administrative functions with economy of time and resources.

- Activities:
- Selection of an administrative zone (unit) to pilot test the plan.
 - Development of an administrative training course for pilot test participants.
 - Selection of the pilot test administrative participants.
 - Training of the pilot test participants.
 - Organizing for the implementation of the pilot test.
 - Execution of the pilot test.
 - Final evaluation of the pilot test.

IV. Development of the Final Plan:

Objective: - Development of a plan for administrative decentralization of Paraguayan education.

- Activities :
- Final analysis of key factors.
 - Development of the final plan.
 - Presentation of the plan to the Authorities.

The Work Plan was presented to the Consejo del Programa de Desarrollo Educativo on June 18th and the Consejo approved it by June 25th.

ACTIVITIES

In order that the perspective within which the problems encountered and the recommendations that will be made be better understood, it is necessary to narrate the chronology of activities in which the technical advisor engaged. Most of this section are excerpts from the monthly reports submitted by him.

The technical advisor arrived on post on February 17, 1974. He started working on February 19th. All of the first week was spent in protocol meetings, conferences with the Chief Education Officer of the USAID Mission and reading materials pertinent to the job ahead. Among the materials read were:

Plan de Desarrollo Educacional 1969-1980, Ministerio de Educación y Culto, Asunción, Mayo, 1969.

Young, Robert J., Preliminary Management Survey Ministry of Education and Worship, Republic of Paraguay, Asunción, November, 1963.

Alternativas de Organización Administrativa del Ministerio de Educación y Culto, Asunción, Paraguay, 1972 [Prepared by the participants on the University of New Mexico campus].

Alliance for Progress Loan Agreement, Paraguay: Educational Development Program Paraguay: Educational Development Program Between the Government of the Republic of Paraguay and the United States of America. October, 1970.

Of the visits made by the technical advisor, probably the most significant was the one with the Director del Programa de Desarrollo Educacional. After the Mission Education Officer introduced the technical advisor to the Director, the Education Officer

asked the director whether it had been decided what was the work that the technical advisor would be doing and to whom would he be assigned. The Director replied that they had decided that he should work on decentralization and that he would be assigned to the Directora de Centros Regionales de Educación. No further explanation was made and no further orientation was given. The Director asked the technical advisor to report to his office the following morning so that he would present him to the Directora de Centros Regionales.

The following morning the technical advisor waited for full two hours for the Director to take him to the Directora de Centros Regionales. Finally, he directed the other University of New Mexico technical advisor, who is a Paraguayan, and knew the Directora de Centros Regionales to take him to the Departamento de Centros Regionales. It was obvious that the Directora was not ready to receive the technical advisor and this suspicion was confirmed later when she complained that the only communication she had had about the technical advisor being assigned to her was a telephone call from the Director minutes before the technical advisor's arrival at her office.

After briefly explaining what the Centros Regionales were, she dismissed the technical advisor and asked him to report the next day. There was a short meeting of the two and it became increasingly obvious that she did not know or did not understand

the charge given to the technical advisor to work on decentralization.

By way of getting background information, besides conferences with the Directora and some of the Supervisors of Centros Regionales, the technical advisor read the following materials:

Resolución No. 21, El Reglamento de los Centros Regionales de Educación, Ministerio de Educación y Culto, Asunción, Paraguay, 10 de Enero de 1970.

Informe Final, Centro Regional de Educación "Natalicio Talavera", Villarrica, 1973.

Memoria Anual, Centro Regional de Educación "Juan E. O'Leary", Concepción, 1973.

Memoria Anual, Centro Regional de Educación "Saturio Rios", San Lorenzo, 1973.

Memoria Anual, Centro Regional de Educación "Gral. Patricio Escobar", Encarnación, 1973.

During the next six weeks the technical advisor accompanied by the Directora de Centros Regionales visited all four Centros. The visits were very beneficial in giving the technical advisor a more profound knowledge of the structure and function of the Centros. All the time the technical advisor was trying to visualize alternatives of decentralization in a highly centralized government. As he developed some sketchy plans and discarded them, it became increasingly obvious to him that in order to have a viable plan for decentralization, representation was needed also from Primaria and Secundaria besides the counterpart from Centros Regionales. He communicated this concern to the Directora and she readily agreed.

