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INSTITUTO DE INVESTIGACIONES Y MEJORAMIENTO EDUCATIVO

PROGRAMA INTERUNIVERSITARIO DE LA UNIVERSIDAD DE SAN CARLOS DE GUATEMALA Y MICHIGAN STATE UNIVERSITY

**EDIFICIO CENTRAL
CIUDAD UNIVERSITARIA
GUATEMALA, C. A.**

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FINAL REPORT

PROGRAMA INTERUNIVERSITARIO

**of the University of San Carlos of Guatemala and
Michigan State University of East Lansing, Michigan**

June 29, 1962 - September 30, 1964

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FINAL REPORT

PIO/T 899-E-66-AB-3-29039 REPAS Contract No. 7

**PROGRAMA INTERUNIVERSITARIO
of the University of San Carlos of Guatemala and
Michigan State University of East Lansing, Michigan**

June 29, 1962 - September 30, 1964

Prepared by: Karl T. Hereford, Project Leader

Date: September 30, 1964

PREFACE

The MSU/REPAS contract covered the period from June 29, 1962 through June 28, 1964. Work was initiated in Guatemala on August 1, 1962, and completed June 28, 1964. This report summarizes the results of Contractor's performance during that period.

On June 26, 1964, the contract period was extended by AID through September 30, 1964. The extension afforded Contractor additional time to complete some of the analyses of data and to print certain of the results of study produced during the original contract period.

This final progress report is divided into two basic parts:
(1) a brief summary of two years' contract performance and
(2) a series of detailed appendices upon which the summary is based.

Title: PROGRAMA INTERUNIVERSITARIO of the University of San Carlos of Guatemala and Michigan State University of East Lansing, Michigan

Contract No. 7: PIO/T 899-E-66-AB-3-29039

Report Period FINAL REPORT
June 29, 1962, and June 28, 1964

Purpose of Project:

The purpose of the PROGRAMA INTERUNIVERSITARIO and of this contract was to establish in Central America a regional program of educational research and planning assistance services to serve the national autonomous universities and government educational ministries of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua.

The PROGRAMA INTERUNIVERSITARIO was carried out by the Institute for Educational Research and Improvement (IIME), a non-governmental, interuniversity enterprise co-founded in 1961 and co-governed by the University of San Carlos of Guatemala and Michigan State University of East Lansing, Michigan. The offices of IIME (Instituto de Investigaciones y Mejoramiento Educativo) are in the Central Building (Rectoria) of University City, Guatemala.

The REPAS contract provided the principal support for the Institute's PROGRAMA during a period of two years: funds for the PROGRAMA were provided IIME through this contract with Michigan State University.

Why IIME was Created

Two broad generalizations are pertinent regarding education in Central America: (1) it is unplanned and inadequately organized, staffed and financed, but (2) its ailments have not been defined or diagnosed sufficiently to permit comprehensive and long-range planning of corrective measures.

IIME was created (1) to study and diagnose and (2) to generate leadership among government agencies and universities for the improvement of education in Central America. IIME was also created by USCG and MSU as a joint methodological experiment to determine if two culturally different institutions could collaborate successfully, within a complex political environment, to promote educational improvement regionally in Central America.

Design and Development of PROGRAMA

The Universities invested several months of intensive study and preliminary planning in the design of their joint enterprise. They wished to accomplish these aims: (1) to conduct an intercultural experiment of benefit to both Universities; more important, (2) to avoid those traditional obstacles to educational improvement that are created by the political environment of Central America, specifically, the tendency to pit university and government as antagonistic instead of as complementary sectors of education; and (3) to enable the USCG, despite major political obstacles, to make use of resources provided by the Government of the United States.

IIME's work, organization, and administration were designed very deliberately with these ends in view. The pattern chosen was a permanent, co-governed interuniversity enterprise in explicit preference to such an alternative as a temporary, government-sponsored, university-conducted project of technical assistance. It was chosen although it required major concessions by each university, specifically the surrender (to the Interuniversity Board) of a portion of institutional autonomy--a concept as jealously guarded by one university as by the other, and perhaps over-emphasized in Latin American institutions. It required MSU to accept fiscal responsibility for contract performance while fiscal control rested with an Interuniversity Board.

The fact that the USCG brought IIME into being in this way-- despite the major concession of its autonomy--speaks eloquently for the professional foresight, courage and inventiveness of IIME's local leadership in particular. That leadership correctly gauged possibilities within the USCG and within the tenuous educational community that is being developed in Central America. The USCG judgment was vindicated when IIME came to be accepted within the University; accepted by and incorporated into the plan for integration of the loose confederation of national universities in Central America; and accepted by the other major educational agencies, institutions and organizations in the region.

It may now be noted that the collaborative nature of the undertaking has had major significance in the early success of the Institute, and it remains highly significant. USCG's identification with the enterprise made the Institute acceptable among, and guaranteed entree to, the educational and political forces within Central America. MSU's roles as contractor and partner in this milieu of complex relationships had two advantages: (1) they made U. S. Governmental financial support palatable and feasible within the USCG and (2) they brought competency into those aspects of program definition and work in which USCG and other Central American personnel lacked experience.

Summary of Results of Contract Performance

During the two-year contract period, these results were obtained:

1. IIME was formally established as a unit administratively responsible to the office of the Rector of the University of San Carlos of Guatemala.
2. IIME's Interuniversity Governing Board--comprised of three chief officials from each University--established the broad policies for the PROGRAMA, designated co-directors, approved appointment of personnel, and approved IIME's budget and program of activities. At appropriate times during the contract period, the Interuniversity Governing Board evaluated IIME's progress. The Board convened on five occasions during this period.
3. IIME's staff was recruited from several educational institutions and agencies. These included:
 - University of Costa Rica
 - University of San Carlos of Guatemala
 - University of Honduras
 - University of Nicaragua
 - Ministry of Education, Republic of Guatemala
 - University of Puerto Rico
 - Pan American Union
 - Michigan State University
 - University of Michigan.
4. During the contract period, IIME employed 73 different persons to staff short-term and long-term positions.
5. IIME undertook twenty-four basic studies in the fields of Higher Education, Secondary Education, Technical Education, Teacher Education, and Special Education and Rehabilitation. Each of the comprehensive studies was conducted in the five Central American Republics that constitute IIME's service area.
6. Approximately 120 working papers were produced from the studies; 23 of these were published during (or will be published subsequent to) the contract period.
7. IIME also sponsored nine independent but related studies; these were carried out by Central American researchers and research institutions as part of IIME's mission to foster educational research in Central America.

8. Five doctoral dissertations were undertaken under IIME direction and six theses leading to the licenciatura (the highest degree offered by a Central American university).
9. IIME also undertook the formal training of four research assistants and of two research associates. Of these--following a year of formal study and research--two became university professors; one, a principal assistant in the UNESCO organization in Central America; another, the Director General of Education of the Guatemalan Ministry of Education; the two associates were retained by IIME as principal researchers.
10. IIME also undertook, upon appropriate request, a limited number of planning assistance projects; among these were:
 - Overall university planning of the University of Costa Rica;
 - Initiation of a comprehensive self-study by the University of San Carlos; and
 - Development of a regional plan for the preparation of secondary school teachers, in collaboration with the five Ministries of Education and the seven university-level training institutions in Central America.
11. IIME provided basic information and--upon request--advisory assistance to some twenty-five agencies and institutions, including U.S. and other foreign universities, international agencies, and government missions.
12. IIME established in its offices in Guatemala a professional materials center whose estimated 450 entries include all known basic research studies and statistical reports concerning education in Central America.
13. IIME also established a small data processing center, this to complement the facilities available in Guatemala through the IBM organization and INCAP (a regional organization in the field of nutrition).
14. IIME personnel presented formal research papers in five major regional conferences during the contract period, these having been sponsored by or co-sponsored with such agencies as:
 - OCECA (Ministries of Labor), in the area of vocational education;
 - CSUCA and the College Entrance Examination Board, in the area of university admissions;

Ministry of Education, Costa Rica, in the area of secondary education;

ACADE, in the area of teacher education.

15. IIME itself conducted four regional conferences during the contract period. Three of these were concerned with problems of teacher preparation in Central America; they provided a key source for development of the regional plan for training secondary school teachers. The fourth conference involved directors of educational planning and school statistics from the five Ministries of Education.

IIME's Relationships with Other Central American Institutions

These diverse activities were made possible by the close and continuing cooperation of the government and university educational institutions in Central America, as well as that of 65 institutions of special education and rehabilitation (the majority of which are privately managed) and 156 public and private secondary schools in Central America.

Moreover, IIME was formally designated by the Consejo Superior Universitario Centroamericano (CSUCA) as "regional, within the plan of regional integration of higher education." This action was taken by the five national university Rectors (who comprise CSUCA) in December, 1962, and was ratified by the Governing Boards of the five universities. IIME, therefore, has access to (and regular contact with) each of the national universities, institutes and commissions affiliated with CSUCA. IIME is also charged by CSUCA with specific responsibilities for crucial elements of CSUCA's plan of activities, including (a) the development of teacher preparation programs and (b) the study of the regional university system itself. IIME's diverse activities with CSUCA are coordinated by the office of the Permanent Secretary, located during the contract period, in San José, Costa Rica.

IIME also established working relationships with each Ministry of Education and with other government ministries that operate schools in Central America, and IIME maintains close and regular relationships with ministry personnel. Moreover, IIME's status as a regional and Central American States (ODECA) at its annual meeting of Ministers of Education in August, 1964; the implications of this action will be comparable-- with respect to government ministries--to those of IIME's incorporation into CSUCA's plan of regional integration. In order to effect even closer working relationships with IIME, ODECA is now in the process of relocating its educational planning unit, the Comité de Acción Permanente (CAP); CAP is scheduled to move from Nicaragua to Guatemala.

Some Tentative Conclusions

A full evaluation of IIME's work should be undertaken by competent groups at a later time, when results will have become manifest. (Contractor will submit a separate project history later.) On the basis of the two years' experience, it is the judgment of Contractor's Project Leader--MSU's Co-director in IIME--that IIME's work has generally been effective, in view of the magnitude of the task and the relatively short time available for IIME to establish itself. Four reasons underlie this judgment. These are:

- (1) an apparent readiness on the part of diverse Central American officials and educators to receive, and directly to participate in, those services that IIME was created to provide;
- (2) the flexibility of IIME's inter-university structure and administration, which allowed the establishment of practical and functional relationships with key national and regional agencies; and which seemed to gain genuine acceptance of MSU personnel among Central American circles;
- (3) strong local Central American leadership--in Guatemala and regionally--which protected and guided IIME ~~for~~ ^{during} its formative months; and
- (4) the work and dedication of IIME's integrated, multi-national professional staff.

The degree of IIME's acceptance as an inter-university enterprise among Central American education communities--although not unanticipated--was far greater than a North American could reasonably expect in 1961, when its regional programs were instituted under this contract.

To a small but measurable degree, the results of IIME's studies are now finding their way into the decision-making apparatus of universities and ministries; this suggests, perhaps, that the basic methodology of "participant research" adopted by IIME may have been a fortunate choice. The enterprise is, of course, too young to warrant more elaborate claims of effectiveness.

In summary, the Institute was established during the contract period; a multi-national professional staff was recruited and trained, and a large volume of potentially valuable research materials was produced. The IIME staff also established potentially very valuable relationships with the principal educational and government agencies in Central America; this latter holds the promise that IIME's work during the next decade could attain major significance.

IIME 's Relationships with U. S. Government Agencies

In its zeal to establish the Institute indigenously within the Central American education communities, the IIME staff was not fully successful in interpreting the work and nature of the enterprise to the satisfaction of all members of the U. S. Government installations in Central America. Contractor was responsible--while participating fully within the Central American enterprise--for relating IIME 's activities to the five American embassies and six AID installations in Central America. AID's regional office, ROCAP, was responsible under ARTICLE V-12 "for coordination of the activities of the PROGRAMA with other AID regional education objectives and programs in Central America." Both AID and Contractor were hampered in their communications by an unfortunate turnover among government personnel that caused five different officials to be named during the two-year period as "contact point" for Contractor's personnel.

Future of IIME

For several years to come, IIME 's continuance as a viable agency will depend upon outside financing. Central American financial support would seem to be inevitable, but resources are still limited there. U. S. Government financing, through REPAS, proved to be successful in the establishment of the Institute; however, responsibility for possible future financing by the U. S. Government of IIME has been transferred to ROCAP, the regional economic mission of AID in Central America. As an interuniversity enterprise, IIME does not qualify for support from ROCAP, hence support for the continuation of IIME from this U. S. Government source does not appear to be possible because of ROCAP's policies regarding regionalization, ~~is not possible~~. In order to qualify for ROCAP support, the Institute would have to change its mode of governance and scope of work. At the end of the contract period, these conditions were under study by the appropriate Central American authorities. The possibility of securing support from private foundations is also being explored with the full knowledge of ROCAP.

Appendixes

More detailed descriptions of contract performance are given in the attached appendixes. These cover:

- Appendix I: Establishment of the Institute
- Appendix II: IIME 's Program of Studies
- Appendix III: Manuscripts and Publications
- Appendix IV: Leadership Generating Activities.

FINAL PROGRESS REPORT

Resumé of Contract Performance

APPENDIX I

ESTABLISHMENT OF THE INSTITUTE

"WHEREAS, Contractor and the University of San Carlos of Guatemala entered into an agreement dated November 25, 1961, which provides for joint action of the two universities in the establishment in Guatemala of a center for educational research and improvement (hereinafter referred to as PROGRAMA INTERUNIVERSITARIO) to be jointly operated by the two universities; and

WHEREAS, AID desires to assist in the establishment of PROGRAMA and to obtain the performance of the work and services described in ARTICLE I of this contract;

NOW, THEREFORE, the parties hereto agree as follows:

In accordance with the general pattern set forth in (the interuniversity agreement), Contractor will undertake to establish, staff and place of operation, in cooperation with the University of San Carlos of Guatemala, a center for educational research to be located on the campus of USCG but to be operated and governed by the organization described in Exhibit 2 (the Interuniversity organization).

ARTICLE I
MSU/AID Contract

APPENDIX I

RESUMÉ OF CONTRACT PERFORMANCE: ESTABLISHMENT OF IIME

The Instituto de Investigaciones y Mejoramiento Educativo (IIME) is an interuniversity enterprise located at the University of San Carlos of Guatemala. The Institute is the joint creation of USCG and of Michigan State University. The principal program of the Institute was undertaken July 1, 1962, following thirteen months of earlier cooperative work. The interuniversity enterprise rests upon a general agreement of USCG and MSU dated November 25, 1961. The specific detailed agreement for the establishment of the Institute is dated March 7, 1962.

