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PROGRESS REPORT

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JANUARY 1, 1963, and JUNE 30, 1963

PROGRAMA INTERUNIVERSITARIO

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

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Date: August 30, 1963

1. TITLE: PROGRAMA INTERUNIVERSITARIO OF THE UNIVERSITY OF
SAN CARLOS OF GUATEMALA AND MICHIGAN STATE
UNIVERSITY OF EAST LANSING

2. CONTRACT No.: PIO/T 899 - E - 66 - AB - 3 - 29039

3. REPORT PERIOD: JANUARY 1, 1963, and JUNE 30, 1963

4. PURPOSE OF THE PROJECT:

The purpose of the PROGRAMA INTERUNIVERSITARIO and of this contract is to bring into being, within the University of San Carlos of Guatemala (USCG), a comprehensive regional center for the study and improvement of education in Central America.

5. MAJOR RESULTS OF PREVIOUS REPORT PERIOD:

Preliminary work was initiated at Michigan State University (MSU) on July 1, 1962, and at the University of San Carlos, August 1, 1962. The PROGRAMA was jointly undertaken by the two universities, September 1, 1962. During the subsequent four months, these results were realized:

- (1) The Instituto de Investigaciones y Mejoramiento Educativo (IIME) was created by USCG as its administrative organization to accommodate the inter-university program.
- (2) IIME was officially incorporated into the Central American plan of regional integration of the Consejo Superior Universitario Centroamericano (CSUCA).
- (3) A six member inter-university policy making board was created; in turn, the board named co-directors to administer the PROGRAMA:
- (4) The PROGRAMA co-directors procured staff, established a working organization and formulated specific programs of research, the latter in cooperation with Central American national universities, ministries of

education and selected private educational agencies.

- (5) By December 31, 1962, IIME was a functioning organization which had initiated studies in three major fields of enquiry:
- (A) higher education and university development;
 - (B) secondary education and the preparation of secondary school teachers;
 - (C) special education and rehabilitation.

6. RESULTS OF CURRENT REPORT PERIOD

During this report period several basic steps were completed. These were:

- (1) Relationships were confirmed with all cooperating institutions and agencies

PROGRAMA personnel visited each ministry of education, national university, UNESCO office and U.S.A.I.D. installation in the five Central American republics. Full explanations of the PROGRAMA were given and the cooperation of each agency requested. In every instance cooperation was forthcoming. In addition, close articulation with CSUCA and with CSUCA's regional manpower study was achieved.

- (2) Staffing was completed

The nucleus staff which initiated the PROGRAMA in September, 1962, was expanded by April, 1963, to include 34 professional members. These were distributed as follows:

<u>TYPE OF APPOINTMENT</u>	<u>MSU</u>	<u>USCG</u>	<u>TOTAL</u>
Regular full time	3	10	13
Short term	9	4	13
Part time	0	8	8
Total	12	22	34

Two MSU short term persons will later be transferred to regular status bringing MSU's continuing full time on site complement to five. The regular (both full time and part time) continuing staff numbered twenty-one at the end of the report period. These are distributed by position as follows:

TYPE OF ASSIGNMENT	MSU	USCG	TOTAL
Co-directors	1	1	2
Researchers	2	2	4
Research Associates	2	3	5
Research Assistants	0	8	8
Editor and Translators	0	1	1
Other	0	1	1
Total	5	16	21

Of the USCG assigned staff, four research associates represent other Central American national universities. Two of these (Nicaragua and Costa Rica) are regular members. Two (Honduras) could only be retained for the months of May and June. A suitable associate from the University of El Salvador was not found during this period.

) Nine projects were completed

Among the many studies initiated during this period, nine were completed and preliminary reports of results prepared. These were:

1. Regional study of vocational education programs.
2. Regional study of homemaking education programs.
3. Regional study of commercial education programs.
4. Regional study of secondary teacher preparation programs.
5. Regional study of agricultural education programs.

6. Study of 35 special education and rehabilitation agencies in Guatemala.
7. Survey of students, professors and directors of normal and college preparatory secondary schools in Guatemala, Costa Rica, Honduras and Nicaragua.
8. Study of the University of San Carlos of Guatemala and of the University of Honduras.
9. Regional study of secondary school teachers.

(4) Seven additional projects were initiated but not completed

These include:

1. Study of the University of Costa Rica.
2. Study of the escuela normal superior in Honduras and in El Salvador.
3. Study of secondary schools in El Salvador.
4. Regional study of ministries of education.
5. Regional study of special education and rehabilitation agencies.
6. Regional study of university student drop outs.
7. Regional study of test development and academic testing programs.

(5) Several related activities were undertaken

In addition to the regular research activities indicated above, the PROGRAMA staff was involved in these related activities:

1. Development of a university self-study at the University of San Carlos of Guatemala.
2. Development of a plan for self-study at and by the University of Costa Rica.
3. Planning of a new "basic college" within the University of San Carlos and supporting proposals for its establishment in January, 1964.

4. Limited assistance to the Ministry of Education in formulating a national plan for education in Guatemala.
5. Preparation for a regional conference of officials from ministries of education and preparatory institutions in the field of secondary teacher preparation.