She called a meeting of the Directors of Primaria and Secundaria and the Director of the Programa de Desarrollo. At this meeting the Directora, who by now was a fervent supporter of decentralization expressed the need for involvement of the Departamentos de Primaria y Secundaria. She urged the two Directors to name a counterpart each that would represent and have the authority to speak for the respective department. She also emphasized the need to arrive at a consensus among themselves, i.e. the Directors of Departamentos, to give the team the green light to move ahead in developing plans for decentralization.

Throughout the brief time that the technical advisor had been on the job one recurring theme always surfaced. Everybody was telling him that decentralization was a highly politically sensitive thing and very threatening to everybody from the highest to the lowest echelons in the ministerial hierarchy, with the possible exception of the Minister. So the technical advisor decided to take the bull by the horns and made a strong presentation of the following "policy" points:

- a. Decentralization is the problem of the Paraguayan educational system. At the time of the Loan Agreement decentralization was viewed as a problem that had to be resolved. If it is no longer viewed in the same light, that point should be clarified.
- b. Decentralization should be achieved within the ambience of Paraguayan education and not imported

from the outside.

- c. The plans for decentralization should be developed and implemented by Paraguayan educators.
- d. The role of the technical advisor is (1) to give technical advise relative to his charge, (2) help in developing ideas by making suggestions, (3) help in developing plans and procedures for implementing those plans, and (4) asses the work being done by the team relative to his charge.

At this point the technical advisor presented a model for decentralization, using the Centros Regionales as the administrative unit. There was general positive reaction to the organizational structure and flow of activities in that model, but most were non-committal to the points made above. There were complaints as to how to finance counterparts. It was agreed that the request made by the Directora of Centros and the technical advisor should be referred to the Consejo del Programa. It was also agreed that the Director General be informed of the outcome of the meeting. The technical advisor did not readily understand the need for all this protocol and to him it only meant delays.

And delays there were. In the May report the technical advisor filed the following account of his activities:

Delays in making decisions by the authorities above the team has prevented the team from advancing in its work even to the point of not yet developing a work plan. It is for the record that I am submitting a chronology of the decisions that have been made and those that are still pending. One must start this chronology with the special meeting of the Consejo del Programa, on April 26th. At this meeting the authorization was given to the directors

of Primaria and Secundaria to name one counterpart from each of the departments who together with the Director of Centros Regionales would compose a team of three to work on a decentralization plan with the technical advisor, Dr. Ulibarrí. At this meeting a stipend was also authorized for the three counterparts to commence as of the time when the team would start functioning.

The first delay occurred in the two departments naming the counterparts. The Director of Secundaria had some trouble in releasing someone of high caliber from administrative duties but he finally named Miss Margarita Godoy. The Director of Primaria submitted two names to the Minister and finally Mrs. Ena Villalba was named. Mr. Jorge Centurión (Director of the Programa) brought Miss Godoy to introduce her to the team on May 8th. At that time Dra. Ruiz Pavetti (Directora de Centros Regionales) informed the team that a representative from Primaria had been selected and that she should come on board as of Monday 13th. Since May 14th and 15th were official holidays it was decided that the first official meeting of the team would be the following Thursday, May 16th.

In the meantime on May 10th Dra. Ruiz Pavetti directed a communication to the Director of the Programa, asking the Consejo that the group be integrated officially through a resolution by the Minister. Subsequently on May 23rd, the Consejo took the action of requesting a ministerial resolution to this effect. The delay here was caused by the absence of the Director of the Programa who was out of town on official business.

On May 28th, the team was informed that the Minister was not in accord with having Dra. Ruiz Pavetti serve as a counterpart from the Department of Centros Regionales since she was the director of that Department and the Minister wanted to have the counterparts serve in the team on a full time basis. A meeting was called of the Directors of Primaria, Secundaria, Centros Regionales de Educación, the Director General and the Minister to resolve this issue for May 29th. There was no agreement reached at that meeting and a subsequent meeting for the following week would be called at the Minister's discretion. As of today the meeting has not been called and the resolution has not yet been signed.

On the 18th of June the technical advisor called the Director del Programa and he was informed by the Director that the

Minister had selected Mrs. Luz P. de Rojas as replacement to the acting counterpart from Centros Regionales, the Directora of that Departamento. But the month of June was one of inactivity as the technical advisor's monthly report indicates.

The month of June was one almost of total inactivity on the part of the technical advisor. The delays reported in last month's report continued until the very end of the month. On the 18th of June Lic. Luz P. de Rojas was named as the counterpart representing Centros Regionales. However, because of the sad experiences we had in getting started without a Ministerial Resolution, we decided to wait to get started until the Minister signed a resolution making the team an official group. The Minister did not sign the resolution until June 28th.