IIME's first major program, entitled PROGRAMA INTERUNIVERSITARIO, was financed by funds received on behalf of the Institute by Michigan State University. The funds were provided in July, 1962, by REPAS, then a division of AID. Funds were provided for an initial period of two years. In the contract with REPAS, Michigan State University agreed to administer the funds under standard and special provisions while AID agreed to "assist in the establishment of the PROGRAMA." The language and spirit of the MSU/REPAS contract clearly indicate (by its adoption in total of the IIME pattern of operation) that the primary objective of the contract was to establish a new and interuniversity enterprise in Central America. Sufficient autonomy of operation was left to the interuniversity governing board and to the Institute's codirectors to insure its full acceptance by the universities, ministries of education and private educational agencies in Central America which it was to serve.

In this Appendix, the several steps taken jointly by Contractor and the University of San Carlos in the establishment of IIME and its PROGRAMA INTERUNIVERSITARIO are described. These include:

- (a) the establishment of IIME within the University of San Carlos of Guatemala;
- (b) "regionalization" of IIME's PROGRAMA in higher education in Central America;
- (c) "regionalization" of IIME's PROGRAMA in secondary and related fields of education in Central America;
- (d) actions of IIME's Interuniversity Governing Board, and
- (e) program administration and personnel.

I.1 Establishment of IIME Within USCG

Provisions for the establishment of IIME were completed in November, 1961, following five months of joint university study. These were set forth in a long-term interuniversity agreement between USCG and Michigan State University dated November 25, 1961. The actions of the Rector and President of USCG and MSU, respectively, subsequently were ratified by formal action of the governing boards of the Universities.^{1/}

The Institute was created by the two Universities (1) to study and diagnose and (2) to generate leadership for the improvement of education in Central America. The Universities also wished to conduct a long-term experiment to determine if it is possible for universities of North and Central America to learn to collaborate on bases other than that of a "servicio" or a "technical assistance" relationship; hence, the particular field of collaboration chosen--namely education--might equally have been that of public health, agriculture or business administration. The Institute, after months of joint study, was deliberately created in its present form as the best expression of that experiment, given an extremely complex political and administrative environment within which to work. Unlike the "servicio" which is managed by foreigners, or the "technical assistance" project which involves foreigners only as consultants, IIME was created as a jointly administered and conducted interuniversity enterprise. It is governed by an Interuniversity Board, co-directed and staffed by members of several institutions. Unlike the technical assistance program, MSU staff members are not consultants to Central American staff members, although a two-way transfer of skills is sought, and does result from the relationship. Each staff member, regardless of nationality, participates in terms of his interest and competence as a member of the Institute team.

The interuniversity agreement specified that the two universities would jointly undertake the establishment of the Institute, and would welcome the opportunity to provide IIME's services regionally to the universities and governments of Costa Rica, El Salvador, Honduras and Nicaragua. Authority for the governance of IIME was vested by the

^{1/} "Convenio entre la Universidad de San Carlos de Guatemala y Michigan State University de East Lansing, Michigan, Estados Unidos, para el Establecimiento de un Centro de Investigaciones y Mejoramiento Educativo, 25 de Noviembre de 1961." (signed) Dr. Carlos Martínez Durán, Rector de la Universidad de San Carlos de Guatemala y Dr. John A. Hannah, President, Michigan State University.

universities in a joint interuniversity board, comprised of three representatives each from USCG and MSU.^{2/}

Between the months of November, 1961, and March, 1962, staff members of both universities worked intensively to design the Institute. A tentative draft was completed by a small interuniversity group in December, 1961. This and subsequent drafts were reviewed intensively by faculties of both groups. (The Faculty of Humanities of the University of San Carlos, for example, devoted over 70 hours of meetings to the review and modification of the basic elements of the document.) Of special concern to the Central American architects of IIME were these criteria:

- (a) IIME should conduct professional research, but it should be equally concerned with the implementation of research results, hence, the improvement of education in Central America.
- (b) IIME should be so constituted as to avoid alignment with any political sector in Central American education; yet IIME should be acceptable to, and accepted by, each of the major divisions of education, namely: autonomous universities and government ministries.^{3/}

2/ Prior to this time, MSU's Board of Directors specifically prohibited the creation of "intermediate" bodies which might intervene between that body and the conduct of the internal affairs of the University. However, the MSU Board approved the participation of MSU officials in the Interuniversity Board in November, 1961; and in May, 1962, further agreed that MSU could serve as fiscal agent for the Interuniversity Board even though budgetary control would reside with the Interuniversity Board, not with MSU.

USCG's action was equally precedent-setting in that, for the first time, a major Latin American University saw fit--in the interest of educational experimentation and development--(a) to give up a part of its cherished autonomy to an Interuniversity Governing Board and (b) to offer its Institute's services to universities and governments outside its own national boundaries.

3/ Unfortunately, in Central America, the major elements of education frequently are pitted one against the other, rather than as complementary sectors of an integrated education system. During the several months in which the two universities were seeking a structural and program solution to these problems, the USCG was closed, and its students actively engaged in revolt against the Ydigoras Government.

USCG participants also deemed it essential that the Institute attain a certain fiscal independence, even of the USCG, in order to avoid the possibility of political pressure on IIME's professional undertakings through budgetary control. Hence, MSU was asked and agreed to serve as fiscal agent for IIME, even though two-thirds or more of anticipated expenditures would always be made in Central America.^{4/}

During a period of sixteen consecutive days, representatives of the two universities worked out the operational details of the Institute. Provisions were made for research and planning assistance activities in Central America in five major fields: higher education, secondary education, technical education, teacher education and special education and rehabilitation. These were formally incorporated into "Articles of Agreement" and signed by officials of the Universities, March 7, 1962. The "Articles" were amended, May 12, 1962, in order to accommodate certain fiscal requirements of the proposed contract with REPAS.

MSU then presented the interuniversity program to REPAS; following a period of negotiations, a contract was signed June 29, 1962. On-site operations in Guatemala began August 1, 1962, and IIME was formally inaugurated as a unit administratively responsible to the Office of the Rector of the University of San Carlos, September 26, 1962.

^{4/} Later it was found that the fiscal arrangement with MSU had other advantages. For example, it was possible to accept government funds yet avoid difficulties related to the clearance by the U. S. Government of Central American nationals employed in IIME. Whereas a majority of U. S. citizens might in good conscience accept prior political clearance by their own government as a condition of serving overseas at government expense, Central American university personnel will not grant their own governments that right; nor would they accept prior clearance by a foreign government as a condition to work in their own institutions.

The IIME structure and method of financing, therefore, was calculated to permit all educational agencies in Central America to collaborate actively in IIME programs, whatever posture they might from time to time assume with respect to each other or to the Government of the United States.

I.2 Regionalization of IIME's Programs in Higher Education

At the time MSU signed the contract with REPAS, IIME's programs had not yet been "regionalized;" that is to say, agreements had not yet been consummated which would have made it appropriate for IIME to conduct its activities in countries other than Guatemala. However, there was sufficient reason to believe that IIME's programs would be endorsed by educational institutions in Central America, once the Institute was established. The Universities acknowledge this possibility in their May 12, 1962, agreement with this paragraph:

"The Universities recognize as a matter of mutual concern the possibility that this center be elevated to the status of a regional plan at the post-graduate level in accordance with the norms of the Central American University Superior Council (CSUCA) and they would view such a distinction with the utmost gratification." (Translated from Spanish original and included in Exhibit #2, page 15 of the MSU/REPAS contract.)

In fact--while IIME appeared in 1962 to be a bilateral arrangement between the University of San Carlos and Michigan State University--the crucial steps had already been taken by San Carlos to assure regional scope and status. Only an accident of contract arrangement permitted IIME to operate bilaterally between July and December, 1962. The essential steps in IIME's incorporation into regional organization of higher education were these:

In July, 1961, the USCG was requested by the Consejo Superior Universitario Centroamericano (CSUCA) to develop a proposal to extend its programs and services in the fields of education and psychology to the four other national universities of Central America. Similar requests had been made of USCG in the fields of dentistry and veterinary medicine. In November, 1961, USCG submitted a preliminary proposal to CSUCA, based upon--and in anticipation of--its new interuniversity agreement and future program with MSU. The proposal was reviewed favorably by CSUCA's Coordinating Committee, but formal approval was deferred pending the establishment of the Interuniversity enterprise.^{5/}

^{5/} USCG could not at that time meet CSUCA requirements for regionalization. These requirements included: (a) full-time faculty, (b) acceptable programs, (c) suitable physical plant facilities and (d) adequate library facilities. These requirements were satisfied when PROGRAMA was established, beginning August 1, 1962.

Following initiation of the PROGRAMA INTERUNIVERSITARIO on-site in Guatemala August 1, 1962, CSUCA formally designated IIME as regional within its plan of regional integration of higher education. By this is meant that the Rectors of the five national autonomous universities in Central America, upon recommendation of the Coordinating Committee of CSUCA, unanimously endorsed, welcomed and accepted IIME's program of research and planning assistance into the CSUCA organization. Sole responsibility for educational research and planning assistance within the CSUCA plan was thereby given to IIME.^{6/}

6/ In this way, IIME's interuniversity PROGRAM is similar to the other national university programs which have been designated by agreement of the five Rectors (CSUCA) as "regional centers." CSUCA has established three other institutes which are also designated "regional." However, CSUCA has not employed the same pattern in "regionalizing" all of its institutes. Two of these (Institute for Social and Economic Research and the Institute for Comparative Law) are governed by a regional board comprised of one representative each of the sponsoring national universities, and serve only the objectives established for them by CSUCA. A third (Central American Institute of Statistics) is administratively a unit of the University of Costa Rica, as IIME is of the University of San Carlos. Neither IEC nor IIME has a regional board. These variations in patterns of "regionalization" are reasoned; they are also a source of some pride, as indicated (in reference to the "regionalization" of IIME) by Rector Carlos Monge Alfaro in the CSUCA meeting in Tegucigalpa in 1963. One reason for these differences is: the Institutes of Social and Economic Research and of Comparative Law have national counterparts in each university, hence require a regional board for optimal coordination of effort. In each instance, the five institutional directors themselves comprise the regional board. IIME and the IEC, however, are not so organized; hence the problem of inter-institutional coordination does not exist. Their respective universities (San Carlos and Costa Rica) assume institutional responsibility to carry out the regional projects defined by CSUCA; they properly reserve to themselves the right to determine the most effective means for organizing to meet these regional responsibilities. Another reason is: IIME has several goals and several areas of study, only two of which--higher education and teacher education--relate to CSUCA. Therefore, CSUCA "regionalized" IIME using the pattern normally employed to so designate regional "centers" or "schools," rather than the pattern applied to the two regional "institutes" of Economic and Social Research and of Comparative Law. It must also be noted that--according to Dr. Enrique Ortez Colindres, Director, Department of Cultural Affairs of ODECA--had IIME, then or later come under the direct governance of CSUCA, rather than of its interuniversity board--the government ministries could not have collaborated with IIME as they have during the past two years, nor would ODECA's formal recognition and acceptance of IIME, on August 14, 1964, have been possible.

The action of "regionalizing" IIME was taken by the five national university Rectors (CSUCA) in December, 1962, and subsequently was ratified by the governing boards of their respective universities.^{7/}

7/ IIME's formal incorporation as regional appears in RESOLUTION No. 6 of the VII Meeting of CSUCA, December, 1962, and reads as follows:

RESOLUTION No. 6

Instituto de Investigaciones y Mejoramiento Educativo de la
Universidad de San Carlos de Guatemala

"The Consejo Superior Universitario Centroamericano, after studying Dictamen No. 4 as approved by the Coordinating Commission of the Plan of Regional Integration of Central American Higher Education at its III Meeting in San Salvador the 14th of November, 1962, concerning the application of the University of San Carlos of Guatemala to elevate its Institute for Educational Research and Improvement (IIME) to regional status,

A G R E E S

To approve Dictamen No. 4 of the Coordinating Commission, in the following form:

It is demonstrated, from analysis of the appropriate documents,

1. that (the USCG application) is consistent with the procedures for establishing regional institutes set forth in Agreement No. 1, Point 4 of the Plan of Regional Integration;
2. that (the USCG application) satisfies the technical and administrative requirements in that it provides full-time research and will be equipped to satisfy the requirements indicated in Document No. 4 of the Plan of Integration;
3. that the physical installations, equipment and library facilities are sufficient for the use of local researchers and those of the other Central American universities, in accordance with Agreement No. 4, Numbers II and III.

In consideration of the aforesaid, it is AGREED

1. To confer regional character to the Instituto de Investigaciones y Mejoramiento Educativo of the University of San Carlos of Guatemala.

(Continued at bottom of next page.)

By this action, USCG was granted--and accepted--full institutional responsibility for provision regionally of the research and planning assistance services of IIME in the field of higher education. IIME therefore has access to and regular contact with each of the national universities, institutes, and commissions affiliated with CSUCA. IIME's diverse activities with CSUCA are coordinated through the office of the CSUCA Secretariat.

On a number of occasions during the contract period, IIME's regionality was questioned, hence a more elaborate discussion of the IIME-CSUCA relationship is presented here than normally might be included in a progress report.

The incorporation of IIME into CSUCA's regional plan of integration is a matter of legal and historical record, as cited in the CSUCA Resolution No. 6 of 1962, quoted in full above. Moreover, IIME was charged by CSUCA in 1963 with specific additional responsibilities for crucial elements of CSUCA's plan of regional activities, including (a) the development of teacher preparation programs and (b) the reorganization of the university system itself.

7/ (Cont.)

RECOMMENDATION No. 1

The Consejo Superior Universitario Centroamericano, having agreed to elevate the Instituto de Investigaciones y Mejoramiento Educativo to regional status, now recommends that each University collaborate in diverse ways as follows:

- (a) make research personnel available to contribute temporarily to the work of IIME, and to form part of the full-time staff of IIME;
- (b) collaborate in the conduct of the specific aspects of work that should be studied in each University;
- (c) cooperate in the development of a report concerning the studies;
- (d) provide access to documents, registers and data that will be useful in the conduct of the University studies;
- (e) collaborate in other ways that are considered to be necessary for the successful conduct of IIME's activities."

IIME's status was reviewed--along with those of other CSUCA institutions--by CSUCA's Rectors in November, 1963, at their VIII Meeting in Tegucigalpa, Honduras.

IIME's Co-directors presented their annual report. In Resolution No. 6 of that meeting it was reviewed and accepted, along with the following notation:

"The delegations of the Universities of Costa Rica, Honduras and Nicaragua expressed their satisfaction with the work carried out by IIME and extended their congratulations to the Co-directors of the Institute."

In Resolution No. 9 of the same meeting, the Rectors further stated:

"CSUCA shall continue to provide all possible assistance to the institutes that function within its structure as subsidiary units and that are a part of the program of regional integration. These institutes are: (i) Instituto Centroamericano de Investigaciones Economicas y Sociales; (ii) Instituto Centroamericano de Derecho Comparado; (iii) Instituto de Investigaciones y Mejoramiento Educativo, y (iv) Instituto Centroamericano de Estadistica.