In addition to services actually rendered, numerous requests for assistance had to be denied because of a lack of time and personnel.

Among these were:

1. A request by the University of Costa Rica for an intensive study of the administration and organization of that university.
2. Requests from the USCG to develop proposals to foundations in support of new developments.
3. Requests from secondary school directors for consultation in problems of curriculum, organization and administration, instructional materials development and teaching methods.

(6) A data processing operation was established

All inventories, questionnaires and data collection schedules employed in the studies of secondary and higher education were programmed for punched card tabulation and analysis. During this report period, approximately one half of an estimated 500,000 cards were perforated. To facilitate analysis, a data processing center was established at the IIME offices. Although major work is processed through the regular IBM center in Guatemala City, the IIME center processes one third of the tabulations on its own counter-sorter. In addition, 11,000 cards were sent to MSU for computer programming in an attempt to establish a motivational typology of Central American university students.

(7) A research materials center was established

All known documents published since 1950 and referring to Central American education have been catalogued and filed for use in the IIME offices. Two secretaries were trained to organize and operate this activity under the direction of a Guatemalan staff member. Abstracts of documents are prepared routinely for use by the professional staff. It is anticipated that this activity will be expanded significantly during the remainder of the contract period.

(8) A formal seminar in educational research was undertaken

Designed as a prototype for later graduate level seminars, the IIME seminar provides advanced instruction each week for approximately twenty regular participants. Included are IIME research assistants and twelve students engaged in research for the university degree. The seminar is formally organized and meets weekly for three hours.

(9) Twelve grants for thesis research were awarded and two independent study projects initiated.

As one means of encouraging research in education, IIME awarded working grants to twelve pre-licenciados during this period, five at the University of Costa Rica and seven at the University of San Carlos. In addition, two independent studies were undertaken with established research institutions at the University of Costa Rica. First, a study of university student drop-outs, in cooperation with the Institute of Statistics under the direction of Dr. Mario Romero. Second, a regional study of test development and academic testing programs, under the direction of Dr. Gonzalo Adis Castro.

(10) Several working papers were developed for publication

Included in the materials ready for publication are:

1. A preliminary report of the University of San Carlos of Guatemala (Bi-lingual)
2. A regional summary of vocational education (Bi-lingual)
3. A regional summary of commercial education (English)
4. A regional summary of teacher preparation program (Spanish)
5. Teacher preparation programs in Guatemala (Spanish)
6. Teacher preparation programs in El Salvador (Spanish)
7. Teacher preparation programs in Costa Rica (Spanish)
8. Teacher preparation programs in Honduras (Spanish)
9. Teacher preparation programs in Nicaragua (Spanish)
10. Special education and rehabilitation program in Guatemala (Spanish)
11. Projection of needs for secondary school teachers in Central America (Spanish)
12. Public administration of education in Central America (Bi-lingual)

7. PROBLEMS ENCOUNTERED

Most of the personnel problems encountered during this period were akin to those normally encountered by any newly established enterprise. Although IIME was initiated on-site in Guatemala in September, 1962, it was not fully staffed until April, 1963. Consequently, the organization has had in effect only four months of fully staffed activity.

A. Tiempo of work

It is now clear that the pace and tiempo of work required of full time staff members has been excessively rapid. It is also clear that in subsequent months the tiempo must be relaxed somewhat if the Central American

members of the Institute are fully to assimilate, prior to planning, the processes and results of the research. In other words, it appears that (1) the task of producing research results and plans in a limited period and (2) the equally important task of building a research institution through skill and attitude development of its members and constituency are in conflict. For example, the Central American member of the Institute traditionally and usually works best within the limits of a precisely prescribed role. He is ill at ease when his role is not clearly defined or when he is expected to exercise considerable discretion or assume independent initiative. At the same time, he cannot easily admit to himself or to his peers that he is uncomfortable. To do so might occasion a loss of face. In this respect, the Central American member is no different than a North American who is expected to accomplish a task for which he is untrained or otherwise unable. The Central American member, unlike his North American counterpart, does not usually hold strong allegiance to his job or to his employing institution. His whole prior experience has been to hold several part-time positions each with a different agency. Accordingly, he may "accept" responsibility for a task with little or no intention of completing it. He needs and welcomes continuing supervision. Under the present scope of work intensive person-to-person supervision has not been possible. As a result, three Central American members faltered badly under pressure of work load during this report period. One was released, a second reassigned, and a third resigned.

B. Obtaining Personnel

A second major problem was encountered while attempting to identify and select research associates from the national universities. The qualification for these positions were high but not restrictive. Unfortunately, the kinds of person sought were those already significantly

involved in their universities' development and could not be released without seriously limiting the capacity of the universities to operate. Outstanding associates were obtained in April, however, from Costa Rica and Nicaragua. In Honduras, the IIME staff works directly with the university's reform commission. Two of its five members were assigned to work part-time with the IIME staff. The University of El Salvador simply did not have qualified people who could be released. Negotiations with that University however, continue.