What little we did as a team was to talk informally about the work that needed to be done and possible plans and strategies by which we would do it. I took off every now and then on educational administration theory and practice feeling that whatever orientations I could give the team in this regard would be worthwhile later.

It was not until the first week of July that the team, from then on officially known as the Equipo Técnico de Administración, started working as a unit. During the next two weeks the work plan presented above was developed and it was presented to the Consejo del Programa de Desarrollo Educativo on July 18th. The Consejo did not act on the work plan until July 25th when it approved it without any changes.

In order to gain time the team had already started working on a research design for the survey called for in the work plan even before the Consejo had approved it. By the first week in August the team was already working on data-gathering instruments. Several approaches to data gathering were discussed but it was finally

agreed that a questionnaire would be used. This would be supplemented by an open-end interview with key personnel. At this time in consultation with the personnel from CAES (Centro de Adiestramiento en Servicio), who have had much experience with Paraguayan educators in precisely open-end interviews advised the team strongly against using the open-end interview technique. In their judgement, the open-end interviews would yield questionable data since the subjects knew that if they gave adverse data, i.e. adverse to the wishes of their superiors, they could easily be identified. In their experience in interviewing educators, the educators tended to give only information that favored their superiors or gave what they thought their superiors would like to hear. So it was decided to abandon the open-end interview in favor of a structured questionnaire where the anonymity of the subjects would be more easily guarded.

The CAES team also strongly suggested that in order to have the educators respond more sincerely to the questionnaire, it was necessary to have expressed approval from the higher authorities. Otherwise they said the respondents would answer in terms of what they thought the authorities above would want them to answer. In order to get this approval they further suggested, it would be necessary to sensitize the authorities from the Minister down the line to the Supervisors regarding the nature of the survey and its usefulness. Since the survey dealt with many potentially sensitive

areas in the administration of schools in the field and their relationships with the Ministry and other power blocs, and since no other survey of this nature had been done before, it was decided that the process suggested would be followed. The time table projected in the plan, of course, would have to be readjusted again because of this new delay.

On the 12th of August, Dr. Ronald Blood from the University of New Mexico started working on a short-term assignment with the team. During the three weeks with the team, the whole research design was reviewed and modified and the questionnaire was polished. With minor revisions the questionnaire was ready for final typing and duplication by the time that he left. He also helped with the analysis design. Together with the technical advisor, he helped developed alternative administrative models suitable for decentralization.

By the end of the first week in September, the team was ready to start interviewing the officials in the Ministry for the purpose of sensitizing them to the nature of the survey. At this time the technical advisor left for a two week campus consultation to the University of New Mexico but the counterparts were to conduct the interviews with the various Ministry dignitaries. They interviewed the Director General and the Directors of Departamentos de Primaria, Secundaria and Centros Regionales.

During the interviews numerous suggestions were made by

the Directors, most of which the team felt obligated to incorporate into the survey. The suggestion that caused quite a problem was the one where many of the Ministry personnel did not think that the sample was "representative" enough. Some suggested that the areas along the frontier with Brazil and Argentina should be included in the sample because these presented special problems. Others suggested that the sample should include some areas of the Chaco. Others thought that the sample should be drawn on a national level. Whatever the suggestions, by the time the technical advisor returned from the University of New Mexico, the counterparts were convinced that the original sample, namely, the four Regional Centers plus the surrounding schools up to 30 kilometers radius, was not representative enough and they wanted to embark on a national survey.

After discussing the situation with the USAID Education officer it was decided to proceed with our expanded survey. The technical advisor felt that the best way to sell the Ministry on administration decentralization was to provide it with a document which takes a critical look at its field operations. The survey would furnish the base data necessary for whatever reforms the Ministry decided to implement.

The technical advisor felt that throughout his assignment little enthusiasm and encouragement had been manifested by Ministry personnel toward administrative decentralization. There was evidence of opposition to the project on the part of some

Ministry officials but such dissent was never officially communicated to the technical advisor. Formally the Minister and his Directors have expressed a desire for administrative reform of field activities and after much delay counterparts were provided which at least on the surface indicated some interest in the project on the part of the Minister. The delays encountered may be interpreted as normal inside politicking and bungling in decision making on the part of the Ministry instead of deliberate obstruction regarding decentralization.