In Resolution 9, Part VI, the Rectors--as part of their Plan of Action for 1964--approved the following:

"Because the preparation of secondary school teachers is a key point in the development and improvement of Central American Education, CSUCA will promote, in collaboration with IIME:

- (i) the conduct of a Central American conference whose purpose will be to promote a coordinated action for the solution of the problem of secondary education and the preparation of teachers for this level.
- (ii) a better coordination of effort between ministries of education and the Universities in order to strengthen the preparatory programs and to avoid a dispersion of resources."

In part X of the same Resolution, the Rectors approved the following:

"To sponsor, with the Instituto de Investigaciones y Mejoramiento Educativo, the following tasks in full cooperation with the Universities:

- (i) study and evaluation of the administrative systems of the Central American Universities;

- (ii) meeting of directors of those charged with the responsibility for the following services: financial administration; registration and university statistics; admissions and student personnel services; university extension programs; offices of personnel, etc.
- (iii) promote the organization of a program of training for the administrative personnel of the Universities;
- (iv) sponsor the incorporation of full-time personnel in principal administrative services of the Universities;
- (v) conduct studies concerning the professionalization of university professors;
- (vi) provide consultation in the planning of university structures and in the development of university planning offices."

Before leaving this topic, it should be remembered that IIME was neither designed nor intended to be administratively a unit of the CSUCA Secretariat. As such, it could not have--indeed, would not have been permitted to have--worked successfully with ministries of education as well as national universities. Nor could it have achieved the degree of inter-institutional cooperation already realized in the field of teacher preparation, as described fully in Appendix IV.

Objectively viewed, IIME could, of course, be converted into a planning and research unit within CSUCA, much as CAP is intended to perform planning on behalf of ODECA. Dr. Tunnermann once (August, 1963) suggested this possibility in a letter to Rector Arias.^{8/} His suggestion however, was not made to the CSUCA Rectors, pending further study by

^{8/} Dr. Tunnermann, Secretary General of CSUCA, did not, however, suggest that USCG abandon the Interuniversity Board. Indeed, he expressed the hope that the USCG-MSU arrangement of PROGRAMA could be continued; moreover, he recommended that MSU continue to serve as fiscal agent of IIME inasmuch as, "this avoids various political problems with which we are familiar." Dr. Tunnermann did suggest that greater Central American participation be sought, and that this might be accomplished later by the addition of a Regional Board to the structure, as one means of improving the means for defining IIME's future regional programs in higher education.

the USCG.^{9/} As indicated previously, the interuniversity nature of IIME was not an "issue" with the Rectors; indeed the status of the Institute was reaffirmed in November, 1963.

For IIME to come under the governance of a CSUCA board would perforce limit its work to those objectives set for it by CSUCA, namely problems of higher education. These are worthy objectives to be sure, but they fall within the purview of an institutional unit of far less scope and effectiveness than IIME. The essence of IIME is that it bridges the historical gap between government and universities; it was calculated to do so; the evidence is abundant that it has successfully done so; and--on ample Central American authority--only as an interuniversity enterprise can it continue to do so. This, essentially, is the lesson that has been learned during the two years' contract experience.

However, at the end of the contract period, the question of IIME's structure had become a subject of concern to the U.S. Government sponsors. The "issue" will be raised and resolved in CSUCA at the annual meeting of Rectors in December, 1964.

I.3 Regionalization of IIME's Programs in Secondary and Technical Education

So much attention was directed to IIME's "regionalization" by CSUCA that IIME's equally important--and infinitely more complex--relationships with government ministries were all but overlooked. Yet, two-thirds of IIME's total commitment during the contract period involved work directly with ministries of education and related government ministries.

The status of the ministry of education in Central America is political. As governments come and go, so do ministers of education. One country has had nineteen different ministers during the past fifteen years; hence, continuity of policy, and of policy execution, at this level is maintained with difficulty. Approximately one-third of ministry personnel in four of the five nations are new to their positions each year. Moreover, the level of professional training among ministry personnel is uniformly low; the majority are high school graduates. Notwithstanding these facts, there are in each ministry a small but growing number of professionally trained and dedicated people. It was with these, by and large, that IIME worked most intensively during the contract period.

^{9/} The Interuniversity Governing Board, in its formal session in April, 1964, concluded that an advisory board, representative of the five universities, could indeed add a potentially valuable refinement to the IIME-CSUCA relationship.

Relationships between ministries and universities historically--and persistently--have been antagonistic. The tendency seems to be for the university communities to look down upon the politically-oriented and under-trained ministry personnel; ministries tend to see universities as irresponsible. Since the university also may be an active political force--and in this respect anti-government--relationships from time to time can become mutually destructive. Yet, responsible members of both educational sectors see reflected in their mutual antagonism an undesired and ultimately self-defeating dispersion of human and monetary resources. To date, IIME has been the one agency through which ministries and universities have willingly collaborated.

Responsibility for public education--exclusive of the national universities--is divided in most of the Central American nations among several government ministries. The ministry of education is responsible for primary education. At the secondary level, the ministry of education is usually responsible for normal (primary teacher training), bachillerato (college preparatory) and some aspects of vocational education (e.g. commercial and industrial education). Other government ministries normally operate public agricultural, communications and military schools. In order, therefore, to effect collaboration in public education, IIME had to work directly with as many as five different government ministries within as many nations.

Moreover, about one-fifth of primary education and almost one-half of secondary education in Central America are privately undertaken, and largely church-related. These institutions are not arranged in convenient national or regional associations, hence to collaborate with private education in Central America required a direct relationship with each such institution.

Ministers of education in Central America, however, are loosely associated in a regional Cultural and Educational Council, a subsidiary unit of the Organization of Central American States (ODECA). The Council has met on two occasions. Potentially, its most significant act to date has been the creation of the Comité de Acción Permanente (CAP), a technical unit of the Council, designed but not yet developed to study and plan improvements in public education.^{10/}

In order to carry out its studies of public secondary, technical and special education, IIME visited with each government ministry which operates schools in Central America and, in particular, ministries of education. To facilitate the conduct of the studies, each minister of education designated a member of his staff to serve ad honorem as "local coordinator" for IIME's work. These relationships were established early in 1963, and were continued throughout the contract period.

^{10/} The ODECA Secretariat is the only permanent unit of ODECA. The Secretariat maintains offices in San Salvador, El Salvador. Under the Secretariat are four administrative departments; the head of the Department of Cultural Affairs also serves as secretary for the Cultural and Educational Council.

The representatives of ministries coordinating IIME's work in each country are:

Prof. Ovidio Soto, Director of Educational Planning, Ministry of Education, Costa Rica

Prof. Tito Livio López (1963) and

Lic. Fernando Fuentes, Director of Educational Planning, Ministry of Education, El Salvador (1963-64)

Prof. José Salomón Morales, Director of Secondary and Normal Education (1963) and

Prof. Arnoldo Escobar, Director General of Education, Ministry of Education, Guatemala (1964)

Prof. Adolid Ortega, Ministry of Education, Honduras (1963)

Prof. Edmundo Díaz, Director of Secondary Education, Ministry of Education, Nicaragua.

Since ministries of education in two of the five nations also operate university-level secondary teacher-training institutions, the collaboration of ministries was achieved in this field of study as well. (See Appendix IV.3).

With the appointment early in 1964 of Dr. Albino Román y Vega to the Secretariat of ODECA, IIME's work with ministries began to be coordinated through that office. Dr. Román and Dr. Enrique Ortez Colindres, Director, Department of Cultural Affairs, have visited extensively in the IIME offices and are fully knowledgeable of its work.

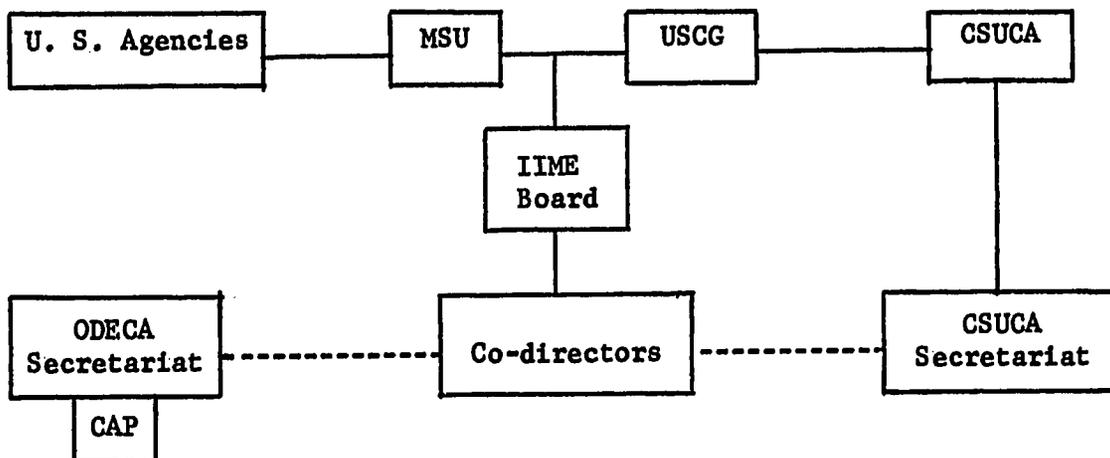
On May 13, 1964, the Directors of Educational Planning of the five Ministries recommended that IIME formally be recognized by ODECA.^{11/} Dr. Román will so recommend formal recognition to the Ministries of Education in their forthcoming meeting, August 12-16, 1964, in Managua, Nicaragua.^{12/} This action will accomplish for IIME in public education

11/ PCR - 13 and PCR - 14, Resolutions of Primera Conferencia Regional Centroamericana Sobre Estadística y Registros Escolares (IIME: Guatemala), 1964.

12/ It was noted earlier that this proposed action is largely contingent upon the fact that IIME is an interuniversity enterprise, rather than a unit administratively responsible solely to CSUCA. (Note: formal recognition of the regional status of IIME's work was granted officially by ODECA in Resolution No. 14 of Ministers of Education, 14 August, 1964.)

that which CSUCA's regional designation achieved in higher education. Of even greater significance for IIME-ODECA relationships is ODECA's expressed desire to relocate CAP--whose offices are now in Nicaragua--in order that the regional educational planning division of ODECA will be able to work directly with IIME, in Guatemala.

The IIME pattern of relationships as finally evolved is described graphically as follows:



ODECA is comprised of the national Ministries of Education of Costa Rica, El Salvador, Honduras, Guatemala and Nicaragua.

CAP is the educational planning unit of ODECA.

U.S. Agencies involved in this contract were REPAS (sponsoring unit of AID), five American Embassies in Central America and the six AID missions to Central America.

CSUCA is the association of national university Rectors of Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua.

I.4 Actions of the Interuniversity Governing Board

During 1962-1964, the Interuniversity Governing Board of IIME was comprised of these members:

- | | |
|--------------------------|--|
| Ing. Jorge Arias B., | Rector, University of San Carlos, and
President of the Interuniversity
Governing Board |
| Lic. Hugo Cerezo Dardón, | Dean, Faculty of Humanities, University
of San Carlos |

Mr. William W. Hawley,	Acting Dean, College of Education, Michigan State University (1962)
Dr. John E. Ivey,	Dean, College of Education, Michigan State University (1962-1964)
Lic. José Mata Gavidia,	Professor, Faculty of Humanities, University of San Carlos
Mr. Richard O. Niehoff,	Assistant Dean for International Programs, Michigan State University
Dr. Glen L. Taggart,	Dean, International Programs, Michigan State University.

The Interuniversity Governing Board convened formally on four occasions during the contract period, and once informally. Each regular meeting covered a period of at least three days.

In its first meeting, September 24-28, 1962, in Guatemala, the Board named co-directors, formulated basic operational policies and approved a tentative program of projected work. Special attention was given to the pending regionalization of IIME by CSUCA. Dr. Carlos Tunnermann Bernheim, Secretary General of CSUCA was invited, but was unable to attend these sessions.

During this period also, the MSU officials visited with representatives of ROCAP and of USAID/Guatemala, in Guatemala.

In a meeting, January 7-11, 1963, in East Lansing, the Board reviewed personnel recommendations, the program of projected regional studies and a working budget and plan. These were later ratified by referendum.

In its second regular meeting, August 19-23, 1963, in Guatemala, the Board formally reviewed the work of the first year under the MSU/REPAS contract. On the basis of these evaluations, the methodology of "participant research" was elaborated and the pace of IIME's work reduced in order to accommodate wider participation of IIME's clientele in the conduct of the work. Michigan State University officials raised the question of possible future representation by other Central American agencies on the Interuniversity Board. Local members of the Board noted that a suggestion somewhat to this effect had been made by Dr. Tunnermann of CSUCA and that the matter would be referred to the CSUCA Rectors in their annual meeting in Tegucigalpa, in November, 1963. They stated forcefully--and indicated that they anticipated that the five university Rectors would agree--that a primary reason for IIME's acceptance by the diverse Central American educational institutions and agencies is the very interuniversity nature of IIME. Were the enterprise to be governed by either of the two political divisions of education in Central America

(i.e. universities or government ministries) the Institute could not have gained--nor could it maintain--the level of acceptance that it has of both divisions. These, the USCG members declared, are matters of history and constitute a crucial political reality in Central America. Possible government representation on the Board was rejected for the same reasons.

In its third semi-annual meeting, October 19-23, 1963, East Lansing, the Board approved staff reports of progress, designated publications for release to the general education community, and examined fully the results of "project reviews" of IIME which had been conducted earlier by the CSUCA Secretariat, and by REPAS/ROCAP. Considerable attention was also given to the problem of the continuance of IIME--following the initial developmental period of two years. The USCG members confirmed the principles of (a) inter-university governance and (b) of financing through MSU. The Board also confirmed the interim appointment of Lic. Félix Hernández Andrino as Acting Director of IIME (following the return of former Director, Dr. Guido Barrientos, to University teaching in August, 1963).

In its latest meeting, April 6-10, 1964, in Guatemala, the Board approved final work plans, projected publications and budgets. It also reviewed CSUCA's November, 1963, resolutions pertaining to IIME, and authorized the Co-directors to follow-through with the joint work in higher education and teacher training. The Board also received CSUCA's reaffirmation of IIME's regional status as an interuniversity undertaking.

I.5 Administration and Personnel

IIME is a co-directed Institute. Its two executive officers are appointed by MSU and USCG respectively upon recommendation of the Inter-university Governing Board. The first Co-directors were Dr. Guido Barrientos M., Professor of Psychology, USCG, and Dr. Karl T. Hereford, *Asst.* Professor of Education, MSU. Dr. Burton D. Friedman served as Finance Officer for IIME on behalf of the MSU/REPAS contract. On September 15, 1963, Dr. Barrientos resigned to accept a university position in the United States. He was replaced by Lic. Félix Hernández Andrino, Professor of Pedagogy.

The Co-directors were directly responsible to the Interuniversity Governing Board for successful execution of programs developed under policies formulated by the Board. Considerable latitude was given the Co-directors on technical matters, and on all matters concerning the assignment and utilization of personnel.

IIME's basic and continuing staff was initially comprised of eight full-time professional persons, three from MSU and five from Central America. From time to time, the basic staff was increased by appointment of short-term personnel and consultants in specialized areas. In addition, the work of the basic staff was complemented by seven research assistants, three from MSU and four from Central America.