IIME's work was further hampered when three of its members were injured in an automobile accident in El Salvador. One member is still on limited duty, one has returned to MSU and the third is now working again full time. Since the two Central American members were not covered by any form of accident insurance, they suffered severe financial losses during this period as well.

C. Research Problems

The most limiting factor in the conduct of research to date has been the absence of an adequate data base. In no university or ministry of education has basic enrollment, personnel or financial information been fully complete or reliable. The problem has been particularly severe in university schools of law, economics and humanities where records have been not only incomplete but practically non-existent. There is no uniform system among ministries for collecting basic data from schools and no uniform system of reporting information once collected. In El Salvador, for example, enrollment figures for each public school is reported to the ministry each year by telegram. The form in which the information is reported is left to the discretion of the school director. Breakdown of enrollments by grade level, by sex or by academic major in this case is

impossible. University data are perceptibly better but still unreliable. Six weeks after the opening of the school year, the dean of one faculty at the University of Honduras not only did not know the number of students enrolled but he did not even know how many staff members he had. The law school at the University of San Carlos has never in its history maintained matriculation data or records of course completions.

The IIME staff must devote a substantial portion of its time in reconstructing basic data before proceeding to analysis. Consequently, the university studies are only half finished at this date and must be continued through October. It is also clear that some fundamental changes must be introduced in both ministries and universities if basic data are to be assured for the future. Toward that end, the IIME staff is preparing now for a series of conferences during the fall for persons responsible for the functions of pupil and financial accounting. Hopefully, a means of uniform reporting can be worked out in each ministry and university so that the reconstructed data for 1961-63 can be continued.

D. Language Problems

A serious and as yet unresolved problem stems from the inability effectively to translate technical papers from English to Spanish or Spanish to English. Although some of the staff members are functionally bi-lingual and all communicate adequately in Spanish, the nature of the two languages is such that even good translations are inadequate. Consequently, it is necessary to prepare two independent reports for each subject, one in each language. This is obviously a time consuming task. Further, every staff member is not counterparted. For many subjects, reports must be developed only in the writer's first language. This problem is under continuing study. It would appear, however, that the bulk of the materials

will be developed in Spanish and, as time permits, English language versions developed only for the major regional summary reports.

E. Communications Problems

The physical separation of this project from CSUCA and from the education office of ROCAP (both of which are located in San José, Costa Rica) has created some difficulties in communicating effectively with these important agencies. Early in the report period, there was some concern that IIME studies were not coordinated fully with those of CSUCA's regional manpower study. To a limited extent this was inevitable, inasmuch as both agencies were then concerned with general and school population data. However, personnel from each agency exchanged lengthy visits. No changes in program were required. The studies were deemed to be complementary and of mutual assistance.

IIME's relationship to ROCAP (the Central American regional coordinating body for AID) also came under review during this period. Initially, there appeared to be some confusion with respect to responsibility for the making of appointments with IIME surveyed agencies in countries other than Guatemala. Since IIME is constituted as a dependencia of the University of San Carlos and of CSUCA, it was felt that appointments with ministers of government agencies and university rectors and deans should best be made by USCG and CSUCA.

Following conversations with CSUCA in November, 1962, it was agreed that

(1) Dr. Carlos Tunnerman, Secretary General of CSUCA and (2) the Rector of the University of San Carlos would make all initial appointments with universities and ministries, subsequent appointments for follow-up activities to be made directly by the IIME staff. This pattern has been followed without exception.

(2) With respect to contacts with U.S. embassy and AID installations in each country, it was agreed in February, 1963, that the education officer of ROCAP and the MSU codirector would visit each mission to explain the PROGRAM. Other ROCAP commitments made this plan of action impractical. At this writing, the deputy director of ROCAP (whose office is in Guatemala) has been assigned to work directly with the IIME staff and to advise with respect to U.S. policy in the region. The MSU co-director has now visited U.S. missions in all countries except Nicaragua and plans for visits to that country are in preparation.

8. PROPOSED CHANGES FOR IMPROVED OPERATION

During this report period several amendments to the MSU/AID/REPAS contract were made. These have materially helped to ease operational problems. It is now clear, however, that the contract should be further amended to provide an extension of time for successful completion and implementation of the scope of work.

The basis for this judgment rests upon three principal tenets:

1. Data collection and reconstruction, the first step in the plan of research, has absorbed more time than contemplated, yet could not be reduced without jeopardizing subsequent analysis or reducing the scope of work, neither alternative being desired or desirable.
2. To be effective, the formulation of plans for improvement regionally should involve as participants the key members of the national universities, ministries of education and national planning commissions in each country; such participation, possible now in the field of teacher preparation and university development, can not be achieved in the six months' period allocated for planning under the provisions of this contract;

3. The full training of the Central American members of the staff cannot reasonably be completed within the one year period remaining under this contract, yet these are the persons on whom will fall the responsibility for effective implementation of plans.

It is proposed now for preliminary consideration that the planning and implementation period of this contract be extended by one year to June 30, 1965, and that the results of the preliminary studies be focused upon the central problems of regional development in education.

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