The work of sensitizing the Ministry officials had not yet been completed and the next meeting was with the Minister. He went through the questionnaire item by item, asking numerous questions and probing into the reasons for certain questions. He made a few suggestions. Finally he said that as far as he was concerned the survey should be conducted but the final word rested with the Director General. The Director first thought of submitting the question to the Consejo del Programa de Desarrollo but later decided to have the Directors of Primaria, Secundaria and Centros Regionales help him make the decision. So a meeting was called of these department directors to have the team once again explain the nature of the survey to them.

To the technical advisor all this ceremony of presenting the questionnaire and seeking permission to conduct the survey seemed utterly ridiculous and, of course, time consuming. The

Consejo just a couple of months earlier had approved a work plan that included the proposed survey together with its objectives and purpose. Now the scope was being enlarged but the purpose remained the same as spelled out in the work plan. The Directors being called had already gone through the questionnaire once item by item and the suggestions that they had made had already been incorporated into the revised questionnaire. The technical advisor's objections notwithstanding, the meeting was called for October 17th.

At this meeting the purpose of the survey was spelled out. Reference was made to the rationale for the selection of the areas to be surveyed. Then the questionnaire was presented to the body assembled item by item. At the presentation there were comments of approval. The participants mentioned various incidents related to some area or another of the survey. Again there were some suggestions made, which were taken in the nature of a command by the team which meant that incorporating them into an otherwise finished questionnaire necessitated the revision of the instrument.

The sample was described and the rationale for the selection of the sample was given. All approved of the sample with the exception of Secundaria. The Director of the Department objected because the private colegios had not been included in the sample. He felt that since well over 50% of the colegios in

the country are private, in order to have a well-rounded view of the administrative practices in the field, it was necessary to include them in the sample. He finally agreed that to include the private colegios in the sample would render the survey rather unwieldy.

The blow to an otherwise smooth meeting came when the time schedule for conducting the survey was discussed. The technical advisor had been led to believe that the team could count on the whole month of November to carry out the survey. The Director of Secundaria stated that the exámenes de fin de año would start by November 4th and would continue until the end of the school year. If the team wanted to conduct the survey in Secundaria it better be completed by November 4th. This gave the team exactly three weeks to revise the questionnaire, duplicate it, assemble a team of investigators, and gather the data. It seemed at the moment an impossible task. Another logistical problem also arose with Primaria. The team had been counting on using the Supervisors from Primaria to help coordinate getting the directors and teachers to central locations to have the questionnaire applied to them. It was learned there that the supervisors would be at the Instituto Superior de Educación for a two-week workshop starting the following Wednesday. Also the end of the year examinations in Primaria would be starting by November 11th and would continue for two weeks. The survey as far as Primaria was concerned had

to be finished by then or else wait until the end of November and then it would have only two weeks before the closing of schools.

From this time on the activities were all directly related to the job at hand. The data were gathered within two weeks time. Extra help both from Secundaria and especially Primaria made this feat possible. The Programa de Desarrollo was extremely helpful in advancing materials for the duplication of the questionnaire. It also provided some of the transportation needed. Transcribing the data from the questionnaire to data sheets started late in November. The analysis of the data and writing of the report (all of which was being done as a team effort) started about the middle of December. Delays on the part of the counterparts prevented finishing writing the report by the time the technical advisor's tour ended. He will write a report of the survey from the information and data he has available and will submit a single copy to the Mission's Chief Education Officer.

EVALUATION

When the technical advisor agreed to the assignment, he was quite in the dark as to what was the true nature of work with the Ministry of Education. Even so, to him the goals as stated in the contract seemed rather ambitious for a one-year contract. He was told that there were strong possibilities of an extension for another year. Up to the time of the development of the work

plan there seemed to be these possibilities. The work plan was discussed at length with mission officials before it was finalized. The time table of the work plan flowed over a two-year period and the Mission Chief Education Officer agreed to the plan. Within the work plan the attainment of all the goals as stated in the contract was clearly visualized. However, because of the many delays as indicated above the time table never was viable and these delays impaired the attainment of the contract goals.

Had the Ministry of Education had a clear-cut view of what it wanted to do and had it assigned the technical advisor to a charge directly concerned with its goals it would have also been possible to attain most of the contract goals. Instead the technical advisor was given the global charge of decentralization with the Ministry providing little or no orientation and offering very little cooperation and incentive toward the attainment of decentralization.