It was not intended that the IIME staff be counterparted between regular MSU and USCG personnel, nor was counterparting attempted during the contract period. Staff members were recruited from both of the sponsoring institutions and from other Central American institutions on the basis of their competence to fill out a balanced team of educational researchers. In consequence, there came to be a natural division of labor between MSU and Central American personnel, and an inevitable transfer of skills, one to the other.

In general, MSU personnel, including the MSU Co-director, were specialists in research and research methodology, as well as in administration. USCG personnel brought the depth of knowledge concerning Central American education to the Institute essential to the design of useful and valid educational research. The MSU personnel were, in general, final authority on research design. Central American members were final authorities with respect to valid application of research methods to the situations under study.

Initially, all professional matters and most major administrative concerns were subject to full staff discussion and review prior to action. As the Institute's programs matured, more formal structure was created. The principal administrative device for program planning was a council comprised of the Institute's principal investigators. Toward the end of the contract period, less reliance came to be placed in the administrative council--except on matters of operational policy--and greater responsibility placed upon and assumed by principal investigators and their teams of assistants. These rather subtle changes in internal patterns of work and decision-making conformed to changes in the nature of work during the contract period. At first the Institute was confronted with the task of designing comprehensive surveys of major aspects of education in five countries, and with the establishment of relationships with universities, ministries, private schools and related institutions. Later, staff teams were preoccupied with the task of collecting data, involving absences of up to two months from the central office. Near the end of the contract period, the staff was engaged primarily in data analysis and writing. The administrative counterparts to these tasks were respectively: (a) broad staff involvement in design of research and relationship building, (b) coordination of data collection team activities in five countries and (c) involvement of individuals in analysis and writing.

Throughout the contract period, there developed a close working relationship among regular personnel and assistants. Nationality differences, with one exception, became submerged to the team effort. By the end of the contract period, it appeared that staff members had very closely identified with the Institute (as opposed to the sponsoring Universities), and with the challenges and opportunities it provided them systematically and seriously to study and attack problems of educational development in Central America. For the majority of regular staff members, IIME seemed to offer a new and challenging career, as

opposed to a period of training or transitory experience. Unfortunately, the staff's long-term outlook toward the task and institution did not coincide with the short-term nature of the sponsoring contract. Since career opportunities in IIME could not be guaranteed by the sponsoring Universities, two regular staff members departed at the end of the contract period for other employment. The remaining Central American members of the staff volunteered to continue the Institute's work without compensation until financing for its continuance could be assured.

There were problems during the contract period connected with the pattern of co-direction elected by the Universities. Many of the problems were those conventionally attributed to co-management. At the request of USCG, MSU assigned regular members who were, perhaps, more management-oriented than would otherwise have been assigned were the interuniversity relationship not one of co-direction. The MSU personnel undoubtedly performed "residual" functions early in the development of the Institute: those of innovators, teachers, workers, researchers, writers, reviewers, and administrators. Later in the contract period, as the staff gained experience, MSU's personnel undertook increasingly specialized work, particularly in the area of research methodology.

During the course of the contract, these persons were employed as regular professional staff members:

Lic. Víctor Ardón, USCG: Vocational Education (1/1/63)

Dr. Guido Barrientos, USCG: Director (8/1/62-9/15/63)

Br. Edgardo Castaneda, USCG: Administrative Assistant (6/1/63)

Lic. Arnoldo Escobar, Ministry of Education; Guatemala: Assistant
(Secondary Education) (1/1/63-11/30/63)

Profa. Jenny Erdmenger, USCG: Assistant (Special Education)

Dr. Burton D. Friedman, MSU: Higher Education (9/1/62)

Dr. Karl T. Hereford, MSU: Co-director (9/1/62)

Lic. Félix Hernández Andrino, USCG: Director (After 9/15/63)

Lic. Pablo Lacayo, Nicaragua: Principal Investigator (Secondary
Education) (3/1/63)

Prof. Héctor Oliva, USCG: Assistant (Secondary Education
(11/1/62-12/31/63)

Dr. Paul G. Orr, MSU: Secondary Education (1/1/63-6/30/64)

Prof. Javier Ruiz P., USCG: Secondary Education (1/1/63)

Lic. Guillermo Putzeys, USCG: Editor (12/1/62)

Lic. Luis Oyarzun, Univ. Santiago: Editor (6/30/63-6/30/64)

Prof. Artemio Rivera, MSU: Higher Education (1/1/63-6/30/64)

Prof. Alfredo Tay, USCG: Assistant (Rehabilitation)

Lic. Luis Torres, Univ. Costa Rica: Principal Investigator
(Higher Education) (4/1/63-6/30/64)

Prof. Kirkwood Yarman, MSU: Higher Education (11/15/62)

These staff members served on short-term appointments:

Prof. Daniel McAlees, MSU: Special Education (9/15/62-3/31/63)

Prof. John Toth, MSU: Rehabilitation (9/15/62-4/15/63)

Prof. Evenor Zuníga: P.A.U.: Secondary Education (1/1/63-
8/15/63)

Lic. Carlos Guzmán B., USCG: Higher Education (1/1/63-4/15/63)

Lic. Otto Gilbert, USCG: Materials Development (4/1/63-12/31/63)

Lic. Guillermo Mayorga, USCG: Translator (1/1/63-1/30/63)

These persons served on independent studies supported by IIME:

Lic. Ivan Barrientos, USCG: Course descriptions and analysis

Profa. Alicia Barahona, C.A.G.: Child growth studies

Dr. Gonzalo Adis Castro, Univ. Costa Rica: Study of admissions
tests

Dra. Emma Gamboa, University of Costa Rica: Study of teacher-
training programs

Prof. Victor Gonzales, C.A.G.: Child growth studies

Licda. Beatriz Molina, USCG: Child growth studies

Angélica Villagrán, Ministry of Education, Guatemala: Homemaking
education study

Lic. Miguel A. Linares, USCG: USCG student census

Dr. Mario Romero, Univ. of Costa Rica: Study of university
"drop-outs"

Lic. Arturo Jorge Reyna, Univ. Honduras: Study of the Univ.
of Honduras

Lic. Policarpo Callejas, Univ. Honduras: Study of the Univ.
of Honduras

IIME employed these short-term consultants during the contract
period:

Dr. Harold Byram, Professor of Vocational Education (1/1/63-
3/31/63)

Dr. Paul Deutschmann, Professor of Communications (12/1/62-
12/10/62)

Dr. Peter Haines, Professor of Commercial Education (3/1/63-
3/31/63)

Dr. Stanley Hecker, Professor of Educational Administration
(3/1/63-4/15/63)

Dr. Walter Johnson, Director Graduate Student Personnel
(6/1/63-6/21/63)

Dr. Warren Ketcham, University of Michigan, Professor of Child
Development (12/15/62-12/31/62)

Dr. Gregory Miller, Professor of Rehabilitation (7/1/63-7/31/63)

Dr. Morris Peckham, Department of Special Education, Department
of Public Instruction, State of Michigan
(7/1/63-7/31/63)

Dr. Rosalind Mentzer, Professor of Home Economics (2/1/63-
2/28/63)

The regular IIME service staff, 1964, was comprised of the
following persons:

Sta. Yolanda Gularte, Bookkeeper (10/10/62-6/30/64)

Sra. Luz de Palomo, Head, Production (10/10/62)

Sta. Beatriz Fuxet, Head, Materials Center (1/1/63-6/30/64)

Sra. María Dolores de Moreno, Secretary (6/1/63)

Sra. Marta Julia de Fernández, Secretary (6/1/63)

Sta. Elvira Andrade, Secretary (1/1/63-3/15/64)

Sta. Josefina Contreras, Secretary (3/1/63)

Sr. Horacio Ramirez, Messenger (1/1/63)

In addition, IIME employed 17 USCG students on more or less regular part-time basis during the contract period as coding clerks, draftsmen and machine operators.

FINAL PROGRESS REPORT

Resumé of Contract Performance

APPENDIX II

IIME 's PROGRAM OF STUDIES

"Contractor will, using the staff and facilities of PROGRAMA, conduct in Central America the activities in the fields set forth below together with such other related activities which Contractor deems to be appropriate:

- (a) administrative research**
- (b) basic research studies."**

**ARTICLE I-2-(a)-(b)
MSU/AID Contract**

APPENDIX II

RESUME OF CONTRACT PERFORMANCE: PROGRAM OF STUDIES

IIME's programs were planned jointly with the agencies and institutions which the Institute was established to serve. In the case of national universities, a tentative program of studies was developed with the CSUCA Secretary in November, 1962. He recommended the first IIME plan of studies of higher education in his "Plan of Action" for 1963 to the CSUCA Rectors. Following their approval in December 1962, the regional studies of higher education were undertaken. Subsequently, the CSUCA Secretary and some of the Rectors requested specific additional services of IIME. These were incorporated by the CSUCA Secretary into the CSUCA "Plan of Action" for 1964 and were approved by the Rectors in their annual meeting, November, 1963.

In the case of ministries of education and other government ministries, the IIME staff worked directly with each minister. The minister, in turn, assigned one of his staff members to serve as "local coordinator" for IIME studies. Subsequently, as the ODECA Secretariat was further developed, a mechanism was established whereby IIME's programs in Secondary Education could be formulated in consultation with that agency.

II.1 IIME Programs of Study

During the period of the contract, IIME personnel--assisted by numerous educators in each country--engaged in comprehensive studies of five major fields of inquiry. These were:

- a. higher education (limited during the contract period to studies of national universities)
- b. technical education (vocational, agricultural, industrial, commercial, etc.)
- c. secondary education
- d. special education and rehabilitation
- e. teacher education.

In each study, emphasis was given to the following aspects of the field of inquiry:

- a. administration and organization
- b. staff personnel
- c. student personnel
- d. curricula and programs of study
- e. finance and financial administration
- f. buildings and facilities.

The basic areas of inquiry were organized into 24 separate but inter-related investigations. These were:

A. Higher Education

1. Student census in each of the five national universities.
2. Professor census in each of the five national universities.
3. Follow-up study of graduates in each of the five national universities.
4. Survey of courses and courses of study for the years 1961, 1962 and 1963, in each of the five national universities.
5. Survey of instructional productivity, and costs, by course, by course of study, and by administrative unit within each of the five national universities.
6. Survey of physical facilities and building utilization.
7. Survey of administrative personnel, and selected aspects of university administration and organization in each of the five national universities.

B. Technical Education

1. Survey of agricultural education in Central America.
2. Survey of industrial education in Central America.
3. Survey of commercial education in Central America.
4. Survey of homemaking education in Central America.

C. Secondary Education

1. Survey of public and private secondary schools in Central America.

2. Survey of student attitudes and achievement in Central America.
3. Survey of secondary school teachers.
4. Survey of secondary school directors.
5. Survey of secondary level teacher training schools.
6. Survey of secondary level college preparatory programs.
7. Survey of administration and organization of secondary schools.
8. Projection of secondary school enrollments (jointly with CSUCA-sponsored Human Resources Study teams).

D. Special Education and Rehabilitation

1. Survey of 30 public and private rehabilitation agencies in Central America.
2. Survey of 35 public and private schools (or programs) of special education in Central America.

E. Teacher Education

1. Survey of seven university-level teacher training programs in Central America.
2. Survey of teacher qualifications.

F. Ministries of Education

1. Analyses of ministry organization and administration.
2. Survey of ministry personnel.

II.2 Related Independent Studies

In addition to those studies conducted directly by the IIME staff in collaboration with local institutional "coordinators," IIME sought to promote new or on-going research activities among competent researchers and/or institutions in Central America. Whenever it seemed that an already established agency or institution would be strengthened through technical and/or financial assistance from IIME, priority was given that agency in conduct of selected studies.

During the contract period, nine studies were undertaken and completed by independent researchers, with technical and/or financial support from IIME. These were:

1. Estudio de la escuela laboratorio experimental de Guatemala, por Chavez, Méndez, Muñoz, Polance y Solane; Facultad de Educación, Universidad de Costa Rica, 1963.
2. Estudio de descerciones estudiantiles de la Universidad de Costa Rica, por Dr. Mario Romero, Director del Instituto de Estadísticas, Universidad de Costa Rica, 1963-64.
3. Estudio de desarrollo de niños guatemaltecos, por Licda. Beatriz Molina, Lic. Roberto MacVean y Dr. Warren Ketcham, Colegio Americano de Guatemala, 1962-64.
4. Encuesta sobre necesidades y recursos existentes en la construcción de tests en el área centroamericana, por Dr. Gonzalo Adis Castro, Director del Centro de Investigaciones Psicológicas de la Facultad de Ciencias y Letras, Universidad de Costa Rica, 1962-63.
5. Censo estudiantil de la Universidad de El Salvador, por el Instituto de Investigaciones Económicas de la Universidad de El Salvador, 1963.
6. Censo estudiantil de la Universidad de San Carlos de Guatemala, por Lic. Felipe Mendizábal, Registro de la Universidad de San Carlos, 1962-63.
7. Estudio sobre la población escolar, Ministerio de Educación Pública, Guatemala, 1963.
8. Estudio sobre los cursos que se imparten en la Universidad de San Carlos, por la Oficina del Registro, Universidad de San Carlos de Guatemala, 1962.
9. Estudio sobre actitudes estudiantiles usando el diferencial semántico, por el Dr. Paul Deutschmann, Director de Centro del Estudio de Comunicaciones, San José, Costa Rica, 1962.

II.3 IIME's Method of Work

IIME was designed to serve two basic functions: (a) to study and diagnose the educational ills in Central America and (b) to generate leadership among educational agencies for the improvement of education. IIME's method of operation was based upon the principles of "participant research," a method of work in which IIME's clientele are intimately involved in the conduct, review and implementation of IIME studies. Three principal advantages can be attributed to the methodology:

- a. it produces a professionally useful result, in that the quality of studies is usually equal to that conducted solely by experts in the field of study;
- b. the results of studies are more readily assimilated by personnel of the institution under study, hence the results are implemented more frequently than those recommended solely by outside experts;
- c. it strengthens the institution under study in that it adds to the competence and professional judgment of its leadership.

The choice of this method of work and study was based upon prior analysis of similar programs which had been initiated at one time or another in Central America.

Central America has experienced many "surveys" by outside experts and by Central American commissions. The results of these studies have rarely been assimilated into specific programs of educational improvement. One of the reasons for this is that Central Americans are not accustomed to formulate judgments on the basis of objective, and in particular, statistical evidence; hence, survey reports relying upon such evidence--however adequate by professional standards--are infrequently influential in decision making. This difficulty is in part overcome as the officials and educators themselves participate in the process of reviewing results of studies and in testing their own value judgments against objective information.

Another reason is that most of the technical assistance provided to Central American institutions has been temporary and of short-term duration. Hence, the "technical advisor" himself rarely has the opportunity (a) to acquire insights into the structure of education and the power elements which manipulate it and the cultural biases which govern it hence (b) to adapt his recommendations to the realities which confront those institutions.

IIME is seen as a permanent, long-term Central American enterprise whose staff is made up essentially of "career" people, chiefly Central Americans. Hence, IIME's studies are seen: to be conducted in a manner appropriate to the culture, and the men who formulate tentative recommendations for the consideration of decision-makers to live with the inevitable results of those recommendations. IIME's work, therefore, tends to be "in tune" with the possible, in Central America, and the results of its work to have immediate applicability.

The careful involvement of Central Americans in their own self-study, analysis and change, however, is a slow process. There is little doubt that, in some instances, the IIME staff could have completed a specific study more rapidly had it not been concerned with the involvement of institutional representatives in the study. On the other hand, none of the work in the crucial fields of higher or secondary education and teacher training would have been possible without the active participation of key officials in the ministries and universities.

II.4 Specific Studies Called For By Contract

At the time the MSU/REPAS contract was negotiated (June, 1962), it was neither possible nor desirable (in view of the pending regional nature of IIME) for the two Universities to indicate the specific studies that would be undertaken regionally under sponsorship of this contract. The priority areas of study were correctly anticipated, as were a few of the specific inquiries and activities of particular concern to the USCG. These were set forth under ARTICLE I of the contract.

The final organization of regional studies, however, was not completed until November, 1962, following consultation with ministries of education, and formal action by the CSUCA Rectors. In consequence of these consultations, operational modifications in study design were made which caused some of the studies--that earlier had been specifically indicated by contract--to be integrated into larger study plans. Hence, some of these studies--although successfully undertaken and completed during the contract period--appear now as subdivisions of larger study organization.

In order that these studies not lose their identity, they are reproduced here along with the specific manuscript or publication in which results are included.

ARTICLE I-2-(a)-(i)

"A study of special education and rehabilitation programs, facilities and needs."

Results of this study appear in Publication No. 20 (Appendix III) and doctoral dissertations No. 1 and No. 2 (Appendix III).

ARTICLE I-2-(a)-(ii)

"A study of research activities, facilities and needs in the fields of education."

A survey of research, research facilities and needs was incorporated into each major study. Research results published by former researchers or research institutions are filed in IIME's professional materials center. Results of IIME's own surveys appear in the bibliographical sections of field study reports.

ARTICLE I-2-(a)-(iii)

"A study of secondary education including elements of agricultural, business, home economics and industrial education."

Results appear in Publications No. 7 (normal), No. 8 (industrial), No. 9 (business), No. 14 (agricultural), No. 15 (school organization), No. 17 (comprehensive), No. 25 (normal) and No. 27 (regional summary) of Appendix III. A survey of homemaking education was conducted. The results appear in a working paper, and were incorporated into the comprehensive discussions of secondary education provided in Publications No. 17 and No. 27.

ARTICLE I-2-(a)-(iv)

"A study of secondary teacher preparation programs, including supporting elements of higher education."

Results are reproduced in the following publications: No. 2 (preparation programs), No. 4 (elements of planning), No. 5 (needs for new teachers), No. 12 (student achievement in preparatory institution), No. 11 (student drop-outs in preparation programs), No. 13 (cost of preparing teachers), No. 22 (characteristics of teacher trainers), No. 23 (present placement of graduate teachers), No. 26 (overall summary), No. 28 (efficiency and effectiveness of institutions preparing teachers).

ARTICLE I-2-(b)-(i)

"The initial development of psychological and academic tests appropriate for the secondary and university student population of Central America."

Results of the initial survey in this area are reproduced in Publication No. 6. In addition, IIME co-sponsored with CSUCA and the College Entrance Examination Board a regional conference among more systematic study and work in this area. Results are reproduced in a CSUCA publication, soon to be released.

ARTICLE I-2-(b)-(ii)

"The establishment of a data processing center for the systematic and continuing study of adolescent growth and development."

This study was undertaken in collaboration with the Colegio Americano de Guatemala, under the co-direction of Licda. Beatriz Molina and Lic. Robert Mac Vean. Dr. Warren Ketcham of the University of Michigan provided needed consultation.

Results of the study are reproduced in Publications No. 18 and No. 19.

ARTICLE I-2-(b)-(iii)

"A study of university student characteristics, roles and behavior."

Results of student censuses and correlary studies of the composition of student leadership, etc. are reproduced in Publications No. 11 (drop-outs), No. 12 (student progress), No. 26 (general characteristics) and in doctoral dissertation No. 3.

ARTICLE I-2-(b)-(iv)

"A study of educational finance and financing practices."

Financial aspects of educational administration were integrated into the comprehensive studies of each field of inquiry, including those of higher, secondary, technical and teacher education. These are reported in the regional summaries in Publications No. 17 (secondary education), No. 20 (special education and rehabilitation), No. 26 (higher education) and No. 28 (each profession).

ARTICLE I-2-(b)-(v)

"A survey of USCG programs relative to the development of a program of general university studies."

This study was conducted by the IIME staff between January, 1963, and June, 1963, in collaboration with the Comité de Integración Universitaria of the University of San Carlos. The results were reproduced in mimeograph for use by the Comité, and incorporated into the program of planning assistance described in Appendix IV. As a result of this activity, the University initiated its first attempt at a general studies program in January, 1964.

ARTICLE I-2-(b)-(vi)

"Provide grants for Central American pre-licenciados who will complete theses in Humanities and related fields under PROGRAMA supervision."

Eleven such grants (each in the amount of \$300.00) were made during the contract period. Six persons completed their thesis under PROGRAMA supervision, and subsequently obtained their university degree. Five of the grants were made to professors at the University of Costa Rica to support their team-study leading to the development of an experimental school program at that University.

The results of these activities appear in theses Nos. 6, 7, 8, 9, 10, 11 and in Related Independent Study No. 1.

ARTICLE I-3

"Based upon the results of the foregoing, formulate specific plans for establishing in Central America a regional graduate training program in education."

Results of studies in this area are reproduced in Publications No. 2 (criteria for programs), No. 4 (elements of plan), No. 5 (number of graduates required), No. 13 (cost of plan), No. 16 (plan).

At one time in the development of IIME, the USCG believed that IIME itself might ultimately evolve into a graduate school of education within the University of San Carlos of Guatemala. However, following the regional studies and conferences of 1963 and 1964, it is generally conceded that San Carlos--as well as five other preparatory institutions--lacks a sufficiently well developed undergraduate program in this important area to warrant developing a graduate program there. Hence, IIME's energies were channeled into generating the leadership required to develop a regional program of teacher preparation, involving immediate renovation of seven training institutions and rapid increase of the graduate capacity of one of these institutions. One of the challenging tasks for IIME in the future is the preparation of persons qualified to implement these regional plans and to initiate the appropriate programs.

FINAL PROGRESS REPORT

Resume of Contract Performance

APPENDIX III

MANUSCRIPTS AND PUBLICATIONS

"Develop for public distribution such reports of the Administrative Research and Planning Activities and of the Basic Research Studies as Contractor deems appropriate. Prior to submission to A.I.D., or to public or private bodies, of any publication prepared by PROGRAMMA, the co-directors and the Governing Board shall approve the same."

**ARTICLE I-A-2-(d)
MSU/AID Contract**

APPENDIX III

RESUMÉ OF CONTRACT PERFORMANCE: MANUSCRIPTS AND PUBLICATIONS

During the contract period, the IIME staff undertook to prepare approximately 120 reports and working papers related to education in Central America. Twenty-three major documents were published, or scheduled for publication during an extended contract period. Prior to their release, all manuscripts are submitted to various Central American bodies for review.

III.1 Publication Review Procedure

Although IIME may publish the results of all of its studies, most of its work is produced exclusively for use by the universities and ministries which it serves. These are reproduced as "working papers" to be employed by IIME's clientele in their own self-study. Hence, only about one in five of IIME's manuscripts are reproduced for distribution to the general education community in Central America and elsewhere.

Prior to their distribution to the general education community, manuscripts are subjected to this intensive review procedure:

1. One or more competent professional readers examine the basic materials and recommend modifications in the original presentation of data.
2. The principal members of the IIME staff scrutinize the work for technical accuracy and for clarity and simplicity of expression. Conclusions and recommendations included in reports must be acceptable to a consensus of the staff.
3. The material is then reviewed with the chief officials and other personnel of the agency, institution or program under study. Their reactions limit the scope of conclusions and recommendations--and frequently the manner of presentation--if the topic under study is crucial or believed to be controversial.
4. Local members of the IIME Interuniversity Governing Board review the materials.
5. The modified materials are duplicated as a formal "working paper." Selected additional readers may be engaged to review the document.

6. In conformity with contract implementation agreements with AID/W and ROGAP, five copies of the "working paper" are submitted to AID through the office of Dr. Otto Nielsen, Chief, Human Resources Division, USAID/Guatemala. If his office has no objection to the release of the document, the "working paper" may then be edited for publication. In the event that AID registers an objection, Michigan State University consults with AID concerning the objection. No objections were raised during the contract period.
7. The co-directors may then recommend to the Interuniversity Governing Board that the manuscript be released.
8. Upon the approval of the Governing Board, the manuscript may be released to the general education community.

The review procedure normally requires from three to four months to complete.

The intent of the review procedure is three-fold:

1. to induce the broadest possible Central American participation in each step of the research and study operations;
2. to obtain face validity for the results of IIME's studies, and to identify and treat areas of possible concern or controversy, prior to the release of publishable materials;
3. to provide a realistic basis for the training of IIME personnel.

Since IIME's clientele are the universities and ministries of Central America, all of IIME's professional studies are produced in Spanish. A few of the documents in the major fields of study may be reproduced in English for use in English speaking communities.

III.2 Publications Approved for Distribution

During the contract period, these manuscripts were reviewed and approved for distribution to the general Central American education communities.

1. Instituto de Investigaciones y Mejoramiento Educativo, IIME Staff, (Imprenta Universitaria: Guatemala), February, 1963.

A bilingual description of IIME and its PROGRAMA INTER-UNIVERSITARIO.

2. Formación de Profesores de Educación Media, Emma Gamboa y Félix Hernández Andrino, (Imprenta Universitaria: Guatemala), August, 1963.

Results of an intensive study and evaluation of the seven university-level teacher-training institutions in Central America, prepared for IIME by the Dean of the College of Education, University of Costa Rica, and the Head of the Department of Pedagogy, University of San Carlos of Guatemala.

3. La Administración Pública de la Educación en Centro América, Burton Dean Friedman, (Imprenta Universitaria: Guatemala) August, 1963.

1. An original paper by an IIME staff member in which criteria are advanced for the determination of educational effectiveness, efficiency and economy in Central America. The document was reviewed by representatives of each ministry of education and each national university, and the criteria advanced therein accepted. Also to be published in English by MSU, September, 1964.

4. Declaraciones y Recomendaciones de la Primera Conferencia Centroamericana sobre la Preparación de Profesores de Educación Media, (Imprenta Universitaria: Guatemala), August, 1963.

Principal points of view and recommendations adopted by representatives of ministries of education and university training institutions in their first regional conference. On the basis of these agreements, IIME undertook the technical work which led to the development of a regional plan for teacher preparation in Central America.

5. Necesidades de Personal en la Educación Media, Paul G. Orr y Karl T. Hereford, (Imprenta Universitaria: Guatemala), August, 1963.

Projections of student enrollments and needs for qualified teaching personnel in Central American secondary schools prepared by two IIME staff members, employing in large part data provided by the CSUCA-sponsored Human Resources Study. The information was reviewed by each ministry of education and each university training school and adopted as a basis for estimating numbers of needed new secondary school teachers in the region.

6. Instrumentos de Medición Psicológica en Centro América, Gonzalo Adis Castro (IIME: Guatemala) March, 1964.

Results of a regional survey of university and school testing programs conducted by the Director of Psychological Research, University of Costa Rica.

7. La Educación Normal en Guatemala, Javier Ruiz Paniagua, (IIME: Guatemala), July, 1964.

An IIME staff study of the preparation of primary school teachers in Guatemala; a regional summary of this area of study is now in process of review.

8. La Educación Industrial en Centro América, Victor Ardón, (IIME: Guatemala), July, 1964.

An IIME staff study of industrial education in Central America, based upon a survey conducted by the author and Dr. Harold Byram.

9. La Educación Comercial en Centro América, Peter Haines, (IIME: Guatemala), July, 1964.

10. Informe de la Primera Conferencia Regional Sobre Estadísticas y Registros Escolares, edit. por Luis Oyarzun, (IIME: Guatemala), July, 1964.

Declarations and recommendations of the heads of ministry of education planning divisions, following their first regional conference, under IIME sponsorship, in May, 1964.

III.3 Manuscripts In Process of Review for Release on or About September 30, 1964

1. Deserciones Universitarias, Mario Romero, (IIME: Guatemala), August, 1964.

Results of an intensive study of university drop-outs including the etiology of drop-outs, based on experience of the University of Costa Rica. This study was conducted with assistance from IIME by the Director of CSUCA's Institute of Statistics, located at the University of Costa Rica.

2. Aprovechamiento Estudiantil: Universidad de San Carlos, Burton Dean Friedman, (IIME: Guatemala), August, 1964.

A case study of student achievement, based on student census materials produced by the University of San Carlos with assistance from IIME. The information set forth describes the "supply" side of the regional "supply and demand" coordinated studies conducted by IIME and the CSUCA-sponsored Human Resources Study. Also to be published in English by MSU, September, 1964.

3. La Producción del Personal para la Educación Media: Estimación de Costo, Karl T. Hereford, (IIME: Guatemala), August, 1964.

Estimated costs of preparing needed secondary school teachers in Central America, based upon the program recommendations advanced by representatives of education ministries and heads of preparatory institutions. An English version will also be published by MSU in September, 1964.

4. Educación Agrícola en Centro América, Arnolando Escobar, (IIME: Guatemala), August, 1964.

An IIME staff document based upon a regional survey conducted by the author in company with Lic. Victor Ardon and Dr. Harold Byram. The author is now the Director General of Education, Ministry of Education, Republic of Guatemala.

5. Plan de Gasto Público para el Mejoramiento de la Educación Oficial en Centro América, Karl T. Hereford, (IIME: Guatemala), September, 1964.

An IIME staff document illustrating a plan for attaining minimum levels of educational efficiency in Central America during a development period of 15 years. Priorities are suggested with respect to primary, secondary and higher education; a specific plan of public expenditure is described.

6. Anteproyecto del Plan de Acción Regional para la Formación de Profesores de Educación Media en Centro América, (IIME: Guatemala), September, 1964.

Based upon all previous studies, regional conferences and consultations, the authors here describe IIME's tentative plan for the preparation regionally of needed new secondary school teachers in Central America. The projected plan will formally be reviewed by joint ministry-university committees in each nation. The plan will be presented in final form to university Rectors and Ministers of Education in a regional congress in November, 1964. The plan will also be published in English by MSU in December, 1964.

III.4 Manuscripts Now in Preparation for Publishing Later in 1964

These manuscripts--based upon all IIME studies in their respective fields--are now in preparation. They are to be submitted for appropriate review during the extended contract period but will not be released for distribution until late 1964, hence will not be reproduced at contract expense.