Thus it must be flatly stated that as far as educational administration the contract goals have not been attained. The only success that can be claimed by the technical advisor is the survey that was made in administrative field practices in Elementary, Secondary, and Centros Regionales educational levels. This survey will, however, provide the basis for recommending administrative reforms and if these reforms are carried out that could have a lasting positive impact on the future operation of the Ministry.

RECOMMENDATIONS

The technical advisor has no technical recommendations to make to the Ministry of Education. A suggestion may be in order, however, and that is that the Ministry of Education plan ahead on how to use technical advisors. It must be understood that even though a technical advisor may have expertise in his area of assignment, only the Ministry can fully appreciate and be aware of its internal problems, dynamics and functional structure. Thus only the Ministry can really know the kind of help it needs at least in the initial phases of the assignment. Through preplanning, exchange of ideas, and continuous evaluation and feedback much can be gained from the help of a technical advisor. Without these ingredients the work of the technical advisor is unproductive and only the Ministry of Education stands to lose.

To the USAID Mission the technical advisor wishes to suggest that a more affirmative support be given to the technical advisor especially during the first few months of his tour. Continuous dialogue, information exchange and evaluation of the situation is needed in order to keep on target especially when the entity being helped lacks vision and often vested interests of its members divert from the efforts of reform. The Mission must recognize that the technical advisor is totally divested of power. His only power is to suggest. Often the technical advice given or the direction of the reform rubs against the vested

interests of some bureaucrat in the organization who skillfully proceeds to block and even thwart the efforts of the technical advisor. It is in situations such as this that affirmative support of the project supervisor and the Mission itself is urgently needed by the technical advisor.

To the University the technical advisor wishes to recommend again a more affirmative support of its experts in the field. The University should continuously assess the work of the team in the field. There is much weight through contractual agreements that a University can give to its field team. Such precautions should be taken whereby the professional safeguard of the team is guaranteed and the integrity of the University is held in high esteem.

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SECTION TWO
TECHNICAL ASSISTANCE IN CURRICULUM AND TEACHER TRAINING

BACKGROUND

In July 1971, the University of New Mexico started providing technical and professional assistance in the fields of curriculum development and teacher training to the Republic of Paraguay, in accordance with the terms of a contract between the Ministry of Education and Worship and the University of New Mexico. A Curriculum specialist, assisted by other short-term advisors, worked together with the Program for Educational Development from August 1971 through June 1973. During this period, specific steps were taken regarding the planning, preparation, and implementation of the new curriculum designed for the primary, secondary and normal schools. This effort resulted in the following achievements:

- Development of plans of study for primary and secondary schools, i.e. the definition of the scope and sequence of the program contents
- Development of the programs of study for the first cycle of primary education.
- Implementation of the new first grade curriculum in experimental schools with the prior training of the teachers in charge of the experimentation.
- Preparation of programs of study for teacher training at the superior normal school level.

In July 1973 the curriculum technical advisor completed his assignment and returned to the U. S. In view of this development and since the technical assistance service program was still in effect, it was deemed necessary to recruit a new advisor. This position was filled in January 1974. In the meantime the Program for Educational Development continued operating and began working in the programs of study for the second cycle of the primary schools: in accordance with the plan guidelines set forth by the writer.

OBJECTIVES

The new contract (AID/la-C-1031) was designed to provide continuity to the existing program by offering the same type of technical assistance services that the Contractor (The University of New Mexico) had been offering during the past two years. The project centered on providing assistance to the Ministry of Education in order to implement a program designed to improve the primary and secondary public school system.

The Contractor was to offer, as needed, technical services to the Ministry of Education and related agencies in order to assist in the implementation of the curriculum reform stipulated in the Plan for Educational Development in Paraguay, 1969-1980.

The Contractor was to provide the following specific services in connection with the implementation of the curriculum reform plan:

1. To advise the curriculum technical team of the Program for Educational Development in the preparation of programs of study for the second cycle of primary education (grades 4-6), for general education at the junior high school level (grades 7-9) and for teacher training at the superior normal school level.
2. To assist the Ministry of Education in the planning, organization and follow-up of the teacher education activities connected with the implementation of the new curriculum (grades 1-6).
3. To advise the Ministry of Education in the development of training courses for primary school teachers.
4. To assist the Ministry of Education in the development of specialized courses to train the teachers who will implement the reform plan. These teachers will become specialized in educational fields such as industrial arts, home economics, kindergarten, etc. This aspect will also provide for the training of administrators and other auxiliary personnel.
5. To advise the Ministry of Education in the development of an annual work plan and in the implementation of the new curriculum.
6. To provide technical assistance to the Ministry of Education and to the team in charge of research regarding the methods to be used in evaluating the new programs as these are implemented by the experimental schools involved.
7. To assist the Ministry of Education in the creation and organization of a curriculum department.