1. Educación Media en Centro América, Félix Hernández Andriño, (IIME: Guatemala), September, 1964.

A comprehensive report based upon all IIME studies concerning secondary education in Central America. The author is the Director of IIME, and Head: Department of Pedagogy, University of San Carlos.

2. Aprovechamiento Estudiantil: Universidades Centroamericanas, Burton Dean Friedman y Karl T. Hereford, (Imprenta Universitaria: Guatemala), December, 1964.
3. Educación Normal en Centro América, Javier Ruiz Paniagua, (IIME: Guatemala), December, 1964.
4. Informe Regional Sobre la Situación Actual de la Educación Superior en Centro América, Luis Torres, Burton Dean Friedman, Karl T. Hereford, (Imprenta Universitaria: Guatemala), December, 1964.
5. Manual para las Investigaciones del Desarrollo de Niños, Beatriz Molina y Warren Ketcham, (IIME: Guatemala), October, 1964.

A procedural guide for the development and conduct of long term research in the field of child growth and development, based upon the authors' experience in a decade of such research with children in Guatemala.

6. Normas de Desarrollo de Niños Guatemaltecos, Beatriz Molina y Robert MacVean (IIME: Guatemala), October, 1964.

The first available growth norms concerning children and youth in Central America, produced by the authors, with assistance from IIME.

7. Educación Especial y Programas de Rehabilitación en Centro América, Jenny Erdmenger, Alfredo Tay; edit. por Guillermo Putzeys, (IIME: Guatemala), November, 1964.

Results of studies by the IIME staff of 65 public and private agencies that provide educational service to mentally and/or physically disabled children and adults in Central America.

8. El Personal Profesional de los Ministerios de Educación en Centro América, Pablo Lacayo (IIME: Guatemala), November,

Results of IIME's regional studies of professional personnel who staff the ministries of education in Costa Rica, El Salvador, Guatemala, Honduras and Nicaragua.

9. Apreciaciones de Catedráticos Universitarios en Centro America, S. Kirkwood Yarman, (IIME: Guatemala), November, 1964.

A compendium of sociological information of university professors in Central America.

10. Apreciaciones de Graduados Universitarios en Centro América, S. Kirkwood Yarman, (IIME: Guatemala), November, 1964.

Results of the first "follow-up" study of graduates conducted in Central America. The response--while incomplete in some countries--provides the first statistical base for estimating the economic "worth" of university-level education.

III.5 Theses and Dissertations

During the period of the contract, six Central American and five North American graduate students under IIME direction undertook theses leading to the highest degree offered by their respective institutions. In addition to academic and technical assistance, small grants were made to the Central American students to cover certain direct costs of their research. This was accomplished under ARTICLE I-A-2-(b)-(vi) of the contract which stated: "Provide grants for Central American prelicenciados who will complete theses in Humanities and related fields under PROGRAMA supervision." The theses and dissertations undertaken were:

1. An Analysis of the Nature and Extent of Rehabilitation in Guatemala, Ph.D. Dissertation, John Charles Toth, Michigan State University, 1963.
2. An Analysis of Programs of Special Education in Guatemala, Ph.D. Dissertation, Daniel MacAlees, Michigan State University, 1963.
3. Composition of University Student Leadership, Ph.D. Dissertation, Artemio Rivera Arroyo, Michigan State University, 1964.
4. Characteristics of University Graduates in Central America, Samuel Kirkwood Yarman, Ph.D. Dissertation, Michigan State University, 1964.
5. Instructional Unit Costs in Central American Universities, Merlin G. Duncan, Ph.D. Thesis, Michigan State University, 1964.
6. Estudio Axiológico de la Mujer Guatemalteca Pre-universitaria, Carolina de Aquino, Thesis for Licenciatura en Educación, University of San Carlos, 1963.

7. La Educación Agrícola en Guatemala, Arnoldo Escobar, Thesis for Licenciatura en Educación, University of San Carlos, 1964.
8. Proyecto para el Hospital Neuropsiquiátrico de Guatemala, Hermes Marroquin, Thesis for Licenciatura en Arquitectura, University of San Carlos, 1964.
9. La Disciplina en la Escuela Secundaria Guatemalteca, Mario Hector Oliva, Thesis for Licenciatura en Educación, University of San Carlos, 1964.
10. Dinamia de la Frustración en el Adolescente Guatemalteco, Maria de Rojas, Thesis for Licenciatura en Educación, University of San Carlos, 1964.
11. El Fracaso Escolar en Relación con el Ajuste y la Inteli-gencia, Alfredo Tay, Thesis for Licenciatura en Educación, University of San Carlos, 1964.

III.6 Working Papers and Unpublished Manuscripts

During the period of the contract, numerous staff reports and working papers were developed. These are not intended for publication, but for internal use only. Many provide the basis for the self-examination by ministries, universities and related educational institutions that characterize IIME's "participant research" methodology. Single copies of these manuscripts are maintained in the IIME files and professional materials center. Among them are:

A. Special Education and Rehabilitation

- EER-1 Informe sobre el Centro de Rehabilitación del IGSS
- EER-2 Informe sobre el Instituto de Rehabilitación Infantil
- EER-3 Informe sobre el Centro de Recuperación No. 1 del IGSS
- EER-4 Informe sobre el Centro de Recuperación No. 2 del IGSS
- EER-5 Informe sobre el Centro de Salud Mental
- EER-6 Informe sobre la Ciudad de los Niños
- EER-7 Informe sobre los programas de educación especial del Ministerio de Educación Pública de Guatemala

- EER-8 Informe sobre el Colegio Suizo
- EER-9 Informe sobre la Escuela "Fray Pedro Ponce de León" para niños sordos
- EER-10 Informe sobre el "Instituto para Retrasados Mentales"
- EER-11 Informe sobre la Escuela "Santa Lucía" para niños ciegos
- EER-12 Informe sobre el Instituto "Rodolfo Robles"
- EER-13 Informe sobre el "Instituto Neurológico de Guatemala"
- EER-14 Informe sobre el "Sanatorio Antialcohólico"

B. Secondary Education

- EM-1 Informe sobre educación media de Guatemala
- EM-2 Informe sobre educación media de El Salvador
- EM-3 Informe sobre educación media de Costa Rica
- EM-4 Informe sobre educación media de Nicaragua
- EM-5 Informe sobre educación media de Honduras
- EM-6 Informe sobre educación normal de Costa Rica
- EM-7 Informe sobre educación normal de El Salvador
- EM-8 Informe sobre educación normal de Nicaragua
- EM-9 Informe sobre educación normal de Honduras
- EM-10 Informe sobre las apreciaciones estudiantiles de las escuelas secundarias de Guatemala
- EM-11 Informe sobre las apreciaciones estudiantiles de las escuelas secundarias de Costa Rica
- EM-12 Informe sobre las apreciaciones estudiantiles de las escuelas secundarias de El Salvador
- EM-13 Informe sobre las apreciaciones estudiantiles de las escuelas secundarias de Honduras
- EM-14 Informe sobre las apreciaciones estudiantiles de las escuelas secundarias de Nicaragua

- EM-15 Informe sobre las apreciaciones de profesores de enseñanza media de Costa Rica
- EM-16 Informe sobre las apreciaciones de profesores de enseñanza media de El Salvador
- EM-17 Informe sobre las apreciaciones de profesores de enseñanza media de Honduras
- EM-18 Informe sobre las apreciaciones de profesores de enseñanza media de Guatemala
- EM-19 Informe sobre las apreciaciones de profesores de enseñanza media de Nicaragua
- EM-20 Informe sobre las apreciaciones de directores de escuelas secundarias de Costa Rica
- EM-21 Informe sobre las apreciaciones de directores de escuelas secundarias de El Salvador
- EM-22 Informe sobre las apreciaciones de directores de escuelas secundarias de Honduras
- EM-23 Informe sobre las apreciaciones de directores de escuelas secundarias de Guatemala
- EM-24 Informe sobre las apreciaciones de directores de escuelas secundarias de Nicaragua
- EM-25 Una evaluación de educación industrial y agrícola en Centro América
- EM-26 Informe sobre la educación para el hogar en Centro América

C. Teacher Education

- FM-1 Encuesta de programas de formación de profesores de enseñanza media de Costa Rica
- FM-2 Encuesta de programas de formación de profesores de enseñanza media de El Salvador
- FM-3 Encuesta de programas de formación de profesores de enseñanza media de Honduras
- FM-4 Encuesta de programas de formación de profesores de enseñanza media de Guatemala

- FM-5 Encuesta de programas de formación de profesores de enseñanza media de Nicaragua
- FM-6 Acta de Segunda Conferencia sobre la formación de profesores de educación media, Julio, 1963.
- FM-7 Anteproyectos del plan de acción regional para la preparación de profesores de educación media en América Central.

D. Higher Education

- ES-1 Informe sobre la Universidad de San Carlos de Guatemala: estado actual, recursos y necesidades
- ES-2 Informe sobre la Universidad de El Salvador
- ES-3 Informe sobre la Universidad de Costa Rica
- ES-4 Informe sobre la Universidad de Honduras
- ES-5 Informe sobre la Universidad de Nicaragua
- ES-6 Ensayos críticos sobre diversos conceptos básicos en la estructura universitaria
- ES-7 Horas de clase y horas de instrucción por carrera en la cinco universidades nacionales de América Central
- ES-8 Costos de instrucción para la preparación de profesionales en las cinco universidades nacionales de América Central
- ES-9 Concepto de "Faculty Load" y la aplicación al estudio de este concepto de las cinco universidades nacionales de América Central
- ES-10 Capacidad socio-economica de los estudiantes universitarios de las cinco universidades nacionales en América Central
- ES-11 Anteproyecto de un plan para evaluar la eficiencia de las universidades nacionales en América Central
- ES-12 Educación dental en Centro América
- ES-13 La enseñanza del derecho en América Central
- ES-14 La preparación de médicos cirujanos en América Central

- ES-15 La enseñanza universitaria de las humanidades en América Central
- ES-16 La preparación de médicos veterinarios en América Central
- ES-17 La preparación de agrónomos en Centro América
- ES-18 La preparación de ingenieros en Centro América
- ES-19 La preparación de arquitectos en Centro América
- ES-20 Algunos aspectos sobre los estudios básicos universitarios en Centro América
- ES-21 La utilización de la planta física en las cinco universidades nacionales en América Central
- ES-22 Algunos aspectos de administración y organización de las universidades nacionales
- ES-23 Nivel de aspiraciones del alumnado de enseñanza media en Centro América

E. Ministries of Education

- AP-1 Encuesta al personal profesional del ministerio de educación de Costa Rica
- AP-2 Encuesta al personal profesional del ministerio de educación de El Salvador
- AP-3 Encuesta al personal profesional del ministerio de educación de Honduras
- AP-4 Encuesta al personal profesional del ministerio de educación de Guatemala
- AP-5 Encuesta al personal profesional del ministerio de educación de Nicaragua

F. Miscellaneous Materials

Estadísticas escolares de la República de Guatemala: 1961

Estadísticas escolares de la República de Guatemala: 1962

FINAL PROGRESS REPORT

Résumé of Contract Performance

APPENDIX IV

LEADERSHIP GENERATING ACTIVITIES

"Contractor will, using the staff and facilities of PROGRAMA, conduct in Central America the activities in the fields set forth below together with such other related activities which Contractor deems to be appropriate:...

- (c) planning activities: conduct workshops and planning conferences..."

**ARTICLE I-2-(c)
MSU/AID Contract**

APPENDIX IV

RESUMÉ OF CONTRACT PERFORMANCE: LEADERSHIP GENERATING ACTIVITIES

IIME was created not only (a) to study and diagnose educational ills in Central America, but also (b) to generate leadership among key government agencies and autonomous universities to improve education. Consistent with this two-fold purpose, the IIME staff--in addition to its programs of regional studies and research--undertook a select number of activities calculated directly to strengthen education in Central America. The amount of effort invested in "service" activities, however, was almost negligible when compared to the effort invested in research. Nonetheless, these activities were deemed to be important prototypes of future emphases as IIME comes to be a principal center for educational information, ideas and services in Central America.

IV.1 Provision of Basic Educational Information

During the contract period, IIME provided basic educational information to about twenty-five educational agencies, including domestic and foreign universities and government missions. By the end of the contract period, IIME was generally recognized as a primary source of valid information, particularly among Central American ministries and universities. Among the agencies and institutions requesting assistance of IIME during the contract period were:

Instituto Tecnológico de Monterrey (México)

Basic information concerning vocational education in Central America. IIME's work was cited as a principal source in this institution's regional survey in 1963.

Universidad de Bogotá (Colombia)

Several of IIME's survey instruments were employed by this University in its studies of education in Colombia.

University of Pittsburgh

Much of IIME's preliminary studies of universities was employed by this university in its feasibility study of the University of San Carlos, conducted under auspices of USAID/Guatemala, 1963.

University of Wisconsin

At request of the University of San Carlos, IIME personnel assisted USCG in developing statement of Wisconsin--San Carlos agreement, this to permit initiation of Wisconsin/REPAS regional contract activity within the USCG in 1964.

University of Kansas

Basic information concerning Central American universities was provided this institution in its study of general education programs in Central America.

State University of Oklahoma

Basic information concerning veterinary medicine and agronomy was provided this institution during its feasibility study of the University of San Carlos, under USAID/Guatemala auspices, 1963.

Universidad de El Salvador

IIME was provided instrumentation and technical assistance for conduct of first student census by this University.

Universidad de Costa Rica

IIME provided technical and financial assistance for conduct of a study of university "drop outs" in this University; later IIME was requested to provide needed technical assistance for the overall planning of the University. An agreement to this effect was signed November, 1963, by USCG and the University of Costa Rica. Preliminary work was undertaken in April, 1964, and projected through December, 1964.

Universidad de San Carlos de Guatemala

IIME provided basic information and technical assistance to this University in (a) the organization of its general studies program and (b) the development of a university self-study. These the University carried out with financial support and additional technical assistance provided by USAID/Guatemala. IIME also provided technical and financial assistance in the conduct of a student census.

Ministry of Hacienda, Republic of Guatemala

IIME financial data concerning education in Guatemala were employed in formulating national budget of 1963-64.

Ministry of Education, Republic of Guatemala

IIME was instrumental in creating a joint Ministry of Education-University of San Carlos study committee (during the tenure of Colonel Porres); a proposal by the Ministry of Education that IIME assist in national planning of education in Guatemala was deferred pending completion of IIME's regional studies. IIME's first "graduate," Lic. Arnoldo Escobar, however, is now the Director General of Education in the Ministry. He and other members of the Ministry regularly solicit and use IIME data and technical assistance.

Ministry of Education of El Salvador

IIME collaborated with the Planning Office of this ministry in making work performed there in the field of student accounting available to all planning agencies in Central America. Technical and financial assistance to the Ministry for this activity was provided by USAID/El Salvador.

United States AID Mission to Guatemala

During 1962-63, this mission was a regular "consumer" of IIME studies, particularly those concerning the University of San Carlos and of secondary education in Guatemala.