8. To consult on a regular basis with USAID officials concerning the project and the planning and implementation of the curriculum development and teacher training programs.

WORK PLAN

The plan and scope of work prepared by the curriculum advisor in consultation with her three counterparts from the Ministry of Education (coordinators in charge of primary education, secondary education and teacher training, from the Department of Planning and Programs-Curriculum), as per contractual agreement, includes the activities listed in the following schedule:

1. To advise the Curriculum Department in the development of an annual work plan. February 1974
2. To assist the Curriculum Department in the revision and completion of the programs of study for the second cycle of the primary level (grades 4-6). February 1974
3. To assist the Curriculum Department in the selection of members for the committees in charge of curriculum development for general secondary education. March 1974
4. To advise the Curriculum Department in the revision of the plan for March 1974

commercial education at the secondary level.

5. To assist the Curriculum Department in the planning and organization of an orientation course dealing with the the preparation of programs of study for general secondary education. March-April
1974
6. To assist the Curriculum Department in the completion of programs of study for the training of primary school teachers at the superior normal school. March 1974
7. To advise the Curriculum Department in the development of a follow-up program for the implementation of the new programs of study for teacher preparation. March 1974
8. To advise the Ministry of Education and pilot personnel on the new curriculum and its implementation in the experimental schools which were designed to that effect (grades 1-2). During the
school year
and especially
in July and
December 1974
9. To advise the Curriculum Department in the preparation of scope and sequence charts for the second cycle of secondary education (humanities, sciences and commercial education and the general plan for technical vocational education). May 1974
10. To assist the Curriculum Department in the preparation of an evaluation procedure for the new primary school teacher training curriculum. May 1974

11. To advise the Curriculum Department in developing the programs of study for the first cycle of secondary education (basic cycle):
- First year: May-June 1974
 Second year: July-August 1974
 Third year: September-October 1974
12. To assist the Curriculum Department in the revision of scope and sequence charts for the second cycle of secondary education. June 1974
13. To advise the Curriculum Department, in cooperation with World Bank experts, in preparing scope and sequence charts for industrial education. July-September 1974
14. To assist the Curriculum Department in the revision of scope and sequence charts for industrial education. October 1974
15. To advise the Curriculum Department in the evaluation of the new agricultural education and teacher training programs as these were implemented in the experimental schools.
- Phase 1 July 1974
 Phase 2 December 1974
16. To advise the Curriculum Department in the development of teacher training courses for primary school teachers (grades 4-6). December 1974-
January, February 1975

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| 17. To advise and provide technical assistance in the programming and implementation of teacher training programs for middle level basic education teachers. | January-
February 1975 |
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ACTIVITIES

In accordance with the work plan that was adopted, the Curriculum advisor and the technical team of the Department of Plans and Programs carried out the following activities:

1. Revision and completion of the programs of study for the 4th, 5th and 6th grades of the primary level. It was necessary to provide special assistance to the team in charge of revising the program on communication. The operation and implementation of these programs will be one of the main topics in the training program to be held in the summer of 1975.

2. Follow-up sessions, support and evaluation of the implementation of the new curriculum for first and second grades of primary education.

These sessions took place in July and December 1974 and were organized by the Ministry of Education and by the In-Service Training Center.

The information collected during these evaluation sessions underlines the need to revise the program content mainly in the

areas of music, mathematics and language (linguistic patterns) and/or the urgent priority in organizing intensive training sessions dealing with the teaching of these areas.

In 1974 the new curriculum for first and second grades was implemented in 226 experimental grades with a total of 9,385 pupils. In charge of this task were one hundred and fifty four teachers and one hundred and two principals who had previously attended a summer training program in 1973 or 1974. The 99 schools with experimental grades are located in the Departments [States] of Concepción, San Pedro, Cordillera, Caaguazú, Itapúa, Misiones, Paraguari, Neembucú, Alto Paraná, Amambay and Capital.

3. Planning for the implementation of the new curriculum in 1975. It was decided to continue implementing it in the third grade of all the experimental schools and also to extend it to the fourth grade in schools used as laboratories by the teacher training institutes.

4. Preparation of a method for the evaluation and promotion of both cycles of primary education and of the basic cycle at the middle level. This document will be applied next year.

5. Organization of a guidance seminar for the professors in charge of the curriculum for the humanities and commercial education at the high school level (bachillerato). Guidance was offered to the members of the commissions in charge of preparing the programs of study for the basic cycle at the middle

level. With the exception of a few, the writers who prepared the programs for the basic level were those who developed the curriculum for the second cycle of the primary level.

The commissions in charge of developing the basic and high school (bachillerato) programs worked under contract. Each commission worked independently, based on pre-determined scope and sequence plans with regard to the program content. The Curriculum advisor expressed her opinions about the programs and made suggestions regarding their revision.

6. Revision of the commercial education plan at the high school level (bachillerato) and of the agricultural education program at the basic level.

7. Selection of pilot secondary schools for the implementation of the new curriculum for the basic cycle at the middle level.

Orientation meetings for school principals who will be in charge of implementing the new curriculum for the first basic cycle level in 1975.

8. Planning and organization of training courses in connection with the implementation of the new curriculum for teachers, principals, and supervisors involved in primary education and in the basic cycle of the middle level. These courses are to be held in the summer of 1975.

9. Completion of the educational programs for the curriculum of the new institutes for teacher training at the tertiary level. The implementation of the new curriculum (first course) was started in the eleven institutes which were created for that purpose and also in the Instituto Superior de Educación.

10. Planning of the distribution of work for the semester for the methodology and program content courses.

11. Follow-up and backstopping program for the implementation of the new teacher training curriculum. This advisor made a total of nine visits to teacher training institutes accompanied by officials from the Departments of Teacher Training, Plans and Programs and Regional Centers of the Ministry of Education and Worship.

12. Preparation of an evaluation guide for teachers.

Preparation of a guide for the evaluation of courses in the teacher training institutes.

Development of a grading system for teacher training institutes. After their approval, these guides and system were implemented immediately.

13. Organization of two one-day sessions to evaluate the operations of the teacher training institutes at the tertiary level. These sessions were held in July and December 1974.

Preparation of a questionnaire and a survey on the new teacher training curriculum and on the pilot institutes.

The data collected from the survey and the recommendations made during the December sessions will constitute the basis for the revision of program content, schedules of classes, and other aspects of the new curriculum.

14. Planning of methodology courses for the instructors of the teacher training institutes. These courses will be held in March 1975.

15. Participation, together with department directors of the Ministry of Education, in study and discussion sessions dealing with matters related to the various educational innovations.

16. Meetings for consultation and work with Ministry of Education officials and with personnel from the Agency for International Development, University of New Mexico, UNESCO and In-Service Training Center.

17. The Curriculum advisor also took part in other activities which were not included in her work calendar but that helped her to get acquainted with different groups of educators and which resulted in discussions of professional interest such as:

- Attendance at the Seminar on Educational Reform in Paraguay sponsored by the Asunción Educational Association. During this seminar, the writer delivered a lecture on the Paraguayan educational structure.
- Lecture on evaluation delivered during a meeting organized by the Association of Private Schools of Paraguay.

- Attendance at the inauguration of several schools in Caaguazú including the Instituto Superior de Educación.

18. The Curriculum advisor had to decline several offers to work for universities. The Deans of the School of Philosophy at both the Catholic University and the National University, asked the advisor to teach courses in their respective institutions. Unfortunately, the advisor could not accept these offers because she did not have a means of transportation (the courses were taught in the evenings) and because her supervisors suggested that she should concentrate on the program stipulated in the contract.

EVALUATION

In comparing the technical services that the curriculum advisor was to render, the activities in which she participated with the curriculum technical team, and the achievements attained, it can be concluded that these services were useful to the Department of Plans and Programs. As was mentioned before, when the Curriculum advisor initiated her duties in January 1974, the program of activities outlined in the first stage of the educational reform plan was already in operation. The programs for the second cycle of primary education were almost ready. The general guidelines for the basic cycle program had been set forth. The advisor had to accept this situation and provide technical assistance within this frame of reference. Three counterparts were assigned to work

with the curriculum advisor: the coordinators in charge of primary education, secondary education (grades 7-9) and teacher training of the Department of Plans and Programs.