United States AID Mission to El Salvador

IIME's regional studies of vocational education were employed by this mission in its own intensive studies in El Salvador.

Regional Office for Central America and Panama (ROCAP)

IIME's studies of commercial, industrial and agricultural education were employed by an advisor contracted by this mission in his work with SIECA.

Servicio Cooperativo Interamericano de Crédito Agrícola Supervisado (CSICAS)

Basic information and consultation were provided by IIME specialists in agricultural education to this Servicio.

Secretaría de Integración Económica de Centro América (SIECA)

Basic information was provided this organization concerning vocational education programs in Central America.

Government of Israel

Basic information was provided a survey team representative of this government in its regional study of vocational school programs in Central America.

Asociación Centroamericana de Educadores (ACADE)

IIME assisted in the creation of this new regional association, and provided its founders basic information, particularly in the field of teacher education.

Instituto de Seguridad Social de Guatemala (IGSS)

IIME's studies concerning special education and rehabilitation programs have been used by this agency.

Congreso Mundial Sobre Población

IIME was requested to prepare the principal paper on Central America teacher education for this World Congress to be held in Paris in 1965.

Organization of Central American States (ODECA)

IIME was requested to present a paper on vocational education in Central America to the first regional meeting of Ministries of Labor, in 1964.

IIME was also requested to participate and present papers to the August, 1964, meeting of Ministries of Education.

United States AID Mission to Nicaragua

A request of this mission to release an IIME specialist for intensive consultation in school guidance had to be deferred pending completion of IIME's regional studies.

Consejo Superior Universitario Centroamericano (CSUCA)

A request by the national university rectors that IIME intensify its studies of university organization and administration had to be deferred until after the contract period, pending completion of IIME's supporting regional studies.

IIME was also requested to co-sponsor and present a principal paper at the CSUCA-IIME-College Entrance Examination Board regional conference concerning university admission programs.

IIME is of course the regional education institute for CSUCA; approximately one-third of IIME's total effort during 1962-1964 was devoted to studies of national universities in Central America under CSUCA auspices.

Institute of International Education (IIE)

Special studies of admission, grading and retention practices among Central American universities were provided this agency at the request of the Cultural Affairs Division of the U. S. Embassy in Guatemala.

IIME's studies also served as a basis for articles and research proposals by professors at Michigan State University, particularly in the fields of commercial, industrial and special education and rehabilitation. In addition, members of the IIME staff addressed numerous groups, among which were:

Staff of the United States AID Mission to Guatemala

Faculty of the School of Education, University of Costa Rica

Consejo Superior de la Universidad de Costa Rica

National Congress of Teachers, Ministry of Education, Costa Rica

Administrative Council, University of Costa Rica.

Asociación Centroamericana de Educadores (ACADE)

Faculty of Humanities, University of San Carlos of Guatemala

National Congress of Teachers, Ministry of Education, Guatemala.

IV.2 Regional Conferences

During the contract period, IIME prepared and presented papers at six major conferences; IIME also sponsored or co-sponsored five regional conferences. These were designed (a) to focus attention on major educational problems and (b) to achieve a broad dissemination of the results of some of IIME's studies. Among the papers presented were:

"The Status of Public Education in Guatemala," by Dr. Guido Barrientos, December, 1962, before the National Congress of Teachers of Guatemala, Ministry of Education. (Unpublished).

"Secondary Education in Central America," by Dr. Paul G. Orr, Lic. Pablo Lacayo and Prof. Javier Ruiz Paniagua, March, 1963, before the National Congress of Teachers, Ministry of Education, Costa Rica. (Mimeographed).

"Vocational Education in Central America," by Lic. Víctor Ardón, March, 1964, before the Ministers of Labor, Organization of Central American States, San Salvador, El Salvador. (Mimeographed).

"Influence of demographic-factors on teaching methods and services in Central America," prepared by the IIME staff for presentation to the World Congress on Population, Belgrade, August, 1965. (Mimeographed).

"Use of Admissions Tests in University Research and Improvement," by Lic. Luis Torres and Dr. Burton Dean Friedman, before the First Regional Conference of Admissions Officers, San José, Costa Rica, April, 1964. (Mimeographed).

During the contract period, IIME sponsored these regional conferences:

- A. First regional conference on secondary teacher preparation, July 21-30, 1963. The conference was attended by Directors of Secondary Education of the five ministries of education in Central America and by the heads of the seven university-level training institutions. The conference was organized as a "traveling seminar." The fourteen officials visited each preparatory institution prior to three days of intensive work in the IIME offices at the University of San Carlos. This was the first time that key representatives of ministries of education and of universities had convened to deal with problems of teacher training in Central America. The results of this first conference are reproduced in Declaraciones y Recomendaciones (Imprenta Universitaria: Guatemala), August, 1963.
- B. Second regional conference on secondary teacher preparation, February 17-21, 1964. From this conference came the basic elements for a regional cooperative plan of teacher preparation based upon precisely stated roles for ministries of education and for universities. Attending were the key officials of ministries and universities who had initiated the activity in the first such conference. The results of this conference were reproduced in mimeograph, and constitute the basis for much of the materials now reproduced in Anteproyecto del Plan de Acción Para la Formación de Profesores de Educación Media (IIME: Guatemala), August, 1964.

- C. Third regional conference on secondary teacher preparation, March 21, 1964, in San Salvador, El Salvador. This conference was held on the first day of the inaugural conference of ACADE. A draft of the regional plan for teacher preparation was reviewed and endorsed.
- D. Regional conference of university registrars and admission officers, co-sponsored with CSUCA and the College Entrance Examination Board, April 17, 1964, in San José, Costa Rica. This conference brought university admissions officers of Central American universities together for the first time. The results of the conference appear in a forthcoming publication of the CSUCA Secretariat.
- E. First regional conference of directors of educational planning and school statistics of the five national ministries of education, May 11-13, 1964, at the IIME offices in Ciudad Universitaria, Guatemala. This conference brought together for the first time those officials in each ministry of education responsible for the collection and analysis of school statistics and the projection of school needs. Also in attendance were representatives of UNESCO, CAP, ODECA, CSUCA and SIECA. A particularly valuable contribution to the conference was the work previously accomplished in this field by the USAID mission to El Salvador. This was presented by Dr. Ward Mason of that mission and Lic. Fernando Fuentes, Director of Planning, Ministry of Education, El Salvador. The results of the conference are reproduced in mimeograph as "Informe de la primera conferencia regional centroamericana sobre Estadística y Registros Escolares," (IIME: Guatemala), July, 1964.

During the course of the contract period, these key Central American officials participated in one or more IIME-sponsored conferences or study activities. They are listed by nation as follows:

Costa Rica

- Carlos Monge Alfaro, Rector, University of Costa Rica
- Emma Gamboa, Dean, Faculty of Education, University of Costa Rica
- Carlos Meléndez, Professor, School of Science and Letters, University of Costa Rica
- Ovidio Soto, Director, Office of Integral Planning, Ministry of Education, Costa Rica

El Salvador

Roberto Antonio Barahona, Director, Escuela Normal Superior,
Ministry of Education

Raúl Nuila, Director of Secondary Education, Ministry of
Education

Fernando Heriberto Fuentes, Head, Office of Educational
Planning, Ministry of Education

Manuel Luis Escamilla, Director, School of Education,
Faculty of Humanities, University of El Salvador
(in representation of Rector Fabio Castillo)

Guatemala

Jorge Arias B., Rector, University of San Carlos of Guatemala

Rolando Chinchilla Aguilar, Minister of Education

Luis Arturo Lemus, Professor, Faculty of Humanities,
University of San Carlos (in representation
of Dean Hugo Cerezo Dardón)

José Morales, Director, Normal and Secondary Education,
Ministry of Education

Arnoldo Escobar, Director General of Education, Ministry
of Education

Rubén Villagrán Paúl, Director, Office of Integral Planning,
Ministry of Education

Honduras

Edgardo Sevilla, Director of University Center of General
Studies and Vice-Rector, University of
Honduras

Elvir Rojas, Director, Escuela Superior del Profesorado
"Francisco Morazán," Ministry of Education

Antonio Andino, (in representation of) Director, Secondary
Education, Ministry of Education

Jesús Milla Selva, Director, Escuela Normal de Varones,
Ministry of Education

Luis B. Gómez, Head, Technical Council, Ministry of Education

Nicaragua

Násere Habed López, Director, School of Education, University of Nicaragua

Edmundo Díaz Ríos, Head, Secondary Education, Ministry of Education

Tomás Urroz, Director, Secondary Education, Ministry of Education

Cristóbal Espinosa, Head, Office of School Statistics, Ministry of Education

International Agencies

CSUCA: Carlos Caamano, Assistant to the Secretary, Consejo Superior Universitario Centroamericano

UNESCO: José Martínez Cros, Director, Regional Office, UNESCO

José Lanza Diego, Sepcialist, UNESCO, Guatemala

ODECA: Enrique Ortez Colindres, Director of Cultural Affairs, Organization of Central American States

SIECA: Luis Reina Rosal, Consultant, Statistical Section, SIECA

AID: Ward Mason, Education Officer, USAID/El Salvador

IV.3 Planning Assistance Services

It was intended that IIME should develop competence in the planning of education systems in Central America, and to share that competence with the responsible agencies and institutions there. It was not intended that IIME would itself become a planning program-operating agency, but rather a professional and independent center of valid ideas, information and planning assistance services, these to be employed to complement and strengthen the work of the responsible planning and program operating institutions.

During the contract period, IIME received a large number of requests for planning assistance services from ministries and universities. Although IIME was designed--and now is competent by experience--to provide a full program of such services, the commitments for research during the first two years of work prohibited the provision of direct assistance to agencies and institutions on other than a limited basis.

Five of these service activities are described. Each was selected by the staff, and entered into upon approval of the Inter-University Governing Board. The criteria for acceptance of such service activities were: (a) the opportunity the proposed activity provided to enhance the training and experience of the IIME staff, (b) the apparent importance of the activity for ultimate educational improvement regionally in Central America, or (c) the opportunity the proposed activity provided to achieve an immediate "breakthrough" in program or administrative reform within a key agency or institution.

Regional Planning of Teacher Preparation Programs. IIME accepted the responsibility--and was supported under ARTICLE I-3 of the MSU contract with REPAS--to generate leadership leading to the formulation of specific plans for developing in Central America an improved capacity to prepare qualified educators. During the contract period, more apparent progress was made in this important field than in any other; certainly, the methodology of "participant research" was more fully explored in this area than in others. The circumstances under which this task was undertaken, briefly stated, are these:

Secondary teacher training is probably the least developed area in education in Central America. Of the 7,339 full- and part-time secondary school teachers employed in 1963 only 786 were qualified by any reasonable standard of training and experience. Moreover, the responsibility for teacher preparation is divided among the several countries between ministries of education and autonomous universities.

Neither universities nor ministries--through university-level training schools--are sufficiently productive of graduates in this field. By 1967, there will accrue in Central America an estimated deficit of at least 5,100 qualified full-time secondary school teachers. In order to remove this deficit within a decade, the number of qualified graduates produced annually by all preparatory institutions combined will have to be increased nearly 20 fold. (These matters are discussed fully in 12 IIME publications and working papers.)

Against this background, the IIME staff undertook to generate leadership in this area with these actions:

- a. A study commission was formed by IIME to study the seven university-level preparatory institutions in Central America and to identify needed improvements. The commission was comprised of Dra. Emma Gamboa, Dean, Facultad de Educacion, University of Costa Rica; Lic. Félix Hernández Andrino, Head, Department of Pedagogy, University of San Carlos, and Dr. Walter F. Johnson, Director, Graduate Student Personnel, Michigan State University. Their report appears in Formación de Profesores de Educación Media (Imprenta Universitaria: Guatemala), August, 1963, and in five IIME working papers.

- b. Preliminary projections of future secondary school enrollments were made, in collaboration with the staff of the CSUCA-sponsored regional human resources study.
- c. A survey was conducted by the IIME staff of public and private secondary school teachers.
- d. On the basis of these studies, projections of needs for qualified teachers were made. These are reproduced in Necesidades de Personal en la Educación Media (Imprenta Universitaria: Guatemala), August, 1963.
- e. The IIME staff developed tentative criteria for evaluating the effectiveness, efficiency and economy of educational systems in Central America. These are reproduced in La Administración Pública de la Educación en Centro América (Imprenta Universitaria: Guatemala) August, 1963.
- f. A regional conference was convened of directors of secondary education and heads of preparatory institutions. During a ten-day period, the fourteen officials visited each of the preparatory institutions. (For nine of the officials, this was their first visit to a preparatory institution outside their own country.) The results of their joint studies were ultimately incorporated into the Gamboa-Hernández report.
- g. The conference then met in Guatemala for three days, at which time the information concerning (a) preparation programs, (b) needs for qualified personnel and (c) evaluative criteria were studied. The conference agreed on several basic elements of a potential plan, and charged IIME with the task of developing additional materials for later study. The results of the conference are reproduced in Declaraciones y Recomendaciones (Imprenta Universitaria: Guatemala), August, 1963.
- h. In November, 1963, Dra. Gamboa and Dr. Carlos Tunnermann, Secretary General of CSUCA, recommended to CSUCA that the five national universities officially participate in this activity on a regional basis. In Resolution 9 of the CSUCA meeting, the Rectors approved this statement:

"Because the preparation of secondary school teachers is a key point in the development and improvement of Central American education, CSUCA shall promote, in collaboration with IIME:

- (i) the conduct of a Central American conference for the purpose of promoting a coordinated action for the solution of the problems of secondary education and the preparation of teachers at this level. The Permanent Secretariat of CSUCA and Organizing Committee that it designates shall invite appropriate representatives to this conference
- (ii) the channeling of international assistance for the improvement and expansion of programs of teacher preparation
- (iii) a better coordination of effort between Ministries of Education and the Universities to strengthen preparation programs and to avoid dispersion of resources."

Tentative plans were then made for a regional CONGRESS of ministers of education and University Rectors the following year.

- i. Following consultation with the CSUCA Secretariat, the IIME staff developed a series of working papers aimed ultimately toward the identification by representative officials of basic principles and agreements upon which a technical plan for teacher preparation in Central America might be developed.
- j. A second regional conference was convened, February 17-21, 1964, in which all ministries and universities were once again represented. (Changes in personnel in two ministries and in one university reduced the number of officials who worked continuously on this activity to eleven.) During this work-conference, all of the basic planning elements were identified, considered, and agreements attained suitable to university and ministry representatives of the five countries. These are reproduced in Segunda Reunión Centroamericana de Trabajo Sobre la Formacion de Profesores de Ensenanza Media (IIME: Guatemala), February, 1964.
- k. A preliminary statement of the regional plan was reviewed in a brief conference in March, 1964, by representatives of the ministries and universities.
- l. An organizing committee for a regional CONGRESS was appointed by the CSUCA Rectors. Representatives included members of the previous conferences; Dra. Gamboa was named Chairman. Dra. Gamboa visited each Minister of Education and each Rector during the month of June, 1964. As a result, a joint ministry-university study committee was established in each country.