The calendar of activities of the teacher training section was expanded starting in May. During this period the newly-appointed general coordinator of the Teacher Training Department requested the technical services of the curriculum and teacher training advisor. Since then, the advisor worked with the two teacher training coordinators.

After a year of intense activity by the technical team of the Program for Educational Development, the programs for the following educational levels were completed: second cycle of primary education (grades 4-5-6); basic education at the secondary level (grades 7-8-9) and teacher training at the tertiary level.

The new programs continued to be implemented on an experimental basis in the first and second grades of primary school. The new higher-level teacher training institutes also started operating. Follow-up, support, and evaluation sessions on the new curricula were conducted. The information gathered could be used for future revisions. Guides, evaluation and grading systems were completed for experimental primary and secondary schools and for teacher training institutes.

Task No. 4 of the Contract was not carried out.

The Instituto Superior de Educación (ISE) is in charge of training specialized teachers with the technical assistance of UNESCO. However, whenever a certain project would involve all the teacher training institutes the ISE staff would work in conjunction with the the UNESCO experts.

The implementation of task No. 7, stipulating technical assistance for the creation of a curriculum department was no longer necessary. This department, named Department of Plans and Programs, was created in January 1974.

Working simultaneously with three counterparts proved to be a heavy load. Each counterpart had an extensive program of activities to carry out. The replacement of one of the counterparts, the primary education coordinator of the Department of Plans and Programs, which took place in April-May, resulted in a certain set back, especially in the revision of the program of communication for grades 4, 5, 6.

GENERALIZATIONS AND RECOMMENDATIONS

The Department of Plans and Programs of the Ministry of Education is functioning. Its technical staff should be reinforced with advisors in the areas of Language Arts, Bilingual Education, Plastic Arts and Music.

The new programs are ready. A follow-up and implementation team should be organized to assist the supervisors, principals

and teachers. It is advisable to train the teachers in specific areas of the curriculum by means of short-term content-area workshops.

The functions of supervision should be redefined in light of the educational realities and not exclusively from the administrative viewpoint. There should be full involvement in research, evaluation, and revision of the programs of study in order to find clear and concrete evidences that the programs are effective for the attainment of the goals set forth by the educational reform in order to determine if they are to be adopted permanently. It would be advisable to start the revision using the data gathered during the sessions of evaluation and the results obtained in the teacher training survey.

The new curriculum is being implemented gradually but slowly. It is necessary to accelerate its implementation lest the initial interest and thrust be lost and in order to involve all the schools and so that the school population receive benefits from the curriculum implementation within the period agreed upon.

Teacher training is now based on secondary education (bachillerato). It is necessary to direct and update the training of teachers toward subjects which are directly related to education, such as pedagogy, general education, special methodologies and educational psychology, without placing all the emphasis on those subjects which deal with the foundations of education and program content.

To offer the teachers of teachers (in-service training instructors) the possibility of participating in an intensive and up-dated training program in areas such as general and special methodology and educational psychology.

Higher education status should be granted to the teacher training institutes; programs and class schedules should be shortened so that teachers and students have more time for study, research and writing of publications.

The awareness of duties and individual responsibilities gives one a sense of security as well as the feeling of belonging to a group within which he or she can work effectively. It is advisable to prepare a document specifying the duties of the coordinators in charge of teacher training as well as the duties of the coordinators in charge of the preparation, revision, and implementation of the curriculum.

The advantages of having secretarial services are obvious. Unfortunately, this advisor had only partial help in this respect. The rendering of technical advisory services would be facilitated to a great extent with the help of a permanent bilingual secretary.

FINAL OBSERVATIONS

The accomplishments included in this report were made possible thanks to the assistance of the curriculum technical team and of educators from other departments of the Ministry of

Education. The advisor considers this a valuable professional experience which gave her the opportunity to contribute to the educational reform effort in her country.

It may also be appropriate to point out here several aspects of a certain negative nature experienced by the Curriculum advisor, such as the lack of a personal vehicle which would have facilitated her professional and personal activities such as the attendance at workshops, visits to educational institutions, etc., and which would have enabled her to participate more actively in local cultural and social events.

The contract duration did not justify the acquisition of a vehicle at the advisor's expense.

Another development that should be mentioned is the delay experienced by the advisor in receiving her personal effects. These were shipped at the beginning of the year and they reached their destination in October.

Submitted by
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