The purpose of the national committees is to review and modify the statement of the regional plan in accordance with the realities and limitations within their respective nations.

- m. Ministers of Education endorsed the program in their regional meeting, August 14, 1964; they instructed the ODECA secretary to arrange for their participation in a regional CONGRESS in November.
- n. At the conclusion of the contract period, the IIME staff had completed--through this long process of "participant research"--the several basic technical studies and preliminary methodological illustrations required for review by the national committees and the regional CONGRESS.

In brief, the plan includes provisions (a) for the graduation annually of 1977 qualified secondary school teachers through, (b) a "minimum foundation program" participated in by (c) seven undergraduate preparatory institutions and (d) a regional graduate center. The plan also provides for the establishment in each country of (a) a network of collaborating "demonstration" secondary schools, (b) adjusted salary scales for qualified graduates and (c) a student loan fund.

These elements are described in La Producción de Personal para la Educación Media: Estimación de Costo (IIME: Guatemala), July, 1964, and in La Producción de Personal para la Educación Media: Plan de Acción (IIME: Guatemala), September, 1964.

The national committees are now to review and adapt the preliminary regional plan to national circumstances during a period of regularly scheduled conferences during the months of October and November, 1964. On the basis of these modifications, the IIME staff will then prepare a detailed statement of the plan for presentation to the joint regional CONGRESS of Rectors and Ministers of Education late in November, 1964. Given formal adoption of the plan by the regional CONGRESS, these additional steps are anticipated:

- a. The creation of a joint regional commission to serve as a key leadership and coordinative body for plan implementation.
- b. The establishment of a regional graduate center for the preparation in Central America of needed school directors and other service personnel required to implement the plans in each country.
- c. The development of suitable mechanisms within each preparatory institution for initiating the regional program beginning late fall of 1965 or early spring of 1966.

It should be noted: through this series of steps in which IIME has attempted to generate leadership among key government and university bodies for the improvement of teacher preparation programs in Central America, IIME itself has played--and will continue to play--different roles. Throughout, IIME provided the technical capacity to translate the aspirations, principles and policies of Central American educators into specific action programs. IIME--initially--employed its offices to bring representatives of the different educational sectors together. Initiative was then shifted to ACADE and to the CSUCA Secretariat, and most recently to the ODECA Secretariat. The ultimate vehicle envisioned for regional leadership is the proposed joint regional commission, which--if successfully established and adequately funded--could become the first genuine and permanent structural manifestation of regional integration in education in Central America. Granted successful integration of effort in the field of teacher preparation, new possibilities would then be opened for similar approaches to the development of secondary education--and ultimately, of primary education.

Formation of New Regional Structures. Any "strategy" of institution-, and particularly of region-building, includes the creation of numerous informal connective bodies to strengthen--and give resiliency to--the structural components of the desired regional system. In the field of education, the principal structural components in Central America are Ministries of Education and autonomous national universities. CSUCA provides some of the desired "connective tissue" among universities. ODECA is beginning to develop "tissue" among Ministries of Education, particularly through the Cultural and Education Council, and CAP. There is yet to be created, however, a structural link in each country, and regionally, which binds together these principal sectors in Central American education.

IIME used its offices and research methodology to bring representatives of the two sectors together, in the field of teacher preparation--an area of strong mutual concern and of recognized high priority. However, IIME could not carry the burden of continuous leadership in this endeavor, nor would it have been desirable for it to do so. The role of the CSUCA Secretariat was deliberately enhanced, so that the universities could participate. However, sole CSUCA sponsorship of these activities is not acceptable to ODECA, and vice versa; hence, it was necessary to explore additional means to bridge the gap between ministries and universities.

The first such step was accomplished during the First Regional IIME Conference on Teacher Education, July, 1963. Members of that conference--upon the initiative of Dra. Emma Gamboa, Dean, School of Education, University of Costa Rica--undertook to form a professional association of educators which could perform--albeit informally--a major leadership role in developing teacher preparation programs in Central America. IIME was privileged to provide the site and the immediate opportunity for these Central American university and ministry officials to form ACADE, the new Central American Association of Educators. It is anticipated that the members of ACADE will perform a major role in the forthcoming teacher preparation CONGRESS in November.

Institutional Self-studies. One expression of the "participant research" methodology is the intensive institutional "self-study." By serious application of systematic introspection--coupled with the use of adequate data and appropriate technical assistance--many schools and universities in the United States have been able to mount genuine instructional and administrative reforms. The Central American university, however, is more accustomed--as a basis of initiating institutional reform--to substitute "outside" advice for genuine introspection and experienced local judgment for factual material; hence, the Central American university tends more to "surveys" than "reform," and more to "heat" than "light" in its pursuit of reform. In some instances--particularly with strong institutional leadership--reform has been undertaken. However, academic oddities have emerged from the unstudied transfer of university experience from one country to another. Moreover, the Central American university has neither the organization nor technical components, nor the full-time administrative staff, essential to continued institutional self-analysis, or for the ready implementation of institutional plans once they are formulated.

Early in its inception, IIME sought opportunities by which it might (a) train its staff in the techniques of institutional self-study and (b) to enlarge the full-time planning and administrative capacity of one or all of the members of its clientele. One such opportunity appeared in late September, 1962, at the initiation of the Director of the USAID mission to Guatemala; another, later, at the initiation of the University of Costa Rica. The details are these:

University of San Carlos Self-study. Mr. Alexander Daspit, Mission Director, invited three MSU members of the IIME staff to a private discussion concerning possible "ways and means" for the mission to establish contact and ultimately a cooperative program with the University of San Carlos. At Mr. Daspit's request, the IIME staff members elicited a response from the USCG Rector and other officials with respect to their interest in Mission support. Rector Arias had earlier evidenced interest--and publicly had urged the University community--to study its needs and to formulate specific developmental plans for the immediate future. Subsequent discussions led to the development of a self-study procedure whereby the University--employing data produced by IIME and a small grant from USAID to create a full-time planning position within the University--could undertake serious self-examination. A contract was negotiated between USCG and USAID/Guatemala to this effect. The IIME staff prepared study-guides and manuals for the University; however, USCG was unable to find a competent full-time person to fill its planning position until late June, 1963. Hence, IIME was unable to follow-through with the technical assistance required in the self-study, due to its increased regional commitments. The University, however, did fulfill its contract commitments, and completed its study in June, 1964.

Development of General Studies at the University of San Carlos.

Each of the five national universities in Central America has shown interest in the development of programs of general studies. Through CSUCA, several committees have been active in this area, and regional studies and surveys have been made. However, until 1964, only two of the five universities had actually undertaken general studies programs, and only one had realized the internal organization necessary for the development of full general studies programs. Nonetheless, this remains a high priority area for each university, and in November, 1962, the CSUCA Commission on General Studies requested IIME's assistance in the study and development of these programs within member universities. IIME's university studies, therefore, incorporate a full examination of these programs.

In July, 1962, the USCG completed a preliminary plan for introducing general studies programs. However, it had not taken action to implement the program. In January, 1963, the Rector of the University designated a committee comprised of deans of Faculties located at Ciudad Universitaria to undertake the development of programs of general studies in the science-mathematics fields. The committee requested assistance of the IIME staff. Dr. Guido Barrientos, Director of IIME, assisted from time to time by other IIME staff members, worked with the committee intermittently during several months. As a result of their work, a plan of implementation was developed and submitted by USCG to USAID/Guatemala. Director Daspit saw fit to support the proposal, hence a small grant was made to the University to enable it to refine its planning, to create a full-time directorship and to initiate a pilot program in January, 1964. Subsequently, Dr. Nielsen of the USAID staff followed through with this activity; consultants have been provided in appropriate fields by the Mission and by the joint CSUCA-National Science Foundation program. The program was initiated in January, 1964, as planned; all beginning students in seven of the University's ten faculties were enrolled.

Developmental Planning at the University of Costa Rica. The IIME staff was requested by the University of Costa Rica in April, 1963, to assist in formulating a plan to guide that University's development during the next decade. Of particular concern to the University was (a) the establishment of "priorities" among its several programs and (b) the reorganization of its administrative structure. It was believed that IIME's studies would provide the research basis upon which intensive planning in Costa Rica could be initiated. The University also wanted the IIME staff to provide the requisite technical assistance.

Inasmuch as a primary purpose of IIME was to develop relationships of this type with its regional clients, the request was reviewed with considerable favor. However, formal action was deferred pending (a) the creation within the UCR of a planning group--involving one or more full-time persons--and (b) the completion of IIME's regional studies in higher education.

(Like other Central American universities, Costa Rica has a small number of personnel competent to undertake planning; but lacked sufficient funds to release them full-time, without affecting adversely other elements of their on-going programs.)

In order to create the requisite positions the University of Costa Rica submitted a request to USAID/Costa Rica for \$25,000 to support three full-time staff positions with the University during a period of intensive planning; it was also stated that IIME would provide the research and technical assistance to the endeavor using its own funds; hence funds would be needed and used only by the UCR. In response to the UCR request, a project-agreement was signed and funds allocated by USAID/Costa Rica for this purpose, since the "setting of priorities" within the University had been a stated desire of the Director of that Mission.

The Governing Board of the University of Costa Rica then approved a formal agreement with the University of San Carlos' IIME jointly to "engage in studies and formulation of judgments leading to the development of short and long term plans." At the instigation of the respective universities, the IIME Co-directors and Rector of the University of Costa Rica signed the agreement. It was agreed that the University would immediately create its planning positions and that the IIME staff would arrange its schedules of work to incorporate a period of intensive joint planning.

However, the USAID/Costa Rica mission did not release the funds to UCR, preferring to contract directly with a North American university to do the planning for the University of Costa Rica. This, of course, was neither the intent of the University of Costa Rica, nor the content of its proposal to USAID/Costa Rica on the basis of which the Mission had earlier allocated funds. As a result, no full-time planning positions at the UCR could be established.

At this point IIME volunteered to withdraw from the UCR agreement in order that the UCR might carry out its planning with another institution. The University, however, reaffirmed its desire to work with its "Central American regional institute" and would "endeavor to find other means" to meet its own obligations in the planning arrangement. Several joint meetings were held subsequently on procedures to be followed. A seminar was conducted with members of the UCR administrative staff and arrangements were consummated to follow-through with the planning activity after the present contract period.

IV.4 Personnel Development

There were no provisions for "participant training" in the MSU/REPAS contract, although it was anticipated and desired that IIME staff members would enlarge their competence in the several fields of Central American education. Hence, several IIME assistants--while technically

not "trainees," as defined under conventional participant training contract clauses--were in effect trained to carry out professional level research and planning assistance. The same applied to two Central American research associates, and to certain members assigned to IIME from MSU.

In general, the persons assigned full-time to IIME from MSU were professors and graduate assistants who (1) were themselves skilled and experienced in educational research, planning and public administration, and (2) had sufficient knowledge of Central America, and Latin America in general, as to be reasonably well informed as to both possibilities and realities there. MSU's two principal administrative appointments (that of the Codirector and Finance Officer) were professors who (1) had been active in Latin American studies at MSU and elsewhere, and (2) specifically had been involved from the beginning in the development of the San Carlos-MSU relationship. Nonetheless, the development of competence in IIME was a concern which was applied equally to all IIME personnel; and the relationship developed between MSU and USCG staff members was one of collaborators--each with his peculiar strengths and limitations--and not one of foreign "trainers" and local "trainees." That a transfer of skill--particularly in the method and interpretation of research--has resulted from the collaboration of the Universities within IIME is apparent. That some of the persons who worked as a part of the IIME staff are now stronger professionally than before is apparent from the nature of positions now open to them within the Central American educational communities.

During its first eighteen months, IIME undertook--while delineating the research to be undertaken, designing instrumentation, and establishing the format and procedure of the Institute--to train its staff in the peculiarities of conducting research in Central America. While the senior staff itself (comprised of Barrientos, Ardón, Hernández, Ruiz, Hereford, Friedman and Orr) was still being developed, IIME recruited four staff assistants for training (Erdmenger, Oliva, Tay and Escobar). To facilitate a rapid transfer of research skills, four MSU graduate assistants were brought in to work directly with the young Central American staff members. These were: Rivera, Yarman, Toth and McAlees. A seminar was established. This became the principal mechanism (1) for integrating the diverse staff into an operating whole and (2) for sharing and transferring specialized information and skills, one with the other. As the senior staff was increased (Putzeys, Oyarzun, Lacayo and Torres) and as short-term personnel were recruited to assist on technical matters in specialized areas (Gamboa, Byram, Miller, Hecker, Haines, Zuniga, Guzman, Gilbert, Johnson, Villagrán, Mentzer, etc.) the seminar--as an integrative device--was replaced by "staff conferences" and "project reviews;" and the seminar itself was converted into a formal device both for staff members and a number of thesis candidates who were then pursuing individual research under PROGRAMA direction. As the body of data grew concerning the five areas of study in Central America, results were incorporated into the "staff conferences" and seminar; through this device it was possible for each staff member significantly to enlarge his factual knowledge and understanding of education generally in Central America, while pursuing a specialized area of inquiry.

Following their year of work and study with IIME, the four "trainees" completed their university degrees--as did the MSU assistants--and accepted responsible positions in educational agencies. Oliva is now assistant to the regional director of UNESCO. Tay and Erdmenger are professors at the University Rafael Landivar, and Escobar is the new Director General of Education in the Guatemalan Ministry of Education. The two research associates (Torres of Costa Rica, and Lacayo of Nicaragua) advanced very rapidly. They were named principal investigators in the area of higher and secondary education, respectively, in the fall of 1963.

Data Processing Center

To facilitate staff training in the analysis of objectively defined data, a small Data Processing Center was established in the IIME offices. This includes the minimum equipment required for punched card reproduction and tabulation of data. Large projects were processed through the IBM facilities in Guatemala, and occasional projects through the 101 calculator at INCAP and the 3600 computer at Michigan State University. The Data Processing Center was under the immediate direction of Kirkwood Yarman. Each IIME staff member was given instruction in the use of the electronic equipment and calculators, and was expected--for a limited period of training--to process his own materials. As the Institute developed, the Data Processing Center became less of a training vehicle. At the conclusion of the contract period, the Center employed eight full-time workers from the USCG Faculty of Engineering, and a score of part-time student assistants.

Professional Materials Center

A major key in the development of personnel was the availability in one convenient location of all published research and related materials pertaining to education in Central America. This Center was developed by Lic. Otto Gilbert and is now under the supervision of Srta. Beatriz Fuxet. (Miss Fuxet was sent to a training school in México for 10 weeks in 1963 in order to develop skills of the research librarian.) Although the Center is still embryonic, it has catalogued approximately 450 items including all known materials related to higher, secondary and special education in Central America. Also included is a beginning slide-collection; approximately 200 photographic slides have been catalogued from photographs taken by the staff during its on-site surveys of the 156 public and private Central American secondary schools and 65 institutions of special education and rehabilitation.